

# LEGAL ANALYSIS OF THE ROLE OF THE AGRARIAN REFORM TASK FORCE TEAM IN THE RESOLUTION OF PROPERTY STRUCTURING AND ACCESS PROBLEMS IN KARIMUN DISTRICT

Agung Triwahyudi Rochaditama<sup>1</sup>, Bachtiar Simatupang<sup>2</sup>, Darwis Anatami<sup>3</sup>

<sup>1</sup> Master of Law Student, Faculty of Law, Universitas Batam, Batam, Indonesia

<sup>2</sup> Master of Law Lecturer, Faculty of Law, Universitas Batam, Batam, Indonesia

<sup>3</sup> Master of Law Lecturer, Faculty of Law, Universitas Batam, Batam, Indonesia

## ABSTRACT

*Agrarian reform policies should ideally be formed to resolve land problems in the form of, 1) abandonment of former HGU land; 2) difficulty in gaining access (inaccessibility) and 3) criminality of residents regarding land control. The success of agrarian reform can be determined by the availability of Agrarian Reform Object Land (TORA) originating from the Transmigration cluster, expired HGU, state land, abandoned land, and release from forest areas. Karimun Regency is one of the districts in the Riau Islands that implements the GTRA program. GTRA activities in Karimun Regency are the first activities to be carried out in 2021. The large size of the land and the large amount of land that has not been certified or land that does not yet have certainty of ownership make Karimun Regency an area that should be a target for GTRA. This research aims to determine and analyze the legal arrangements for asset management and access management with the role of the Agrarian Reform Task Force as well as the implementation and obstacles of the Agrarian Reform Task Force in Karimun Regency. The research results show the important role of the Agrarian Reform Task Force in dealing with agrarian problems through structuring access and assets and several obstacles in implementing the Agrarian Reform Task Force at the Karimun Regency Land Office.*

**Keyword:** *Agrarian Reform Task Force, Legal Regulations for Asset Management & Access Management, Implementation Obstacles*

## 1. BACKGROUND

Land is one of the most important natural resources for human survival, the relationship between man and land is not just a place to live, but a resource for the survival of mankind. For the Indonesian nation, land is national wealth, so the relationship between the Indonesian nation and land is eternal. As stated in Article 33(3) of the 1945 Constitution (UUD), "Land and water and the natural resources they contain shall be under the control of the State and shall be used for the greatest welfare of the people". They must therefore be carefully managed, now and in the future.

Land issues affect the most fundamental rights of society. In addition to its economic value, land also has a social function, which is why private interests in land are sacrificed for the public interest. This is done by releasing land rights through compensation, which can be not only monetary but also in the form of land or other facilities. The settlement of land disputes on the basis of applicable law is based on the Constitution, which affirms that the State of Indonesia is a constitutional state. This is explicitly stated in Article 1 (3) of the 1945 Constitution. in Article 1 (3) of the 1945 Constitution.

Land is basically regulated by Law No. 5/1960 on the Basic Regulation of Agrarian Principles (UUPA). Article 16 regulates the land rights that may be granted to citizens as referred to in Article 4(1), namely the right of ownership, the right to cultivate, the right to build, the right to use, the right to lease, the right to clear land, the right to collect forest products and other rights not included in the above-mentioned rights shall be determined by law, as well as the temporary rights referred to in Article 53 of the UUPA.

Land issues that have arisen recently are increasingly complex. The triggers are not only economic, but also social and even cultural. Awareness of the importance of reorganising a common life with social justice is being raised through agrarian reform. Agrarian reform is a process of reorganising the structure of control, ownership, use

and exploitation of land in a more equitable way. To achieve this, institutions are needed to support the land redistribution activities of the Ministry of ATR/BPN, hence the formation of the Agrarian Reform Task Force (GTRA) team.

Karimun Regency is one of the districts in the Riau Islands that implements the GTRA programme. GTRA activities in Karimun Regency are the first to be implemented in 2021. The large land size and the large number of uncertified land and land that does not have certainty of ownership make Karimun Regency an area that should be a GTRA target. In addition, many land issues such as settlements that are included in the forest area, land indicated as abandoned, expired Cultivation Rights Title (HGU) land controlled by the community and people who control forest area land are some of the land issues that occur in Karimun Regency.

