

## **Strategy on Improving the Certificate Quality for Ownership of Land (Case Study: In the National Land Agency Ponorogo)**

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### **I. INTRODUCTION**

The Government has the primary tasks that must be met. One of the main tasks of the government is to provide public services. Care should be implemented to fulfill the rights of its citizens. Asmawi (2012: 22) states that "modern government, in its essence is empowerment and service to the community". While Ndraha (2003: 76) argues that "the government has two basic functions are the primary function or service function and a secondary function or function empowerment". Of the various above opinions, the government has the primary task of providing services to the public. In providing services, the government does not stand alone, but the government also has a duty to develop the ability and creativity of the community to progress together. The government should be able to realize the service to the community through public organizations. Care should be given a thorough without discrimination. Public services must also be accessible by the whole society. Denhardt and Denhardt (2003: 24) revealed that the actual owner of the public interest is public. In addition Dwiyanto (2008: 149) also states that the primary purpose of public service is to meet the needs of citizens in order to obtain the desired service and memuskan. Then the public administrator or the government should focus its attention on the responsibility to serve and empower citizens through public Organiasai management and implementation of public policy. Further U.S. Moenir (2002: 26-27) defines "service as an activity undertaken by a person or group of people with a particular runway where the level of gratification can only be felt by those who serve or served, depending on the service providers' ability to meet the expectations of users." While based on the Act No. 25 In 2009 the public service is an activity or series of activities in order to meet the needs of the service in accordance with the laws of every citizen and resident in the goods, services or administrative services provided by public service providers. Based on these opinions, the service carried out by the organizer in this case is the government and non-governmental organizations designated by the government to provide services. The services provided must be through the system, procedures and methods. With the systems and methods are clear, the community facilitated in getting fast service. Care should be able to fulfill the right of every citizen of Indonesia. In these laws should also be understood that the service is not only in the form of goods or services, but service could be administrative services. Public services can be used as an indicator in determining good governance, as in the service of the government is dealing directly with the public. Good and bad service image will affect public confidence in the government. Because of the importance of public services, the government has arranged the provision of services in Law No. 25 in 2009. Care should be compatible with the principles, principles and standards that have been determined. Under Law No. 25 In 2009 the services provided by the organizers based on the public interest, for the community participation in service is very important. With the participation of the community, it is easy for service providers to understand the needs and expectations of society. Supervision over the course of the service should also be made to maintain the quality of service. In the provision of services is not allowed to discriminate against people. All walks of life have the same rights and obligations for services. Public service providers must also provide internal controls to maintain the quality of service to the community. Required field's professional public services, responsible and able to implement the standards and procedures that already exist. It required a legal framework, so that the service is going well. Care should also be done on the cheap, quick, easy and affordable. Parasuraman et al (1990) in Dwiyanto (2008: 145) also states that the quality of public services must comply with certain aspects of tangibles, realibility, responsiveness, asurance, and empathy.

Poor public services is almost the case in all public institutions that exist. This happens because the majority of public services has been implemented by the government even though these services can be implemented by non-governmental organization that has been governed by legislation and agreements with beneficiaries. Because the majority held by governments, government agencies engaged in the service looks to monopolize the service. As the only institution that can only provide the service, the service is not performed to the maximum. It is also caused by a lack of awareness to serve the community.

One of the agencies that receive the most public discontent reports, from various regions is the National Land Agency. The National Land Agency is a non-departmental agencies. This body has a very important role in the management of land in Indonesia. The principal tasks Land Agency, among others: land stewardship;

arrangement of land ownership (land reform); establishment of the rights and registration; control, utilization and implementation of land rights and community empowerment; dispute settlement and land issues. The Institute is one of the institutions is very important given the land and the land is a vital element in the life of the nation. This is caused by the soil and land are sources for justice and prosperity of society. Indonesian nation relationship with the land characterize the relationship is eternal. The whole territory of the Republic of Indonesia is the unity of the whole nation homeland Indonesia. Besides the need for land always increase year after year. The factors that led to increased land requirements include population growth, increasing population needs to be space as a result of improved quality of life, increasing the function of the city to the surrounding areas, the limited supply of land which can be directly controlled and utilized, increasing development (Murad, 2013: 492).

Services National Land Agency most scrutiny of the public is the issuance of land titles. Certificate of property rights to land is one of the documents issued by the National Land Agency. This certificate as proof of rights applicable as evidentiary tool, provide legal certainty, prevent disputes and the certificate of land ownership, land owners can take legal actions to the extent not violate the provisions of law (Sutedi, 2012: 2). Certificate of land ownership rights to land is the end product of the land registry.

Quality of land services should be able to be felt by all citizens of Indonesia both central and regional level. One area that should improve the quality of service is the National Land Agency Ponorogo. Ponorogo is a regency in East Java. Ponorogo region located by southwest of the province of East Java, bordering Central Java. This region consists of 21 districts, with the geographical conditions consisting of plains and the majority is mountainous. Land in Ponorogo is unique, because in this region there are regions fief. Fief region is a piece of land given to the ruler of his people for his services to the state. Fief region is referred to as sehgulan as if surrounded by foot will take one month. First a fief village, all the people freed from all forms of state taxes, free of forced labor, all matters governed by each village fief, however, must not conflict with the rules set by the state. Finally, based on Law No. 13 1946 all villages fief lost its independence. Given this rule, in the 90 villagers fief in Ponorogo start taking care of the land ownership certificate, so their land, terpacak and can be traded.

Ponorogo has a total population in 2015 was 460 751 males and 460 759 women are the majority of the population are farmers and workers abroad. Based on data from the BNP2TKI. Ponorogo is one of the largest sender of migrant workers, the number of migrant workers from Ponorogo reached 8869 people (bnp2tki.go.id). Working abroad is considered as a means to boost the economy of the family. With their work, capacity community's economy is increasing. Many people are turning to employers after they raise capital. Changes livelihood is supported by the strategic location of Ponorogo. Ponorogo is an alternative route to Central Java and Yogyakarta. This path becomes very crowded in the summer and holiday homecoming. Ponorogo is also a path to Pacitan is famous for its tourism. Additionally, Ponorogo also encourage some potential sites such as lakes and dams Ngebel Pletik are currently in development. With a very strategic location and development of tourism development, encourage the economic development of society.

