

## GOVERNMENT POLICY ON LAND CERTIFICATION FOR THE COMMUNITY THROUGH THE COMPLETE SYSTEMATIC LAND REGISTRATION (PTSL) PROGRAM IN CIKOKOL SUB-DISTRICT, TANGERANG DISTRICT, TANGERANG CITY

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### ABSTRAK

Penelitian ini bertujuan untuk menelusuri dan menjelaskan bagaimana proses sertifikasi massal atas tanah negara melalui program Pendaftaran Tanah Sistematis Lengkap (PTSL) di Kelurahan Cikokol, serta apakah pelaksanaannya telah sejalan dengan prinsip-prinsip pendaftaran tanah. Pendekatan yang digunakan adalah kualitatif, dengan teknik pengumpulan data melalui wawancara dan observasi. Sebanyak 11 orang informan dipilih karena dianggap memahami isu yang diteliti. Kelurahan Cikokol ditetapkan sebagai wilayah yang memenuhi syarat untuk mengikuti program PTSL oleh Badan Pertanahan Nasional (BPN) Kota Tangerang, karena telah sesuai dengan kriteria yang diatur dalam Peraturan Menteri Agraria dan Tata Ruang Nomor 6 Tahun 2018 tentang Pendaftaran Tanah Sistematis Lengkap. Dalam pelaksanaannya, aparat Kelurahan Cikokol sebagai pelaksana program seharusnya memahami dan menjalankan tugas berdasarkan Standar Operasional Prosedur (SOP) yang berlaku, agar pelaksanaan program berjalan lancar dan mengurangi potensi kesalahpahaman, terutama setelah sertifikat diserahkan. Hal ini penting mengingat adanya keluhan warga terkait kewajiban membayar BPHTB dan SSP.

**Kata Kunci:** Pendaftaran Tanah Sistematis Lengkap (PTSL), Sertifikat Tanah.

### ABSTRACT

*This research aims to explore and clarify the process of mass certification for state land under the Complete Systematic Land Registration (PTSL) program in Cikokol Urban Village, and whether it aligns with the core principles of land registration. A qualitative approach was used, with data gathered through interviews and field observations. Eleven informants were selected based on their insight and relevance to the issue. The Tangerang City Land Office designated Cikokol as a suitable location for the PTSL program because it met the criteria outlined in the Minister of Agrarian Affairs and Spatial Planning Regulation No. 6 of 2018 on Complete Systematic Land Registration. Ideally, the implementing team—particularly the Cikokol Urban Village officials—should carry out their roles in accordance with the established Standard Operating Procedures (SOPs). Doing so ensures the process runs smoothly and reduces potential misunderstandings, especially after the certificates are issued. This is crucial, as there have been complaints about unexpected costs related to BPHTB and SSP payments.*

**Keywords:** Complete Systematic Land Registration (PTSL), Land Certificate.

### INTRODUCTION

Although land ownership is regulated by the state, many issues still affect the public, especially those from economically disadvantaged backgrounds. Disputes over land rights are increasingly common and often impact low-income communities the most. This situation emphasizes the need to protect vulnerable groups and address land-related problems as part of the broader effort to reduce poverty, which remains a global concern. Because the state recognizes both

individual and communal rights to land, it has a responsibility to ensure legal certainty and protection so that landowners can more easily defend their property from third-party claims.

In Indonesia, land registration is a responsibility of the government and is carried out gradually. Out of roughly 55 million land parcels, only about 30 percent have been officially registered and certified. Land certification is intended to provide legal proof of ownership and is one of the main goals of Law Number 5 of 1960 on Basic Agrarian Principles. Certificates are issued based on survey data and legal records, and they serve as official recognition of land ownership. Every landholder is entitled to receive such a certificate as guaranteed by law.

In reality, many people still face challenges in registering their land. The process is often seen as lengthy and expensive. From an administrative standpoint, land office services frequently fail to meet expectations for being secure, simple, affordable, and transparent. The core purpose of these services is to support the public in gaining better access to economic welfare.

To improve land ownership and support public welfare, the Tangerang City Government, in coordination with the Tangerang City Land Office (BPN), has taken several initiatives. One of these efforts was the introduction of PRONA (National Agrarian Operations Project), a government-run program focused on land registration. PRONA involves mass land certification and the resolution of important land disputes. As a subsidized program, it reflects the government's commitment to expanding access to legal land ownership.