## 2. LITERATURE REVIEW

The agrarian reform policy is an attempt to reorganise the relationship between society and the land, that is, to reorganise the control, ownership, use and exploitation of the earth's surface in an equitable manner. Law 5/1960 on Basic Agrarian Principles (UUPA) is the main reference for the implementation of the agrarian reform policy. The UUPA laid the foundations for the regulation, control, ownership, use and exploitation of land. Based on the author's knowledge and literature searches, it is acknowledged that research has been conducted on the legal analysis of the role of the Agrarian Reform Task Force Team in resolving property and access management problems in Karimun Regency, but there are differences in this research with existing research.

Referring to several studies that have been conducted, there are 5 studies, among others, namely:

- a. Aristiono Nugroho entitled *The Role of the Agrarian Reform Task Force in the Implementation of Agrarian Reform in Lampung Regency*. The conclusion in this research is that the implementation of agrarian reform by GTRA in Central Lampung Regency is still less than optimal due to budget constraints and institutional sector egos as well as the lack of strong commitment from all GTRA implementers and land laws, as well as the impact of successful policy implementation on the ownership of land rights recognition in terms of socio-economic and legal protection.
- b. Harvini Wulansari entitled *The Role of the Agrarian Reform Task Force in Realising Agrarian Reform Villages*. The implementation of agrarian reform by the GTRA team in Seruyan Regency has been running in accordance with the regulations governing it by carrying out asset structuring and access structuring, TORA data collection and access development in identifying Mekar Indah village as a pilot project for agrarian reform village through various stages, namely preparation/planning, implementation and reporting. However, there are obstacles in the implementation that the GTRA team is facing.
- c. Krisma dwi lestari entitled *The Role of the Agrarian Reform Task Force (GTRA) in Efforts to Resolve Land Conflicts in Tambakrejo Village, Sumbermanjing Wetan District, Malang Regency*. Based on this research, it explains that the Agrarian Reform Task Force team has several roles in efforts to overcome land conflicts in Tambakrejo Village, Sumbermanjing District. The efforts of Malang Regency Agrarian Reform Task Force Team to overcome the changes in the decree from 2019 to 2021 are by conducting regular coordination with the parties involved and other Agrarian Reform Task Force Teams.
- d. Bunga Mareta Dwijananti with a research entitled *Agrarian Reform for Indigenous Peoples Land Redistribution in Senama Nenek Village, Tapung Hulu Subdistrict, Kampar District*. This research explains that the existence of indigenous peoples in Senama Nenek village is administratively recognised by the Regional Government of Kampar Regency, as evidenced by the Regional Regulation of Kampar Regency No. 12 of 1999 on Customary Land Rights, but the Regional Regulation does not yet have a customary land map. The typology of customary land in Senama Nenek village, based on land tenure, consists of Kenegerian customary land, tribal customary land and soko land.
- e. Juwita Tarochi Boboy, Budi Santoso, Irawati with a study entitled *Settlement of land disputes through mediation based on the theory of dean g.pruitt and jeffrey z.rubin*. Dispute Resolution Theory Dean G. Pruitt and Jeffrey Z. Rubin argued that a dispute is a perception of a difference in interests or a belief that the aspirations of the conflicting parties cannot be achieved simultaneously, and therefore problem solving is required to find alternatives that benefit both parties.

## 3. Methodology

This research uses qualitative data analysis, the data obtained by the author will be processed and analysed based on the problem formulation that has been applied, so it is hoped that a systematic picture can be obtained

based on the results of literature studies, document studies and interviews, in order to obtain significant and scientific conclusions.

The type of data used in this research is secondary data (Sugiyono: 2017). Secondary data is in the form of all publications related to law, including textbooks, legal dictionaries, and legal journals. Secondary data in this research consists of primary legal materials, secondary legal materials and tertiary legal materials (Soejono and H.Abdurrahman: 2003).

The research site is the place where the researcher obtains information about the necessary data. The research site is the place where the research is conducted. This research was conducted in the area of Karimun Regency. The population of this research is the people of Karimun Regency.