## **II. THE CRITICAL FRAMEWORK**

### **Public Service**

The government has a fundamental duty to be performed. One of the main tasks of the government is to provide public services. Service is a process of assistance to others in ways that require particular sensitivity and interpersonal relationships in order to create satisfaction and success (Boediono, 2003: 60). While U.S. Moenir (2002: 26-27) defines "service as an activity undertaken by a person or group of people with a particular runway where the level of gratification can only be felt by those who serve or served, depending on the service providers' ability to meet user expectations." Based on these opinions public service is a series of activities carried out either individually or in groups with systems, procedures and methods that have been determined. Public services are done to meet the needs of the community. In doing quality service is required sensitivity and interpersonal relationships. Public service does have a difference when compared with private services. The characteristics of public service among others

1. The services provided are urgent when compared with private services
2. Generally monopolistic or semi-monopolistic
3. Services are based on laws or regulations that already exist
4. Do not be controlled by the market
5. Assessment relies on the people that are required to fairly, impartially and in the public interest (Thoha, 2000: 18)

Service providers must also consider the general guidelines of public service at least the following:

1. Procedure service
2. Terms of service

3. Clarity care workers
4. Discipline care workers
5. Responsibilities care workers
6. The ability of service personnel
7. Speed of service
8. Justice get service
9. Courtesy and hospitality services
10. Fairness service charge
11. Certainty service charge
12. Certainty service time tables
13. Leisure lingkungan
14. Security services (kepmenpan 63 / kep / m / pan / 7/2003)

Through the establishment of standards of public service is expected to improve the quality of service. Values of quality of service is determined by users of the service, including the level of difficulty / ease of service provided by the service providers. Aspects of service quality systems and procedures include repair services, improving the quality of the behavior of the staff and leadership of the agency in providing services and evaluation (Zauhar, 2001).

### **Scope of Public Service**

Law No. 25 of 2009 states that the public can be pelayanan services, goods services and administrative services.

1. Care services are services that generate various forms of services required by the public such as education, health care, management of transportation, post and so on.
2. Service of goods is a series of activities to produce or distribute a wide range of goods that part or all funded from the state budget revenue and expenditure and / or budgetary revenue and expenditure with the aim untun meet the needs of the public telephone network, for example, the provision of electricity, water and so on.
3. Administrative Services is a service that produces various forms of official documents required public case of citizenship, certificate of competence, ownership or control of goods and so on. The documents issued eg ID cards, marriage certificates, birth certificates, BPKB, driving licenses, vehicle registration permit, passport, certificate of ownership / control of land and so on.

### **Principles and Standards of Service**

Providing excellent service to the community is an obligation of the state apparatus as a servant of the state. Public services should be based on the principles that have been defined. There are six basic principles in the administration of public services based Kemenpan No 63 of 2003 as follows:

1. Transparency, an open, easy and accessible to all those in need and provided adequately and easily understandable
2. Accountability, can be accounted for in accordance with the provisions of the legislation
3. Conditional, in accordance with the conditions and the ability of providers and recipients of services by sticking to the principles of efficiency and effectiveness
4. Participation, encouraging community participation in the implementation of public service with the aspirations, needs and expectations of society
5. Equal Rights, not discrimination
6. Balance between Rights and Obligations, both givers and recipients of services must fulfill the obligations and rights of each.

The principle of public service that is contained in the Kemenpan also contained in Law No. 25 of 2009 on public services. The principle of public service under the Act are:

1. The public interest
2. The rule of law
3. Equal rights
4. The balance of rights and obligations
5. keprofesionalan
6. Participatory
7. Equality of treatment / non-discriminatory
8. Disclosure
9. Accountability
10. Facilities and special treatment for vulnerable groups

11. Timeliness
12. Speed, simplicity and affordable

Based on the regulation of services delivered by providers based on public interest, for the community participation in service is important. With community participation easier for service providers to understand the needs and expectations of society. Supervision over the course of the service can also be done to maintain the quality of service. In the provision of services is not allowed to discriminate against people. All walks of life have the same rights and obligations for services.

### **Quality of Public Services**

Quality of service can be used as an indicator to determine the performance of the organization. Excellent service quality is reflected in the transparency, accountability, conditional, participative, equal rights and balance of rights and obligations (Sinambela, 2014: 6). Fitzsimmons and Fitzsimmons in Budiman in Sinambela (2014: 5) states that there are several indicators in public services, among others:

1. Reliability characterized by the provision of appropriate services and correct
2. Tangibles characterized by the provision of adequate human resources and other resources
3. Responsiveness characterized by a desire to serve customers quickly
4. Assurance characterized by the level of attention to ethics and morality in providing services
5. Empathy marked degree of willingness to know the desire and needs of consumers.

### **Strategy**

Every organization, both business organizations and non-business must have a purpose. In achieving this goal, organizations need a strategy. Strategic objectives include the determination made by the management company that is expected to ensure the maintenance of a company's competitive advantage (Solihin, 2012: 25). Formulation strategy involves targeting short-term, medium term and long term, to lead them in achieving the objectives. Given these steps, organizations can focus on the organization's objectives. "Strategy refer to either the plan was made or the action in the effort to help an organization fulfill its intended propose and strategy Refers to propose the organization stives to achive Reviews These strategy posed by typical businesses can be very broad (vision and mission) or more focused ( goals and objectives) "(Alex Miller (1996) in Purwanto, 2012: 77).

### **Strategy formulation**

Strategy formulation requires some consideration. Wahyudi (1996: 17) states that the strategy has certain properties that is fused, holistic and integral. Unified (unified) that unify all the parts in ogranisasi, holistic (comprehensive) covers all aspects of the organization, and Integral (integrated) the entire strategy will be suitable or appropriate at all levels. So the strategy is formulated to be able to unite all organizations and can be applied in all lines. The strategy also requires continuous monitoring, for internal and external environment is always changing. Environmental analysis is not only done at the beginning of the formulation of the strategy, but still made for the strategy applied. A change in strategy is likely to occur when the environment is changing rapidly. Changes in this environment will greatly affect the success of the strategy adopted. The same thing also delivered by Lynch (2006: 7) "every organization has to manage its strategies in three play areas: organization's internal resources, external environment within the which the organization operates and the organization is to add value to what it does". So in determining the organization's strategy not only those aspects of internal and external environment of the organization, but Lynch believes that an organization should also be able to explore the values that the organization can be developed.