PRONA marked an important commitment between the Tangerang City Government and the Land Office (BPN) in speeding up land certification as part of broader land administration reform. The program aimed to provide initial land registration services that are straightforward, easy to access, quick, and low-cost. It also sought to accelerate the certification process across the country, help build a fair and efficient land market, prevent social conflicts related to land, regulate ownership, and offer legal assurance and peace of mind to landowners.

To address various challenges that arose during PRONA's implementation, the government launched the Complete Systematic Land Registration (PTSL) program. PTSL refers to a one-time, comprehensive land registration activity that targets all unregistered plots within a village or urban administrative area. It also involves the mapping of already registered plots to build a complete and

reliable database of land ownership. This program can be part of the Land Office's ongoing duties or carried out as an annual project.

Funded by the national budget (APBN), PTSL is designed to provide legal certainty for landowners, especially those from low-income backgrounds, through large-scale certification of land they already occupy or control. Ownership rights are granted based on set criteria and in line with current legal regulations. The end result of this process is the issuance of land certificates, giving rightful owners formal legal proof of their land rights.

Based on the background outlined above, the researcher is motivated to explore and evaluate how the government's land certification policy has been implemented in Cikokol Sub-District. This study is titled:

"The Implementation of Government Land Certification Policy through the Complete Systematic Land Registration (PTSL) Program in Cikokol Sub-District, Tangerang District, Tangerang City."

## **LITERATURE REVIEW**

The term "public policy" has various definitions that differ depending on the perspective used. According to Taruna Supanji Kosasih (2017:17), public policy can be understood as a hypothesis that includes initial conditions and expected outcomes. It is important to distinguish public or government policy from private policy, as government policy typically involves both governmental and non-governmental actors. Robert Eyestone, quoted by Martin Albrow (2015:6), describes government policy as the relationship between a government unit and its surrounding environment. However, this definition is often criticized for being too broad, since it can apply to a wide range of different areas.

In the context of land law, land rights are categorized as individual rights that allow the holder whether a person, group, or legal entity to use, manage, or benefit from a specific land parcel. These rights can take several forms, such as ownership rights, waqf land rights, mortgage rights, and strata title rights (typically relating to ownership of apartment units). According to the Basic Agrarian Law (UUPA), "land" refers to the earth's surface, while "land rights" relate to the rights over that surface, which are two-dimensional in nature, consisting of length and width.

Land rights give the holder authority to utilize the land or gain benefit from it. The term "utilize" refers to using the land for construction or non-agricultural purposes, while "benefit" refers to using it for purposes such as farming, fisheries, livestock, or plantations.

The legal foundation for granting individual land rights is found in Article 4, paragraph (1) of the Basic Agrarian Law (UUPA), which states that based on the state's authority to control land (as outlined in Article 2), various types of rights over land can be granted to and held by individuals, either individually or jointly with others, as well as by legal entities.

A land certificate serves as official documentation that proves ownership rights, as defined in Article 19, paragraph (2), letter (c) of the UUPA. This includes documentation of ownership rights, management rights, waqf land, strata title, and mortgage rights, all of which are recorded in the relevant land book.

A land certificate consists of the original copy of the land book and the land measurement document, combined into a single record. The land book contains both legal (juridical) and physical data of the land parcel, while the measurement document provides maps and descriptions showing the land's physical layout. The certificate is issued based on these verified data and serves as formal proof of the holder's rights to the land.

Land registration refers to a continuous, organized process carried out by the government, which includes collecting, managing, recording, presenting, and maintaining both physical and legal data on land parcels and units in buildings. It results in the issuance of official ownership documents for registered land, including strata units and any associated legal burdens.

When land registration is conducted to provide legal certainty, it is referred to as a "legal cadaster" or *rechts* cadaster. The goal is to establish clarity regarding the legal status of the land, the identity of the rightful owner, and the exact location and boundaries of the property. The main outcome of this type of registration is the issuance of a land certificate. On the other hand, a "fiscal cadaster" or *fiscaal* cadaster is focused on identifying tax responsibilities and produces records such as the Land and Building Tax Notification (SPPT PBB).