In this study, the sample was the GTRA Team in Karimun Regency. The data collection techniques used in this research are in the form of literature studies (literature) and interviews (interviews). The literature study data collection technique is carried out by the author by reading data recording and processing research materials.

The method used to analyse data is qualitative analysis, namely the data obtained is then arranged systematically and then qualitatively analysed to achieve clarity of the problem to be discussed and the results are poured out in the form of a thesis.

#### 4. DISCUSSION

The institutionalisation of agrarian reform is not new, but it has existed in the past. The prerequisite for the successful implementation of agrarian reform is the willingness of the ruling political elite, in this case the president, to integrate the sectors/ministries implementing the policy. The way to do this is through the establishment of an agrarian reform implementing institution at the central and regional levels. The establishment of agrarian reform implementing institutions at central and regional levels aims to ensure the availability of institutional support from central and regional governments and to enable villages to regulate the control, ownership, use and exploitation of land.

The background of agrarian reform is that land in the territory of the Republic of Indonesia is a gift from the Almighty God for the entire Indonesian nation to be controlled by the state at the highest level and used for the greatest prosperity of the people, but in reality there are still inequalities in land control and ownership that occur. So at this time, the government still needs to achieve a fair structure of control, ownership, use and exploitation of land to improve social justice and people's welfare (Farah: 2022).

##### a. Legal Arrangements With GTRA Role In Karimun Regency For Asset And Access Structuring

The legal definition of regulation is legislation in written form. Because it is a written decision, legislation as a rule of law is commonly referred to as written law. Statutory regulations are made by officials or offices (bodies, organs) that have the authority to make regulations that are generally binding (aglemeen). Statutory regulations are generally binding and are not intended to always bind everyone. Generally binding only means that the legislation does not apply to specific events or individuals.

The definition of legislation in Indonesian positive law is contained in Article 1(2) of Law No. 10 Year 2004, which states that "legislation is a written regulation issued by a state institution or authorised official that is generally binding". In relation to the formulation of the problem in this thesis, the legal regulations in question are laws and regulations that govern property and access arrangements.

The legal basis of the Agrarian Reform Task Force begins with the Basic Agrarian Law number 5 of 1960 which is the main reference for the policy of implementing agrarian reform, then this research refers to Presidential Regulation Number 86 of 2018 concerning agrarian reform. the provisions that regulate in the regional scope are regulated through the Regent's Scheme number 361 of 2023 and the Daily Implementation Scheme number 35/21.02.NT.02.02/III/2023.

##### 1) Asset Structuring

Asset management can be carried out with the presence of the state to provide land to people who need it and to strengthen land tenure rights over land that has been controlled by the community. The implementation of agrarian reform targets four categories of land, namely asset legalisation lands, agrarian reform object lands (TORA), state forests and village asset land management and procurement.

TAP MPR No. IX/2001 on Agrarian Reform and Natural Resource Management (abbreviated as TAP PA-PSDA) is still not fully implemented, and the development model emphasises access to assets for indigenous peoples through agrarian reform, including equitable access to land and agricultural resources. The ideals of the Basic Agrarian Law No. 5 of 1960 (UUPA) aim to consider the earth, water and space as a whole, in accordance with the ideals of Article 33 of the 1945 Constitution, popularly known as the Agrarian Law in a broad sense, but it is recognised that the ideals of the UUPA have 'not' been

accommodated by the Basic Agrarian Law No. 5 of 1960, this is evident from the content material of the UUPA, which only regulates land issues. "The scope of the UUPA does not correspond to its title, that the term agrarian should refer to a broader object of regulation, namely everything that includes / is related to the earth, water, airspace and the natural resources contained therein Maria. (S.W. Sumardjono:2008).

GTRA Karimun Regency targets the TORA category in the implementation of agrarian reform. This is in line with Presidential Decree (Perpres) Number 86 of 2018 on Agrarian Reform, which states that the implementation of agrarian reform will be carried out by the central government and regional governments on agrarian reform target lands (TORA) through the stages of agrarian reform planning and agrarian reform implementation.