### **Public Services Strategy**

Management strategy is known to use in a business organization, but at this time the government also uses management strategies in the success of the program is conducted. Management strategies implemented in government organizations aiming to improve services. As presented by Asmawi (2012: 22) that "modern government, in its essence is empowerment and service to the community". Governments realize the service to the community through public organizations. So it can be understood that a public organization aims to provide services so the strategy formulated in public organizations should aim to improve the quality of service. It was also addressed by Lynch (2006: 22) "some countries are committed to the view that public companies are there to provide a public service. Strategy is therefore directed towards Achieving this aim ".

Based on these characteristics Lynch (2006: 647) argues, there are some environmental factors that need to be analyzed include:

1. The extent of the market mechanism in public service
2. The concept of public value

3. Stakeholder power and complexity
4. Special issues in a non-profit organization

Analysis of the external environment in the formulation of public organizations strategy into account the various components, namely the extent of market mechanisms in public organizations, the concept of public value, strength and complexity of the stakeholders and special issues in public organizations.

#### **Land administration**

One area of public administration is a land administration. "Land administration is a business and activities of an organization and management relating to the implementation of government policy in the field of land by deploying resources to achieve the goals in accordance with the instructions applicable law" (Murad, 2013: 3). Land administration, in accordance with the terms of a series of activities in the area of land with defined goals that the welfare of all the people of Indonesia. Land administrative action includes the following activities:

1. The setting and activities of supply, allocation, use and maintenance of earth, water, and space
2. Carrying out government affairs in the field of land either associated with managing, defining and protecting the rule of law, with the law as well as surveying, mapping and land data provision
3. Development of land administration (Murad, 20013: 16)

The government's task in the field of land should be carried out centrally, because the ministry is done not only limited administrative services outstanding, but the service that contains the integrity of a system in which included the implementation of the regulatory authority, licensing, allocation, provision and determination of rights to land, water and space within the scope of land administration. Duties and responsibilities include land distribution, determination of land rights, the administration of land registration, land use regulations, and licensing.

#### **Certificate of Land Ownership**

Certificate of ownership is one of the products of the Land Office nasional. Certificates have a very important function, namely as a means of proving that a strong, giving confidence to the lender to provide the loan, as the data for the government development planning (Sutedi, 2012: 58).

### **III. METHODOLOGY**

In this study intends to explore appropriate strategies to improve the quality of services, especially in the ownership certificate of service of the National Land Agency. Type of this research is descriptive qualitative research. This study has two data you want in the can are primary data and secondary data.

Based on the formulation of the problem that has been set, the focus in this study are:

1. The strategy for improving service quality certificate of ownership of the National Land Agency Ponorogo. Strategies can be explicitly and implicitly. Explicit strategy can be seen from the results of the strategic plan while the implicit strategy by Wheelen and Hunger can be seen from:
  - a. Strategic decisions issued by the head of the National Land Agency Ponorogo
  - b. Strategic program viewed by an annual program plan
  - c. Budget viewed under the annual program plan
2. Quality of the ownership certificate of service of the National Land Agency Ponorogo. Based in Hardiyansyah Parasuraman et.al (2011: 12) quality of public services covering five dimensions of SERVQUAL:

#### **a. Reability (reliability)**

Indicators: austerly officers in serving customers, have clear service standards, the ability of officers in menggunkanan tools in the service process, and expertise of officers in using the tools in the service process.

#### **b. Tangibles (direct evidence)**

Indicators: the appearance of officers in serving customers, the comfort of doing service, ease of service process, discipline officers in the services, the ease of access to customers in the service request, and the use of tools in service

#### **c. Responsiveness (responsiveness)**

Indicators: respond to every customer who wants to get the service, officers do service quickly, the officer / officers in the service appropriately, officers do service carefully, officers do service at the right time, and all customer complaints responded to by officers

**d. Assurance (collateral)**

Indicators: officers provide guarantees on time in service, officers guarantee the cost of the service, officers provide guarantees of legality in service, and the clerk gave assurance in service fees

**e. Empathy (empathy)**

Indicators: put the interests of the applicant, the officer serving with a friendly attitude, airport officials with politeness, the officer serving with no discrimination (distinction), and officers serve and appreciate every customer.

3. Alternative strategies to enhance service quality certificate of ownership of the National Land Agency Ponorogo
  - a. Analysis of the internal environment
  - b. Analysis of the external environment
  - c. SWOT analysis

This research was conducted at the Land Board Ponorogo, locations were selected for a variety of the following main considerations:

- a. Based on data from Ombudsman, the National Land Agency is a non-departmental state institutions which have been receiving complaints from the public
- b. Ponorogo has a unique history, because of land in Ponorogo is a fief
- c. Ponorogo districts have diverse terrain ranging lowlands to highlands has its own difficulty level in terms of surveys and measurements to be carried out by officers of the National Land Agency

#### **IV. RESULTS**

Strategy to Increase Service Quality Certificate of Land Ownership in the National Land Agency Ponorogo Strategy is very important for oranisasi, both public organizations and business organizations. This strategy became a way for the organization to achieve its intended purpose. Alex Miller (1996) (in Purwanto, 2012: 77) states "Strategy refer to either the plan was made or the action in the effort to help an organization fulfill its intended propose and strategy Refers to propose the organization stives to achive Reviews These strategy posed by typical businesses can be very broad (vision and mission) or more focused (goals and objectives) ". Based on the opinion of the strategy is a plan Miler made or action in order to help the organization to meet objectives. The same was stated by Hamel and Prahalad (1995) in Umar (2003) defines strategy as the action that is incremental (ever-increasing) and continuous and implemented from a perspective of what the expectations of the customer in the future. While Argyris (1985), Mintzberg (1979) Steiner and Miner (1997) in Rangkuti (1997) which states that the strategy is a response continually and adaptive to opportunities and threats as well as strengths and weaknesses that can affect the organization. Based on the opinions of the strategy is a plan or action is the result of a response to environmental changes so that the organization is able to meet the expectations and objectives.