According to the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 12 of 2017 on Accelerating Complete Systematic Land Registration, Article 1 defines PTSL (Complete Systematic Land Registration) as the first registration of all land parcels within a village or similar administrative unit, conducted at the same time across

the country. This process involves gathering and verifying both physical and legal data for one or more land parcels for the purpose of formal registration.

## RESEARCH METHOD

This research adopts a qualitative approach. According to Basrowi and Suwandi (2018:1–2), qualitative research is a method used to understand reality through an inductive reasoning process. By using this approach, the researcher can gain a deeper understanding of the subject and observe how individuals experience and respond to events in their daily lives. As such, qualitative research is characterized by data collection in a natural environment, using naturalistic methods, and is carried out by individuals who are genuinely interested in the phenomenon being explored.

The focus of this study is to examine how the mass land certification process for state land is implemented through the Complete Systematic Land Registration (PTSL) program in Cikokol Subdistrict, Tangerang District. This research is guided by the provisions of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia Number 12 of 2017 on the Acceleration of Complete Systematic Land Registration.

## DISCUSSION

The Complete Systematic Land Registration (PTSL) program is one of the key national initiatives launched by President Joko Widodo during his first term in office. Developed by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), the program aims to provide legal certainty over land ownership while addressing fundamental human needs such as shelter, food, and clothing. PTSL is not only supported by a Presidential Instruction but is also detailed in Ministerial Regulation No. 12 of 2017 and further reinforced by Ministerial Regulation No. 6 of 2018.

The program is designed to support fair and measurable development throughout all regions of Indonesia by ensuring that land certification is carried out properly. Beyond improving public welfare, PTSL also benefits local governments by contributing to more organized and effective spatial planning. Since its launch in 2017, the Ministry of ATR/BPN has reported notable milestones, including the surveying of 5.2 million land parcels. This progress continued with the issuance of 9.4 million land certificates in 2018 and 11 million in 2019. The long-term target is to complete the registration of all land parcels across Indonesia by the year 2025.

## 1. Designation of Cikokol Subdistrict as a Target Area for PTSL

Cikokol Subdistrict in Tangerang District, Tangerang City, is among the areas that have benefited from the PTSL program. Based on an interview conducted by the researcher with a program participant named Mrs. Warsih, it was revealed that the implementation of the program has brought tangible benefits to the local community. Mrs. Warsih shared that, thanks to PTSL, she was finally able to obtain a land certificate for a plot of land inherited from her in-laws. Previously, the ownership status had been uncertain for years. She emphasized that having the certificate helped prevent potential family conflicts over inheritance and provided the legal assurance needed to pass the land and house on to her children.

The researcher also spoke with Mrs. Nena Sutresna, A.Md., a staff member at the Tangerang City Land Office. She explained that PTSL is a systematic and comprehensive land registration activity conducted for the first time within a specific administrative area, such as a village or subdistrict. The program covers all land parcels, including those that do not yet have legal status as well as those that already do but need data updates. This includes land with clear boundaries and those where boundaries still need clarification.

In Tangerang City, PTSL has been implemented since 2018, with Cikokol Subdistrict chosen as one of the designated areas. The selection was based on the subdistrict's compliance with both administrative and technical criteria in line with current regulations. The local government played an important role in the process, including submitting resident ownership data and formal requests for participation to the Tangerang City Land Office, as well as coordinating with the Tangerang District Office.

Based on insights from several informants, the researcher found that the initial step taken by Cikokol Subdistrict to join the PTSL program involved identifying and registering residents interested in obtaining land certificates. Following this, the subdistrict government coordinated with the Tangerang District administration to establish collaboration with the Tangerang City Land Office as part of the program.

The researcher concluded that the designation of Cikokol Subdistrict as a PTSL target area was based on its eligibility, having met the conditions outlined in the Regulation of the Minister of Agrarian Affairs and Spatial Planning No. 6 of 2018 concerning Complete Systematic Land Registration.

## 2. Implementation of the PTSL Program in Cikokol Subdistrict

The Complete Systematic Land Registration (PTSL) program is a key initiative led by the central government to accelerate the formal recognition of land ownership across Indonesia. Guided by Ministerial Regulation No. 6 of 2018 from the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN), this policy reflects the government's concrete effort to provide legal certainty over land rights, reduce agrarian disputes, and support sustainable development through structured land administration.