Agrarian reform planning includes

- (a) Asset Arrangement Planning for the control and ownership of TORA;
- (b) Access Arrangement Planning for the use and production of TORA;
- (c) Planning for legal security and legalisation of TORA;
- (d) planning for the management of agrarian disputes and conflicts; and
- (e) planning for other activities in support of agrarian reform.

Based on Article 4 paragraph (2a,b) of the Presidential Decree, the Agrarian Reform Planning as intended will become a reference in the preparation of work plans and budgets of ministries/institutions; and regional development plans. Meanwhile, the implementation of the agrarian reform. Stages of asset structuring and access structuring. Asset structuring consists of land redistribution and asset legalisation.

The agrarian reform target land (TORA) is state-controlled land and/or community-owned land that is to be redistributed or legalised. GTRA Karimun Regency then targets how many sites will be used as potential TORA. Based on 2022 data, the potential TORA that can be legalised is  $\pm 14,788.76$  ha. Then there is a deduction factor in the form of land redistribution in 2023 in the villages of Sanglar and Semembang, so that in April 2023 the remaining TORA potential is  $\pm 11,915.44$  ha. In addition, in July 2023, TORA data collection was carried out in several locations, namely Sungai Raya village, Parit Benut village and Kundur village. Based on the results of the TORA data collection in Sungai Raya Village, Parit Benut Village and Kundur Village. The remaining TORA potential in Karimun Regency in July was  $\pm 7327.06$  ha. or reduced by  $\pm 7,461.7$  ha from the 2022 TORA potential data. This data will continue to be updated until the end of the GTRA working period in Karimun Regency in 2023. This shows the importance of the role of the GTRA in the Karimun Regency Land Office.

## 2) Access Arrangement

The data collection of potential access arrangement sites in Karimun Regency was preceded by an analysis of the potential TORA in Karimun Regency. The locations analysed are Kundur Village, Sungai Raya Village, Parit Benut Village, Pasir Panjang Village, Pangke Village, Ngal Village, Sugie Village, Tulang Village and Sawang Laut Village.

In addition, the GTRA team collected secondary data from the Food and Agriculture Office, the Fisheries Office, and the Trade, SME Cooperatives and ESDM Office for the locations where the TORA potential analysis was conducted. The secondary data collected relates to the potential for business development in the micro-enterprise, agriculture and fisheries sectors.

In addition to the use of secondary data, the GTRA team also reconfirmed with relevant village officials to verify the data and obtain other information related to the potential development of access arrangements in these locations (data collection results attached). The combination of asset structuring activities is the rearrangement of control, ownership, use and enjoyment of land based on land laws and regulations, with access structuring in the form of providing assistance to subjects so that they can make optimal use of their land.

Based on Article 5 paragraph 2 of Presidential Decree No. 86/2018, the asset structuring referred to in paragraph (1) letter a is the basis for the access structuring. With the integration of data between asset structuring and access structuring, this is to accelerate the reduction of inequality in land ownership and socio-economic of the community. In addition, the follow-up to this integration is asset structuring, sustainable land redistribution, land use structuring and access structuring through community empowerment.

## b. GTRA Implementation in Karimun District

Agrarian reform is one way to deal with the rearrangement of ownership, control, utilisation, and use of land in accordance with article 1 paragraph 1 of Presidential Regulation Number 86 of 2018. However, in the current context, agrarian reform is understood only as land redistribution, not yet to the structuring of assets and access.

Through GTRA activities which are an agrarian reform agenda and a strategy to build Indonesia from the periphery, starting from regions and villages. In this case there are still many inequalities in land ownership in Indonesia. With agrarian reform being the government's step in trying to improve the welfare of the people. GTRA activities are carried out throughout Indonesia in selected places in order to implement the GTRA programme from the centre and regions.

The implementation of agrarian reform in Karimun Regency has only been implemented since the 2021 fiscal year. In its implementation in this first year, it is necessary to learn from the implementation of agrarian reform in other districts and to communicate and coordinate with the Regional Office of the National Land Agency of Riau Islands Province. The implementation of agrarian reform needs to pay attention to the process of identifying land objects available for distribution; recipient subjects; access arrangement development plans; identification of possible agrarian disputes and conflicts; and the legal basis for implementation, so that all parties involved can obtain legal certainty regarding what are the obligations and rights of each party.