The National Land Agency is an agency nonkementarian. This institution has 11 land functions of national, regional and sectoral. As a state agency, the National Land Agency also has a strategy to achieve the goal. The strategy has been set out in the strategic plan are carried out nationally. The strategy formulated in the agenda Improving services and the implementation of land registration, and land certification thoroughly throughout Indonesia and to ensure the strengthening of the people's rights to land are:

1. Creating a mass land services easier, cheaper, with a relatively measured, and free
2. Seek funding berumber of public funds, to make massive legalization of land assets, without undermining legal certainty and legal guarantees
3. revamping land service system capable of utilizing information technology

Three strategies have been applied nationally, then became a guide in achieving its objectives or reformulation of existing strategies at the National Land Agency.

In performing the duties and functions areas BPN, BPN Regional Office established at provincial and Land Office in the district / city. BPN strategy in the area also cannot be separated from the center of the strategy that has been set. But the area still given the freedom to determine the vision, mission and strategies appropriate to local conditions without departing too far from the vision of the mission that has been set center. As stated in the agenda of the National Land Agency of the Republic of Indonesia in table 5.1, each county is required to carry out a predetermined agenda. This agenda must be implemented by all regional offices and regional land offices, as well as the National Land Agency Ponorogo.

National Land Agency Ponorogo clearly has focused purpose institute to carry out the agenda of improving services and the implementation of land registration and titling thoroughly throughout Indonesia and to ensure

the strengthening of the people's rights to land. This is evident from the vision that has been drawn up is to realize the land services that satisfy the community. Although it has a vision and mission that has been arranged, but the National Land Agency Ponorogo not have a strategic plan, this is done because they considered that the activities of services performed is routine (interviews Page. 11). In the absence of this strategy document, not an analysis of the strategy and the strategy document officially. Strategies at the National Land Agency had been formulated nationally, but necessary strategy at the local level because, there are differences in environmental conditions that exist in each region. A change in strategy is likely to occur when the environment changes. Internal and external environmental conditions greatly affect the success of the strategy. For that Lynch (2006: 7) states that "every organization has to manage its strategies in three play areas: organization's internal resources, external environment within the which the organization operates and the organization is to add value to what it does". Lynch states that every organization must manage its strategy, both in terms of internal resources, external environment and should also be able to explore the values that the organization can be developed.

The absence of a strategy document, it does not mean that the National Land Agency Ponorogo have no strategy. The strategy is based on Hunger and Wheeler (2001: 16) implicitly and explicitly. The strategy can be seen from the policy, approved programs and budgets approved. Institute of Public Administration (2008: 100) states theoretically system implementation, monitoring, and supervision necessary commitment peaks and set forth in the policy form (arrangements) laws which underlie the organization of work for the entire work unit below it, especially in terms of preparing SOPs includes implementation procedures, work instructions, mupun standards / benchmarks. Policies are needed as the basis of which further action will be taken. Based on research, the policy of the National Land Agency in Ponorogo boost the ownership certificate of service is improving employee performance, scheduling service first registration, reward and punishment against employees who violate the rules and improve cooperation with various parties.

Policies increase employee performance with the cooperation of the district government. The agreement made by the employees of the National Land Agency Ponorogo with Regents is expected to be motivated by their moral burden carried and also promise to the community to work with sincerely. However, based on research conducted employee was not disciplined. Some employees still come too late, it still looks some employees relax at the food stalls in both the National Land Agency Ponorogo and outside, some employees are often not present at the office, especially on Mondays and Fridays. Based on that policy is issued by the head of the National Land Agency has not been implemented optimally. First registration service scheduling policy. This policy is intended to provide a service certificate in accordance with the SOP. Scheduling is done by setting a target of completion by the time the petition entered the land office. However, this policy cannot be implemented because there is still a lot of mistakes in the application file. An error with the name, date, file mismatch even. This happens because of lack pahamnya public about the filing requirements for the certificate of land ownership. The condition of society is not supported with socialization and communication with the public because it is constrained by funding for socialization. The next policy is to give rewards and punishment against employees who violate the rules. This policy is intended to provide a deterrent effect to employees and provide motivation to improve performance. During this time the head of the National Land Agency has given sanction to five employees for violating the rules. Sanctions may include termination or cessation of salary. Reward carried out once a year to award such certificates, awards or gifts. So far there has been no allocation of special funds for granting rewards to employees to reward obtained from non-employees (interviews Page. 16). It needs to be allocated to a special fund that employees more motivated in their work.

Latter policy is to improve cooperation with various parties. Cooperation carried out by the district government, Kejari, MORA, Police, NU, Muhammadiyah and STAIN. This cooperation is carried out to improve employee performance, disseminate and accelerate the certification of waqf land. This collaboration with employee performance increased, although not optimal, but it is also a lot of waqf land was completed in 2013 as many as 71 fields, in 2014 a total of 150 field, in 2015 some 104 fields and 2016 and 15 March number 9 fields. Strategic decisions taken by the head of the National Land Agency Ponorogo used as a means to convey directions strategy which was later revealed to be a program. The decision has been taken also be a liaison between the National Land Agency Ponorogo with the outside environment by building cooperation. But the decision has yet to show a competitive advantage even though the decisions that have been taken to bring a good impact such as improved performance, tercapinya some successes, such as the completion of the donated land. Strategic decisions have already covered some of the criteria presented by Lynch (2006: 9), which includes Sustainable decisions that can be maintained over time, develop a process to deliver strategy, offer competitive advantage, exploit linkages between the organization and its environment, vision- the ability to move the organization forward in a significant way beyond the current environment. Based on the statement of success Lynch key strategy decisions is ongoing and a decision can be maintained from time to time, develop processes to deliver the strategy, offering competitive advantage, connecting between organisasi with lingkungan, the ability to move the organization forward vision significantly. Strategic decisions set by the National Land Agency later revealed to be a program. Based Institute of Public Administration (2008: 101) program is a

detailed elaboration of the steps taken to translate the wisdom, menenah term and long-term 3-5 years also is an annual, attached to each function of the organization. The program to improve the quality of service certificate of land ownership in the National Land Agency Ponorogo include performance improvement program conducted with a morning assembly, weekly and monthly meetings, the acceleration program donated land certificates, land certificates BMN accelerated programs, and education programs to PPAT. Each program has been carried out. Waqf land acceleration program is conducted in cooperation with several stakeholders. Cooperation undertaken have led to results with a number sertifikat terselesainya waqf land. Waqf land was completed in 2013 as many as 71 fields, in 2014 a total of 150 field, in 2015 some 104 fields and 2016 and 15 March number 9 fields. The next program is the accelerated land titling BMN. With this program in 2013 has completed certification of land BMN number of 30 fields, in 2014 some 14 areas, in 2015 some 40 fields and 15 fields in 2016. The success of the National Land Agency Ponorogo acceleration program donated land is shown with the award obtained from the Ministry of Finance as an office-KPKNL Madiun first fastest completion of the certification form BMN ground in 2014 and 2015. The coaching program with PPAT also went so well that the administration conducted a more presentable.