In Cikokol Subdistrict, the program officially began in 2018 after the Tangerang City Land Office confirmed that the area met the necessary criteria to be included in the program. According to Mr. Rasdiwan, S.IP., Head of the Government Section at the Cikokol Subdistrict Office, the area received a quota of 2,600 land parcels. Once the official assignment letter was issued by the Tangerang City Land Office, the subdistrict government quickly coordinated a re-verification process for residents previously registered as prospective participants and invited them to attend an outreach session held jointly with BPN officials.

The re-verification was conducted by subdistrict staff in collaboration with local RT and RW leaders. Community members were asked to submit administrative documents, including copies of land ownership proof (such as sale and purchase deeds, inheritance letters, grant deeds, or customary land statements), identification documents (ID cards and family cards), and tax-related papers like SPPT-PBB and BPHTB. These documents had to be copied in triplicate and brought along with the originals during the signing of the application.

Ms. Nena Sutresna, A.Md., a staff member from the Tangerang City Land Office, explained that the submitted data were grouped into four categories: (1) complete and eligible for certification, (2) land with ongoing disputes, (3) submissions with missing documents that needed follow-up, and (4) already-certified plots that required re-registration (floating data). These categories guided the BPN team in processing the issuance of land certificates.

On the ground, the Head of Cikokol Subdistrict, Mr. Muhamad Zen, S.Sos., M.Si., confirmed that the local government took part in all stages of the program. This included public outreach, data verification, assistance with land measurements, and the final distribution of certificates. There were no fees charged to residents for the certification itself, as the program was fully funded by the

national budget (APBN). However, in line with the provisions in the Joint Decree of Three Ministers (SKB Tiga Menteri), residents were asked to contribute a non-structural fee of IDR 150,000 to cover operational costs such as stamp duty and boundary markers.

Community response to the program was generally positive. Participants like Mrs. Eni and Mr. Wahyudin shared that the PTSL program was especially helpful for low-income families who had gone without official land documents for years. Another participant, Mrs. Warsih, explained that receiving a certificate for her inherited land helped avoid potential conflicts among family members and provided legal clarity over the property.

Despite the benefits, several challenges emerged during the program's rollout. Mr. Iwan Budi Hartono, S.IP., a land administration officer at the Tangerang District Office, noted that many residents raised concerns about remarks in their certificates indicating unpaid BPHTB and SSP obligations. These outstanding tax notes meant the certificates could not be used as collateral for bank loans, limiting their practical utility.

This concern was echoed by Mr. Wahyudin, who shared that in order to remove the "unpaid tax" status from their land certificates, residents were required to handle the matter directly with the Regional Revenue Agency (Bapenda) of Tangerang City. In many cases, they had to pay substantial amounts, sometimes reaching tens of millions of rupiah, depending on the property's assessed value (NJOP). As a result, many residents expressed frustration, as their expectation of using the certificates as collateral for business loans could not be fulfilled.

This issue was also recognized by Mr. Zaenal, a land administration officer at Bapenda Tangerang City. He noted that less than half of the PTSL participants had followed through with paying their tax obligations. He further explained that the limited public awareness regarding BPHTB requirements was likely due to the lack of clear information during the initial outreach and socialization efforts by BPN staff.

Based on these field observations, the researcher concluded that the PTSL program in Cikokol Subdistrict has generally been carried out effectively and has provided real benefits for the local community, particularly in formalizing land ownership and establishing legal certainty. However, there are ongoing challenges related to public outreach and the transparency of information, especially concerning post-certification tax responsibilities. Addressing these issues will require stronger coordination among BPN, the subdistrict and district governments, and



Bapenda to ensure the public receives comprehensive education. This collaboration is essential for maximizing the long-term impact and sustainability of the PTSL program.

### **3. Conformity of PTSL Implementation in Cikokol Subdistrict with the Principle of Accountability**

The Complete Systematic Land Registration (PTSL) program is a national strategic policy initiated by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) to accelerate the establishment of legal certainty for land ownership by citizens. This program is carried out on a large and structured scale across Indonesia, including in Cikokol Subdistrict, Tangerang City, where it was implemented in 2018.

Viewed through the framework of good governance, the implementation of the PTSL program in Cikokol illustrates the application of the principle of accountability. This is clearly outlined in ATR/BPN Regulation No. 6 of 2018, which identifies accountability as a core principle in managing the program.