The implementation of GTRA activities is supported by the GTRA team members and the Karimun Regency GTRA Daily Implementation Team, which consists of Karimun District Land Office with various related departments or agencies. In addition, the Karimun District Land Office is also supported by the GTRA Individual Consultant Team consisting of the Empowerment Task Force, TORA Task Force, Agrarian Dispute and Conflict Resolution Task Force. The formation of this team, namely the GTRA Team, the Daily Implementation Team abbreviated as PLH, which includes related agencies and stakeholders, aims to support the implementation and achievement of the GTRA activity objectives. the legal basis for the formation of the GTRA is based on Article 19(1) which reads: "In order to support the implementation of the functions of the National Agrarian Reform Team referred to in Article 18, an Agrarian Reform Task Force shall be formed. The main objective is to carry out asset structuring and access structuring according to the existing agrarian reform assets in Karimun Regency.

The stages in the implementation of agrarian reform at the district/city level are generally the same as the stages in the provincial GTRA, this is in accordance with Article 3(1) The implementation of agrarian reform as referred to in Article 2 is carried out by the central government and the regional governments, which consists of the preparation and planning stage, the implementation stage and the reporting stage at the district/city level. The difference lies in the scope at the district/city level, where there are no stages and budget allocations for technical working meetings, but at the district/city level there are stages and budget allocations for the Agrarian Reform Village Pilot Project. The stages in the implementation of agrarian reform at Karimun district level are: preparation and planning stage, implementation stage and reporting stage.

The implementation of GTRA in Karimun Regency can be seen from several activities that have been carried out and the benefits that have been generated by the community for this GTRA programme from 2021 to now 2023:

1) GTRA in 2021

Pongkar Village has been the location of the Karimun District Land Office's PTSL implementation from 2017-2019. In 2021, Pongkar Village became one of the locations for Land Redistribution activities through the release of forest areas based on Decree Number 463 / Menhut-II / 2013 dated 27 June 2013 into Decree of the Minister of Environment and Forestry Number 76 / MenLHK-II / 2015 dated 6 March 2015 and Decree of the Minister of Environment and Forestry Number 359 / MenLHK / SETJEN / PLA.2 / 9 / 2020 dated 7 September 2020. In 2021, 172 fields have been registered as recipients of land certificate assistance through the Karimun District Land Office Land Redistribution programme. The benefits generated by the community towards GTRA Implementation in Karimun Regency are:

- a) The Karimun District GTRA Team has proposed productive seedlings and reforestation assistance from the Environmental Agency in collaboration with BPDASHL for 2022. Meanwhile, 810 greening plant seeds have been distributed to 27 households who are engaged in agriculture. Through access reform activities, agricultural counselling has also been conducted by the Agriculture Office in Pongkar Village.
- b) Settlement areas within the forest area are proposed to be released. The PUPR Office has formed a Special Committee in accordance with the Decree of the inventory and verification team. And has proposed the settlement area in the forest area to become APL. The following are details of the