Programs that have not been running with optimal performance improvements employee with a morning assembly, weekly and monthly meetings. Morning assembly that could be used as a means to improve discipline by coming on time, not being able memberikan assurance because there are still employees who arrive late. Weekly and monthly apples also have not been able to be implemented consistently. Indicators latter strategy is the budget that was passed. National Land Agency budget comes from the state budget. This budget is allocated for each field that includes the field of surveying, measurement and mapping, land rights issues and land registration, the regulation and arrangement of land, the field of control and empowerment, and field study pertanahan land disputes and conflicts. In addition funds are also dialokasikan to proram management support and technical duties implementation and program management of facilities and infrastructure. Because of the budget comes from the state budget, funds are also limited budgets, so there are some programs that do not get the allocation of funds as reward programs and funds for socialization. For budget facilities and infrastructure is also inadequate so means to support services is also limited, such as measuring instruments and vehicles.

Based on these descriptions, the strategy of the National Land Agency Ponorogo Regency is located on the optimization and efficiency of HR services and promote collaboration with external parties. The success of the strategy looks at cooperation with other parties while for the optimization and efficiency of human resources for the service still does not seem optimal. Lynch (2006: 20) states call that a good strategy when related to the real world of the organization and its activities (application related), Rely on the disciplines associated with the basic principles of academic rigour: originality, logical thought and scientific method. The same thing also expressed by Purwanto (2012: 80-81) success of the strategy among other principles must be consistent with its environmental strategy, any strategy not only load one strategy, an effective strategy should focus and brings together all the resources and not divorce each the other, the strategy should focus on what is a strength and not at the point that even in his weaknesses, a resource is something that is critical, the strategy should take into account the risk is not too great, the strategy should be prepared on a foundation of success that has been achieved, the signs of success strategy viewpoint was with the support of the parties concerned, especially the executives, from all the unit leader in the organization. The strategy adopted in the National Land Agency Ponorogo not based on any specific analysis, but this strategy is taken by internal conditions. In-depth analysis is needed again to adjust the strategy with external environmental conditions. Lack of attention to external environmental conditions resulted in many emerging threats from outside and not resolved.

### **Quality of Service Certificate of Land Ownership in the National Land Agency Ponorogo**

One of the country's main task is to provide public services. Based on Law No.25 of 2009, the public service is an activity or series of activities in order to meet the needs of the service in accordance with the laws and regulations for every citizen and resident in the goods, services, and / or administrative services provided by public service providers. "The main purpose of public service is to meet the needs of citizens in order to obtain the desired service and memuskan" (Dwiyanto, 2008: 149). For that all service providers must provide a quality service to the community. Quality of service in the National Land Agency Ponorogo assessed based on observations and interviews to people who use the service. Rangkuti (2009) states "level of service quality cannot be judged based on the viewpoint of the company but should be viewed from the perspective of the customer assessment". Quality of care is influenced by several factors Zeithalm (in Rachmat, 2009), says there are two main factors that affect the quality of service, namely expectative Service (service expected) and Perceived Service (services received). Based on these two factors, the service provided should exceed customer expectations in order to create customer satisfaction with the services provided. Community service expected by Moenir (2006: 41-44) include their ease in handling interest with fast service, obtain service without unreasonably muttered, satire or things that are not fair, get the same treatment, honest service and frankly. Some of the expert opinion and then affect the way people view in assessing the quality of service. Quality of



service can be seen from the five dimensions it is presented by Parasuraman et.al in Hardiyansyah (2011: 12) quality of public service includes five dimensions: tangibles, reability, responsiveness, assurance, and empathy. These five dimensions are then used investigators to describe the quality of service certificate of land ownership in the National Land Agency Ponorogo.

Tangibles dimension directly related to service facilities and human resources. Based on the research dimension of tangibles still require improvement, since employees still lack discipline, service is still quite difficult, difficult access and the tools are lacking. But in the service, the employees already being friendly, neat and facilities for room service also supports so that people feel comfortable. Dimensions reliability is the ability to provide service accurately, do not make mistakes and finishing services in accordance with the specified standard. Based on the research of reliability in providing services still need to be improved, especially issues accuracy, precision, accuracy and timing problem. The accuracy and the information on the certificate of ownership in the service of the National Land Agency Ponorogo still lacking. Officers still less scrupulous, many conditions are less and wrong, the information provided about the turnaround time is also incorrect, inaccurate measurement so that an error condition exists. The services provided are also not suitable SOP especially in terms of time. However, the ability of officers in menggunakan tools in the service process, and expertise of officers in using the tools in the service process has been good. Services already based technology.

Dimensions assurance or guarantee the certainty obtained by users of the service. Assurance in the service certificate of land ownership in the National Land Agency Ponorogo also needs to be improved, especially problem resolution time. During the absence of a guaranteed turnaround time for a certificate of land ownership. An explanation of the time taken is also different for each service user. Service users who use the services of a third party is usually granted faster than the services that take care of independently certificate, certificate of ownership service fee that goes into the opinion this country has been set as appropriate. However, due to incomprehension of society, they do not know how much it costs to be paid. For users of the service that takes care of its own certificates directly pay money according to the calculation of the service certificate of land ownership, however for users who use the services of third party services is unclear charges. Practice entrusted money without receipts are also still visible. It is certainly detrimental to users of the service. In addition, there are issues on land ownership certificate issued by the National Land Agency Ponorogo. This is evident from their land certificates in question and cannot be used as collateral so that the certificate owner must take care of the clarity of the certificate back. It is also seen from the presence of land disputes.