Article 2, paragraph (2) of the regulation outlines that PTSL aims to guarantee land rights and legal protection for the public, grounded in principles such as simplicity, speed, efficiency, safety, fairness, equality, transparency, and accountability. Therefore, the implementation of PTSL must be accountable on administrative, technical, and social levels, especially to the communities it serves.

In addition, Article 11 mandates the creation of an Adjudication Committee and a PTSL Task Force, both appointed by the Head of the local Land Office and formalized through a decree. Before beginning their duties, members are required to take an oath of office, reflecting their moral and legal commitment. This step reinforces the accountability principle by ensuring that responsibilities are formally structured and clearly assigned.

Accountability is further emphasized in Article 14, paragraph (5), clauses e and f, which require the committee and task force to submit periodic activity reports and conduct monthly evaluations of program outcomes. These responsibilities are part of internal monitoring and performance reporting to both the institution and the broader public.

Outreach activities, as outlined in Article 16, are to be led by the Head of the Land Office and the Adjudication Committee, who must explain the legal and technical details of the program. In the case of Cikokol, although the outreach was not conducted directly by the BPN Head, designated officers fulfilled this role, thus meeting the regulatory requirements. This effort shows a

commitment to information transparency and open access, which are vital components of public accountability.

Notably, Article 33 allows for land certificates to be issued even when Land and Building Acquisition Tax (BPHTB) and Income Tax (PPH) obligations have not yet been fulfilled. Residents can still obtain certificates by submitting original ownership documents and a written statement acknowledging the outstanding tax. This approach reflects a people-oriented policy that supports low-income groups while maintaining formal legal procedures—thereby preserving accountability.

However, interviews with local officials and program participants revealed gaps in the delivery of information. Many residents reported feeling inadequately informed about the process and costs associated with settling tax obligations like BPHTB and SSP. Consequently, they were disappointed when their certificates could not be used, for instance, as collateral for bank loans. This indicates a need to improve informational accountability so that the program not only follows formal procedures but also addresses the community's understanding and expectations.

Based on regulatory analysis and findings from the field, the study concludes that the PTSL program in Cikokol Subdistrict has largely upheld the principle of accountability in various areas, including institutional structure, reporting practices, community outreach, and certificate issuance. However, the practical enforcement of this principle still needs to be strengthened—especially in terms of transparent and accessible public communication.

In summary, while the implementation of PTSL in Cikokol is in line with the legal principles governing land registration, further improvements in how information is shared with the public are necessary to ensure accountability is not only formal but also meaningful and fair.

## CONCLUSION

Based on the findings from the study titled *“Government Policy on Land Certification for the Community through the Complete Systematic Land Registration (PTSL) Program in Cikokol Subdistrict, Tangerang District, Tangerang City”*, the following conclusions can be drawn:

1. Cikokol Subdistrict was officially selected by the National Land Agency (BPN) of Tangerang City as a designated area for the PTSL program, having fulfilled the eligibility requirements outlined in the Ministerial Regulation No. 6 of 2018 on Complete Systematic Land Registration.
2. Overall, the implementation of the PTSL program in Cikokol Subdistrict ran smoothly. The local community responded positively, showing high interest and general satisfaction. However,

some participants later expressed disappointment due to the presence of “BPHTB and SSP payable” remarks in their land certificates. Settling these outstanding tax obligations through the Regional Revenue Agency (Bapenda) of Tangerang City often required significant payments, at times exceeding the costs of the certificate process itself.

3. The process of mass land certification for state land under the PTSL program in Cikokol Subdistrict was carried out in alignment with the legal principles governing land registration.

## RECOMMENDATIONS

1. The Head of the National Land Agency (BPN) of Tangerang City should take a more active role in leading the socialization activities related to the PTSL program in Cikokol Subdistrict, to better meet the standards of ideal policy implementation.
2. Those responsible for executing the program, particularly the administrative staff in Cikokol Subdistrict, need to thoroughly understand and adhere to the established Standard Operating Procedures (SOPs). This will help ensure smooth execution and reduce the potential for confusion or dissatisfaction after the certificates are issued especially regarding unexpected tax-related charges like BPHTB and SSP.
3. The community, as the primary beneficiaries of the PTSL program, is encouraged to engage more critically and proactively when faced with problems or unclear procedures. Taking this approach can help prevent miscommunication and foster better dialogue between residents and local authorities.

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