- proposed forest area release from GTRA activities: - 212 land parcels that have been gazetted but are in Protection Forest (HL) - 90 land parcels that have been gazetted but are still HP-HPT-HPK.
- c) The Karimun District GTRA Team has held discussions with the Head of Pongkar Village. The Village then held an open hearing with LPHD (Village Forest Management Institution) as the manager and the Pongkar Village Community, especially those who have a profession as farmers, and invited the Karimun District GTRA Team. The hearing was held on Wednesday, 16 June 2021 at the Pongkar Village Hall.
  - d) Data has been validated on 112 fishermen from 106 families. From this data collection, it is known that 8 people are recipients of land certificates for the PTSL programme and 24 people have been registered as recipients of land certificates for the 2021 Land Redistribution programme.
  - e) 34 farmers from 30 households. From this data collection, it is known that 3 people are recipients of land certificates under the PTSL programme and 8 people have been registered as recipients of land certificates under the 2021 Land Redistribution Programme. Agricultural businesses in Pongkar Village have received access arrangements in the form of seedling assistance from the Environmental Agency. in the form of jackfruit, rambutan, durian seeds totalling 810 seeds.
  - f) MSME players in Pongkar Village have received access arrangements in the form of business counselling, financial counselling, Business Identification Number Facilitation, Halal Certificate Facilitation.
- 2) GTRA in 2022
- a) Preparatory meeting, the activities of GTRA Individual Agrarian Reform Task Force of Karimun Regency explained the purpose and objectives of the activities to be carried out. The meeting was attended by the members who were listed in the Daily Implementation Team Decree. In the implementation of the preparatory meeting of the agrarian reform task force, the daily implementers came from the Karimun Regency Regional Apparatus Organisation (OPD).
  - b) Coordination Meeting Preparation, Agrarian Reform Task Force The Agrarian Reform Task Force Team held the GTRA 2022 Coordination Meeting Preparation. The meeting was opened by the Head of the Karimun District Land Office, Mr Junaedi S. Hutasoit, S.T., as the Chief Executive of the Karimun District GTRA Team, and was attended by members of the GTRA 2022 Team. At this meeting, strategic issues in Karimun Regency were discussed, including the Acceleration of Land Tenure Settlement in Forest Areas (PPTKH), Asset Legacy Opportunities for Coastal Communities, and the design of the 2023 RA Village Pilot Project in Pasir Panjang Village. It is hoped that following this preparatory meeting, these issues will receive special attention and further discussion at the GTRA Coordination Meeting to be chaired directly by the Regent of Karimun as Chairperson of the Karimun Regency GTRA.
  - c) Coordination Meeting, Agrarian Reform Task Force The GTRA team conducted the GTRA 2022 Coordination Meeting activities in Karimun Regency. The Coordination Meeting was attended by the GTRA Team and the GTRA Daily Implementation Team of Karimun Regency. The meeting was opened directly by the Regent of Karimun as the Chairperson of the 2022 Agrarian Reform Task Force. There are three strategic issues in the GTRA 2022 Coordination Meeting, namely the Acceleration of Land Tenure Settlement in Forest Areas (PPTKH), Asset Legalisation Opportunities for Coastal Communities, and Economic Welfare Development.
  - d) Final Reporting Meeting, the Agrarian Reform Task Force held the Final Reporting Meeting. The outcome of this meeting is to expedite the release of forest land tenure rights (PPTKH), which is proposed to be released in stages in 2022-2023 in the Pongkar Village and Pasir Panjang Village areas. Regarding the PPTKH, the PUPR office has written back to the BPKH with a letter from the Head of Service to complete the files and is in the process of being reviewed by the BPKH.
  - e) The Karimun District GTRA team carried out one of a series of access structuring activities, namely the socialisation of the formation of seaweed business cooperatives in Pasir Panjang village, West Meral District. This activity is a step that must be taken in order to establish a business cooperative. The socialisation of the formation of seaweed business cooperatives was directly accompanied by the Office of Micro Business Cooperatives, Trade, and Energy and Mineral Resources as the technical agency authorised in the formation of a cooperative.