Dimensions responsiveness or responsiveness is the willingness and ability of providers to help users of the service and provide services quickly. All customers who come already responded well. However, the service fast enough and the lack of timeliness. The response to the difficulties users of the service is also lacking. Dimensions of empathy is a sense of caring and willing to give attention to service users. Some employees of the National Land Agency has been seen putting the interests of the applicant. The concierge service is mainly serving in counters are always ready to serve the start of working hours, it's just that there are some employees who do not discipline so disturbing pace in providing services. Employees of the National Land Agency Ponorogo been friendly and courteous, and appreciate every customer. However, there is still discrimination in the service certificate of land ownership, especially for those who use a third party.

Based on the description of the service dimension of service quality certificate of land ownership in the National Land Agency Ponorogo still needs to be improved. Some of the indicators in the elements of service quality remain unaddressed. The problems that the main thing is time. There is no certainty the time of the completion certificate of land ownership. The time required for completion is not in accordance with the SOP that has been set. Employees still less disciplined and less careful. In addition, there is discrimination in service. Making the certificate by using third party services more quickly done than on taking care of themselves. Apply for a certificate of ownership of the land without the use of third party services are also considered more difficult because of convoluted, and had repeatedly come to the office of land to see if the certificate is already finished. This is done because of lack of clarity and information clearly time disampikan by employees of the National Land Agency. This condition has not been able to meet the principle of public service that is contained in the Act No. 25 of 2009 on public service that is of public interest, legal certainty, equal rights, the balance of rights and obligations, professionalism, participation, equality of treatment, transparency, accountability, facilities and special treatment, timeliness, ease of speed, and affordable. Not maximal service quality certificate of land ownership in the National Land Agency Ponorogo caused by a member of the National Land Agency Ponorogo district itself. Employee discipline is still lacking, their sense of responsibility is also lacking that still goes wrong and easy to be bribed. During these service activities are also considered as normal routine so that the spirit becomes less.

Standard Operating Procedures have been defined, also have not been able to implement. This is consistent with the statement of Murad (2013: 22) states the main factors causing weak ministry in the body of the National Land due to the lack of compliance with the principles of land administration and the setting aside of the standard operating procedures, the presence of some authority of the National Land Agency delegated to other

agencies who are not experts and the lack of supervision of officials of the National Land Agency. In addition Dwiyanto (2008: 101) also expressed the inaction of public service is not only caused by the lack of good ways to provide public services, but also due to the public service delivery are action-oriented and accountable formal, lack of emphasis on results and service quality so gradually work -pekerjaan in the organization is less mature and less exciting, poor morale, spirit routines become more symptomatic and finally activities run itself sometimes are linked to productivity, management style is too oriented to the task also cause employees are not motivated to create tangible results and the quality of public service excellence. To create quality public services in the National Land Agency Ponorogo necessary improvement of internal mainly human resources. Debriefing needs to be done so that more skilled employees to provide services quickly and accurately. Needs to be built as well as recognition and sincerity in working as a public servant so that it can work with full responsibility. Strict rules are also needed as a guide in the act. To motivate employees also needed a decent reward. Besides infrastructure must also be qualified as measuring equipment, vehicle and a good internet network so that the accuracy and time can be guaranteed. It is as expressed by Moenir (2006) that the factors supporting services include employee awareness factor, factor rules, organizational factors, factors of income, factors abilities and skills, and infrastructure factors. Sinambela (2014: 4) also states must be built to serve the strong commitment that the service will be able to be more responsive to community needs and can design creative delivery models as well as more efficient. Furthermore Albert and Zemke in Dwiyanto (2008: 141) also said that the success of organizations engaged in the service is determined by the triangle of service (the service triagle), namely the formulation of strategies good service, people in the front line oriented customers / consumers, and systems friendly service. For that in addition to improvements in the quality and performance of human resources, also needed a strategy appropriate to the environmental conditions, so that the quality of service can be improved.

#### **Alternative Strategies to Improve Land Ownership Certificate Services in the National Land Agency Ponorogo**

The strategy should be in accordance with the environmental conditions. Rapid environmental change allows a change in the strategy adopted. In formulating strategies must first conduct a situational analysis or environmental analysis. Environmental analysis consists of external and internal environment. Includes external analysis of opportunities and threats arising from outside the organization. Internal analysis in the form of strengths and weaknesses internal to the organization. From this analysis, formulated long-term goal setting, the search for alternative strategies and the selection of specific strategies to achieve goals. Hunger and Wheelen (2001) formulation of the strategy divides into several stages, environmental monitoring, development of organizational vision and mission, set goals, determine strategies and lowering strategies into policy. Meanwhile, David (2012) formulation of the strategy should be adapted to the vision and mission then perform environmental analysis, set long-term goals and then creating, evaluating, and selecting a strategy.

The success of the preparation of the strategy one of which can be seen from the analysis of the environmental organizations that do. Environmental analysis has a very important role, namely to avoid the organization of a surprise to the company due to changes in the environment that is not detected, identifying opportunities and threats in order to discover new solutions in a changing environment, gain competitive advantage and improve short-term planning and long-term (Sutanto 1988 in Solihin, 2012: 113-115). Changes always occur in an environment of both the organization's internal and external environment. For that analysis should be done on both the environment. Changes that occur in the environment will lead to different strategies should be implemented. In the analysis of the organization's internal environment managers can identify available resources in terms of weaknesses and strengths. While the external environment can be seen from the opportunities and threats that exist. This analysis will be obtained both brilliant strategy.

External environment analysis focuses on the opportunities and threats arising from the environment outside the organization. Opportunity is a positive trend in the external environment in which these opportunities will result in profits for the organization on an ongoing basis if exploited properly. While the threat of a negative trend in the external environment and if not addressed could potentially cause harm to the organization (Solihin, 2012: 128). This analysis resulted in a limited list of important variables that can affect the development of the organization. Hunger and Wheelen (2001) divides the external environment into two parts, namely the working environment / industrial and social environment. The work environment includes interest groups, communities, markets, competitors, suppliers and government while the social environment factors include economic, socio-cultural, technological and political law.