- f) The GTRA team made an inventory of the data on the certificates included in the forest area. There are 537 certificates included in the protected forest, HP-HPT-HPK area in Karimun district. These certificates were issued before SK76/MenLHKII/ 2015 on 6 March 2015. The local government through the Public Works and Spatial Planning Office, namely the issuance of letter number 600/DISPU-PR/V/635/2022 regarding the proposal for settlement of forest area land tenure (PPTKH) of Karimun Regency. Returned with the issuance of letter number 5.412/BPKH XII-2/6/2022 due to the completeness of the document.
  - g) KP GTRA has analysed the potential of TORA. The potential value of TORA in Karimun Regency is 14,788.76 ha, which is considered too high. This value is obtained from the TORA data source, which has been reduced by the 5 criteria mentioned above, namely registered land (property legalisation), over water bodies, location permits, unsupportive physical land conditions (former mining excavation land, coastal boundaries, mangroves) and subject land does not meet the criteria.
  - h) Seedling distribution was carried out in Pongkar village, prior to which the team surveyed the farmer group's land directly to obtain coordinate points. This coordinate point is needed to meet the requirements for submitting an application for seedling support in collaboration with the Department of Environment. Once the seedling aid has been submitted to the relevant authorities, it will be distributed to 7 groups in Pongkar village. It is also necessary to establish coordinating points on the farmer group's land to avoid encroaching on the protected forest area.
- 3) GTRA in 2023
- Karimun Regency includes
- a) Establishment of GTRA
  - b) Coordination Meeting for the Implementation of Agrarian Reform in Karimun Regency, the GTRA Coordination Meeting was held in conjunction with the GTRA Summit 2023 Road to Karimun.
  - c) The implementation of land redistribution in 2023 was carried out in Durai sub-district, which consisted of 2 villages, namely Semembang village and Sanglar village, with a land redistribution target of 600 fields, including Semembang (421 fields) and Sanglar (179 fields). Data on the number of coastal areas in Karimun Regency with a total of 393 plots.
  - d) Issue of notarial deeds of seaweed business cooperatives in the pilot project site, namely Pasir Panjang village. After the formation of the seaweed farming and management cooperative group, the group will be trained according to the needs of the cooperative group. Such as training on good and proper food management so that it can be durable, packaging training and others.

### c. GTRA Constraints in Karimun District

#### 1) Constraints On GTRA Completion And Implementation

According to interviews with individual consultants, the obstacles experienced were as follows:

- a) Adjustment of GTRA Members' Schedule  
In the preparation, planning and implementation of GTRA, there are several meeting agendas and activities attended by GTRA members that have difficulties. The difficulty experienced in the meeting was the difficulty in adjusting the schedules of GTRA members. Due to the meetings held, GTRA members try to attend, considering that GTRA members include related agencies and stakeholders who have their own busy schedules. Efforts can be made to maximise the attendance of GTRA members, namely before making invitations, confirming in advance to those concerned about the schedule of meetings and activities. So that GTRA members can adjust their schedules.
- b) Lack of Community Understanding in GTRA Activities

There is a lack of understanding among the community about GTRA activities. The community thinks that GTRA activities are land titling activities, such as in PTSL, and land redistribution activities carried out by the Land Office. As a result, they are less involved in TORA data collection activities and access to reform. To address this, the GTRA team, in addition to carrying out TORA data collection and access to reform activities, also carried out socialisation of the community in the location of the agrarian reform village pilot project candidate about the activities that the GTRA team would carry out.

- c) Limited budget  
After the selection of the village as an agrarian reform village pilot project, there were many ideas or suggestions about the potentials that could be implemented. However, the proposed potentials could not be fully developed due to budget constraints and limited human resources. The solution adopted is to make a draft of the potentials that can be implemented in the Agrarian Reform Village Pilot Project. This way, the available budget and limited human resources can be maximised by implementing the potentials that have been agreed to be developed, namely agricultural potential, livestock potential, fishery potential, tourism potential and MSMEs.
- d) Lack of Coordination between Institutional Sectors  
One of the keys to the successful implementation of agrarian reform is effective coordination between institutional sectors. In accordance with Presidential Decree No. 86/2018 on agrarian reform, the implementation of agrarian reform is the duty of all ministerial or non-ministerial institutions and involves the participation of communities and academics. In the implementation of agrarian reform by the GTRA of Karimun Regency, Decree No. 35./SK-21.02.NT.02.02/III/2023 on the Daily Implementation Team of the Agrarian Reform Task Force of Karimun Regency mentions about 26 people involved in the daily implementation of GTRA's tasks, but only 80% are active and involved in this activity, but 20% rarely coordinate and some even never on the grounds that each OPD is busy. All members should be involved in the daily tasks of the GTRA in order to make the implementation of agrarian reform more effective. As a result, there is a lack of coordination between institutional sectors in the implementation of the agrarian reform agenda.