Internal analysis of the company is also a very important thing in determining strategy. By this analysis the organization will be more familiar with the capabilities of existing resources within himself. Organizations need to understand the resource and its competence as well as how each of these resources can contribute to the formation of organizational strength which will then establish a competitive advantage. Organizational resources can be divided into two categories: resources are tangible and intangible. Tangible resource is any resource that can dilikat physically, whereas intangible resources are the resources created nonphysical organization and its

employees. Hunger and Wheelen (2001) divides the internal environment into three: the structure, culture and resources the results of the environmental analysis has been done researchers then used a basis for formulating alternative strategies. For analysis and formulate alternative strategies in the National Land Agency Ponorogo researchers using SWOT. The results of the analysis of internal and external environments first analyzed in the table IFAS and EFAS which then generates SWOT diagram. Based on the results of SWOT diagram, the position of the National Land Agency Ponorogo are in the fourth quadrant. The fourth quadrant shows the results that "the situation is not favorable, the organization is facing various threats and internal weaknesses" (Rangkuti: 2005: 20). In this quadrant strategy is suitable remedy applied is a defensive strategy aimed at reducing internal weaknesses and avoid external threats.

The results of the analysis of EFAS and IFAS then used as the basis in preparing mtrik tows. Based TOWS matrix in table 5.4, there are several alternative strategies to improve service quality certificate of land ownership. Alternative strategies such as:

1. Optimaliasi use of technology by using the latest technology
2. Optimization of existing rules to monitor from stakeholders
3. Engage communities and stakeholders for employee monitoring which can still be bribed and lack of discipline
4. Cooperating premises PPAT and village for dissemination to the public
5. Cooperate with the district government and stakeholders in terms of completeness sarpras
6. The use of the latest technology
7. Provide clear information about the procedures of public services
8. Provide direction and guidance to third parties, and NGOs
9. Cooperate with NGOs to disseminate information to the community to improve understanding
10. In cooperation with NGOs to supervise the employees who were disciplined and can still accept bribes
11. Collaboration with third parties to provide services, especially in areas that are difficult to reach

Of the various strategic alternatives, not all of these strategies can be used as a strategy. In choosing alternative strategies need to consider several factors including the ability of the strategy to take advantage of the opportunities and strengths of the organization and does not lead to environmental threats and weaknesses of the organization. Strategy capable of satisfying the objectives that have been agreed with the use of minimal resources and with few negative side effects (Hunger and wheeler, 2001: 277). Based on the results of research on exposure to alternatives that can be applied in the National Land Agency Ponorogo is a collaboration with third parties or brokers to provide pelayananan. This cooperation is indispensable as proposed by David (2012) that the means to achieve the strategy can be done through partnerships, mergers / acquisitions, and pegalihkantrakan. Partnership or cooperation have been selected for the service certificate of land ownership is a public service that can only be done by the government so it cannot do a merger or pengalihkantrakan. This is also supported by the position of the National Land Agency Ponorogo who is in the fourth quadrant. So that appropriate strategies to be applied is a defensive strategy. Cooperation with others who do this are driven by limited access to resources owned by public institutions to realize the values and public tasks and the complexity of the issues and problems of public (selesky & Parker in 2007 in Dwiyanto, 2010: 280).

Strategic collaborations with third parties or brokers to provide much-needed services. Imparial (2004) in Sabarudin (2015: 6) states collaboration is the "process of interaction with the involvement of an autonomous group of actors who take advantage of common rules, norms or organizational structure to solve the problem, reached an agreement collective action, sharing resources such as information and staff". collaboration required the presence of brokers during these greatly affect the quality of service certificate of land ownership. Because the game touts and people in discrimination in service. Services by using the services of brokers can more quickly between six to seven months without use traditional brokers while up to one year more. Thus at the ministry dasanya certificate of land ownership could be faster. The need for a third party is also strongly felt by the community. Matter of time and the distance of their homes with the land office is one reason to use third-party services. The problem this time was pleading with their third-party certificate is preferred because there is no money for more services that go into the pockets of employees of the National Land Agency Ponorogo. For that need to be improved to collaborate formally with third parties so that people have a simple and there is no discrimination.

Collaboration third parties or brokers with the National Land Agency Ponorogo done by formal agreement between the two sides. As noted Sabarudin (2015: 7) "collaboration must be built based on the agreement, the vision and the same goals that the parties collaborate have the responsibility and commitment terhadapat continuation of collaboration. The parties involved in this collaboration should ditentuktukan earlier. Understanding of the territory and the procedures to apply for a certificate to be understood by brokers who are involved in the collaboration. Selection of the appropriate party also accompanied by the determination of zones

or areas of work. Mapping needs to be done and the target region by the National Land Agency Ponorogo. Results of mapping the area and the target was the task of brokers perwilayah to provide services. Calo here, with a good understanding of the procedure for application for a certificate of land ownership would be an agent in each region at a time to help disseminate the importance of the land titles. The division of tasks and understanding of the task of the agent is needed. Service users whose territory is far from the land office can directly submit the application file in the county agent. Here county agent must understand the completeness of the file to be submitted. The National Land Agency Ponorogo then will conduct inspections and measurements after coordinating with third parties. The next process of the issuance of the certificate followed by the National Land Agency Ponorogo and third parties will be informed after the certificate of ownership is completed. This collaboration is not really much calm with the practice of previous brokers however, collaboration is more controlled by the National Land Agency Ponorogo for their shared commitment. Rates to request a certificate of ownership with this system can also be pressed with the agreement between the third party and the National Land Agency Ponorogo. Bribery can also be reduced so that there is no discrimination between people who take care of themselves with the use of third party intermediaries. In establishing this collaboration there should be trust between the National Land Agency Ponorogo with third parties. King and Stives (1998) Kaban (2008: 247) describes the administrator must see people as citizens rather than a customer so that the sharing of authority and loosening control and confidence in the effectiveness of collaboration. In doing this collaboration Both sides should understand each other regulations made together, with clear division of tasks so they can go hand in hand. The strategy melibakan all the elements in the service process ownership certificate is expected to improve service certificate of land ownership in the National Land Agency Ponorogo. Murad (2013: 496) states in land administration will run smoothly when the three elements of group human resources, namely personnel BPN and related agencies, official land deed, and groups of service users of land can work together and jointly work in accordance with the procedures and heed the rules which applies to both social norms and laws are adhered to and respected by the community concerned. It is also contained in the strategic plan of the National Land Agency of the Republic of Indonesia in 2009-2014 that mentakan the necessary synergy between the National Land Agency together with all other relevant government representatives with various social component to the comprehensive agrarian arrangement. The perpetrators of agrarian reform movement-like movement of farmers, fishermen, indigenous people and the urban poor with his supporters, should lay the institutional structuring of land and keagrariaan this as a challenge to prepare a variety of pre-social and political conditions required to implement genuine agrarian reform as a whole and thorough.

## **V. CONCLUSION**

The Government has the primary tasks that must be met. One of the main tasks of the government is to provide public services In fact, many public services in Indonesia got the bad image of the community. It can be shown by the frustration of the people through a complaint or report regarding the public service. The number of reports of public complaints about public services throughout Indonesia received by the Ombudsman from 2009 to 2015 has increased. In 2013 there was an increase very sharply, there were 5173 reports received in the Ombudsman. Improvement was also seen in the year 2014 reached the 6600 report and again experienced a very sharp increase in 2015 that reached the 9000 report. Judging from agencies that were reported by the public is that Local Government 2329 report (45.02%). While other agencies were also widely reported by the public are the police report 668 (12.91%), the Court Organization reports 520 (10.05%), the National Land Agency 365 (7.06%), and state / local enterprises report 350 (6, 77).

One of the agencies that receive the most public discontent reports, from various regions is the National Land Agency. Services National Land Agency most scrutiny of the public is the issuance of land titles. Certificate of property rights to land is one of the documents issued by the National Land Agency. This certificate as proof of rights applicable as evidentiary tool, provide legal certainty, prevent disputes and the certificate of land ownership, land owners can take legal actions to the extent not violate the provisions of the law. keep certificate of service has not been in line with expectations and rules. Services certificate of land ownership away from the time that is set by law, and still rife with extortion.

Quality of land services should be able to be felt by all citizens of Indonesia both central and regional level. One area that should improve the quality of service is the National Land Agency Ponorogo. The number of applicants for certificates of land ownership in the National Land Agency Ponorogo declining from year to year. The decline in the number of applicants this certificate of land ownership should be accompanied by improved quality of service, but in fact the quality of service is decreasing from year to year. In 2012 the applicant's certificate of land ownership has been fulfilled. In 2013 from 1443 applicants already terselesikan as 1442. In 2014 began to decline, from 655 applicants who are already resolved a number of 548 certificates. In September 2015 the number of applicants and the number 463 which resolved some 98 certificates.

Services certificate of land ownership in the Land Office Ponorogo there is no clear procedure, no kejelasan time, and still rife with illegal fees. This is caused by the game elements in its own Land Agency and is driven

by the understanding of society is still low. Besides geographical conditions Ponorogo majority are mountains, road access is still difficult and the distance to town a lot, gave rise to third parties who are willing to deal with public land certificates. This can help people to facilitate them obtain land certificates, but people also have to spend more money to the party. For that managers Ponorogo Land Agency both from superiors to subordinates need to unify the commitment to develop the right strategy. In developing this strategy, Ponorogo Land Agency should be able to adjust to its environment. Need to see the potential that can be harnessed to improve service. According to Albert and Zemke in Dwiyanto (2008: 141) the success of organizations engaged in the service is determined by the triangle of service (the service triangle), namely the formulation of strategies good service, people in the front line oriented customers / consumers, and system friendly services , Based on this background, researchers interested in conducting research on strategies to enhance service quality land ownership certificates (studies at the National Land Agency Ponorogo). This study will analyze the strategy of the National Land Agency Ponorogo in improving services, especially in the field of issuance of certificates of land ownership, quality of service certificate of ownership of land and alternative strategies that fit the environmental conditions of the National Land Agency Ponorogo in improving services, especially in the field of issuance of the land titles.

In describing the problem under study, researchers used a qualitative descriptive method. Data di peroleh with interviews, observation and documentation. Interviews were conducted to the head of the National Land Agency Ponorogo, the head of the field of measurement, the head of the first registration and services to the user community. Observations made with the services performed by the National Land Agency Ponorogo and supporting documents. To analyze the data the researchers used data analysis interactive model of Miles & Huberman analysis and SWOT analysis. An interactive model Miles and Huberman used to describe strategy and service quality of the land titles at the National Land Agency Ponorogo. SWOT analysis is used to formulate alternative strategies for service quality certificate of land ownership in the National Land Agency Ponorogo.

Based on the research strategy of the National Land Agency Ponorogo Regency is located on the optimization and efficiency of HR services and promote collaboration with external parties. The success of the strategy looks at cooperation with other parties while for the optimization and efficiency of human resources for the service still does not seem optimal. Lynch (2006: 20) states call that a good strategy when related to the real world of the organization and its activities (application related), Rely on the disciplines associated with the basic principles of academic rigour: originality, logical thought and scientific method. The same thing also expressed by Purwanto (2012: 80-81) success of the strategy among other principles must be consistent with its environmental strategy, any strategy not only load one strategy, an effective strategy should focus and brings together all the resources and not divorce each the other, the strategy should focus on what is a strength and not at the point that even in his weaknesses, a resource is something that is critical, the strategy should take into account the risk is not too great, the strategy should be prepared on a foundation of success that has been achieved, the signs of success strategy viewpoint was with the support of the parties concerned, especially the executives, from all the unit leader in the organization. The strategy adopted in the National Land Agency Ponorogo not based on any specific analysis, but this strategy is taken by internal conditions. In-depth analysis is needed again to adjust the strategy with external environmental conditions. Lack of attention to external environmental conditions resulted in many emerging threats from outside and not resolved.

Quality of service certificate of land ownership in the National Land Agency Ponorogo still needs to be improved. Some of the indicators in the elements of service quality remain unaddressed. The problems that the main thing is time. There is no certainty the time of the completion certificate of land ownership. The time required for completion is not in accordance with the SOP that has been set. Employees still less disciplined and less careful. In addition, there is discrimination in service. Making the certificate by using third party services more quickly done than on taking care of themselves. Apply for a certificate of ownership of the land without the use of third party services are also considered more difficult because of convoluted, and had repeatedly come to the office of land to see if the certificate is already finished. This is done because of lack of clarity and information clearly time disampikan by employees of the National Land Agency. This condition has not been able to meet the principle of public service that is contained in the Act No. 25 of 2009 on public service that is of public interest, legal certainty, equal rights, the balance of rights and obligations, professionalism, participation, equality of treatment, transparency, accountability, facilities and special treatment, timeliness, ease of speed, and affordable.

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