## 2) GTRA KP Team Constraints

- a) Constraints in the Empowerment Task Force  
In Structuring access is coordinated by GTRA in order to synchronise programs and activities that are implemented in collaboration with Regional Apparatus Organisations (OPD). By synchronising these programs and activities, it must go through several procedures to be realised. Collaborating with the OPD team is very helpful for the realisation of the Agrarian Reform Village, but related to the realisation of this empowerment activity there are several obstacles that become a problem to realise these activities. Assistance from the OPD team must meet procedures in accordance with the programme, one of which is the seedling assistance programme from the Environmental Service. Collaborating with the Environmental Agency regarding this seedling assistance programme has a requirement that there must be coordinate points for the land to be planted with seedlings. The obstacle encountered by the team in the field is that the coordinate point of the land that is a candidate for seedling assistance is in a protected forest area, while the related agency avoids the land that will receive seedling assistance is in a protected forest area.
- b) Obstacles in the Agrarian Reform Object Land Task Force  
There are several obstacles in implementing the identification and processing of agrarian reform land object data. The first is in determining the extent of TORA potential that is truly in accordance with the existing conditions in the field, it is necessary to have further in each sub-district in Karimun Regency. When conducting a spatial analysis of the TORA potential of Karimun Regency based on cadastral map data, there are many gaps and overlaps between fields. The second obstacle is that there is no credible data source that contains information on the number of small islands in Karimun Regency.
- c) Obstacles in the Agrarian Disputes and Conflicts Task Force  
The Agrarian Disputes and Conflicts Task Force has obstacles and constraints in inventorying data on settlements in forest areas in the location of the 2023 agrarian reform village pilot project because there is no data source that contains accurate information so that the Agrarian Disputes and Conflicts Task Force can delineate settlements in forest areas in the location of the 2023 agrarian reform village pilot project plan. It is difficult to find spatial data in the Indicated Abandoned Land data collection, because the data collected has not been mapped on the cadastral map.

## 4. CONCLUSIONS

The implementation of agrarian reform by the GTRA team in Karimun Regency has been carried out in accordance with the relevant regulations by carrying out asset structuring and access structuring, TORA data collection and access development. The implementation of agrarian reform by GTRA in Karimun Regency has been sufficiently implemented according to the implementation guidelines, but there are still shortcomings due to budget



constraints for the implementation of GTRA activities and institutional sector ego and lack of strong commitment from all GTRA implementers. Regarding the authority of GTRA in Presidential Regulation No. 86 of 2018, namely to carry out asset structuring, access structuring and facilitating the resolution of agrarian conflicts, in its implementation in Karimun Regency, only asset structuring and access structuring have been carried out. Regarding the resolution of agrarian conflicts, it was not implemented because there were no proposals from the community and other stakeholders.

The obstacles faced by the Karimun GTRA in the implementation of agrarian reform are the lack of public understanding of the implementation of the activities of the Agrarian Reform Task Force (GTRA), the lack of maximum attention from relevant agencies in the framework of access arrangement activities, the lack of coordination between cross-sectoral institutions, the lack of a budget for the implementation of GTRA activities, and technical obstacles, namely land ownership exceeding the maximum limit in areas already designated as TORA.

GTRA Karimun Regency's solutions for overcoming obstacles in the implementation of agrarian reform include socialising with the community at the site of the prospective pilot agrarian reform village, holding votes in the election of the pilot agrarian reform village, identifying the agreed potentials to be developed in order to optimally absorb the budget. But not only that, it also requires the active role of the GTRA daily executor to bring understanding to the community by holding discussions or consultations related to the implementation of the agrarian reform carried out in the pilot project site or by using communication media and then actively cooperating with related stakeholders in the context of access arrangement activities. In addition, the Regent of Karimun Regency plays an active role in socialising and promoting the agrarian reform agenda and making agrarian reform a special programme of the local government so that funding is included in the Regional Medium Term Development Plan (RPJMD), as well as socialising the maximum limit for granting TORA and absentee land.

Suggestions in this study for the GTRA team of Karimun Regency need to improve communication, coordination and synergy among related parties or stakeholders so that the implementation of agrarian reform is more optimal. Then, the implementation of GTRA in Karimun Regency should be carried out continuously considering that there are still many agrarian problems that can be used as potential TORA in Karimun Regency.

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