

Strengthening GTRA Institutions in Responding to the Challenges of Agrarian Reform in Rejang Lebong Regency

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ARTICLE INFO	ABSTRACT
<p>Keywords: Agrarian Reform, GTRA, Rejang Lebong Regency</p> <p><i>Received: February 25, 2022</i> <i>Reviewed: March 2, 2022</i> <i>Accepted: March 18, 2022</i></p> <p>How To Cite: Rineksi, T.W. (2021). Strengthening GTRA Institutions in Responding to the Challenges of Agrarian Reform in Rejang Lebong Regency, <i>Marcapada: Jurnal Kebijakan Pertanahan</i>, 1(2), 105–122. DOI: https://doi.org/10.31292/mj.v1i1.10</p>	<p>To accomplish agrarian reform (RA) which aims to improve people's welfare by rearranging the structure of land tenure along with community empowerment, organizational elements with solid synergy are required. The Rejang Lebong Regency Government, BPN, the Alliance of Indigenous Peoples of the Archipelago (AMAN), and other elements of the Agrarian Reform Task Force (GTRA) supported by the Presidential Staff Office (KSP) have been trying to carry out this mandate since 2017. This paper aims to provide an overview of the implementation of RA, the challenges faced by the RA institutions in Rejang Lebong Regency. The method used is descriptive qualitative research. The collected data and information is then analyzed into several categories, namely the settlement of potential land objects for agrarian reform (TORA), agrarian conflict resolution, asset management which is followed up with community empowerment as outlined in the Kampung Reforma Agraria Project, and the role of RA institutions. The findings in this study are that the implementation of RA in Rejang Lebong Regency, which is fully supported by the commitment of the local government, initiatives from the community, and support from the ministry of vertical institutions (especially the Ministry of ATR/BPN, KLHK, and KSP), answers various challenges that arise, especially in terms of cross-sectoral coordination. However, there needs to be a more operational implementing regulation as a derivative of Perpres no. 86 of 2018 as a supporter and reinforcement of the policies issued by GTRA.</p>

A. Introduction

Agrarian reform (RA) is a complex and multidimensional issue. It is a major program of Indonesia in realizing the welfare of the community, especially in terms of increasing the access of poor farmers to land control/ownership. The implementation of RA faces various challenges from the legal, land administration, social, political, cultural, and security aspects (Fatimah, 2015). The Agrarian Reform Task Force (GTRA) was formed as a manifestation of the intentions of the Jokowi-JK government in implementing RA. This is one of the institutional elements of implementing RA to solve obstacles and constraints. With Presidential Regulation Number 86 of 2018 concerning Agrarian Reform, RA institution in the form of GTRA was formed at the central, provincial, and district/city levels by involving various ministries/institutions at the central, local governments, and the community. The establishment of GTRA at every level of the region is expected to facilitate coordination, implementation, and resolution of any obstacles. GTRA is assigned with facilitating and encouraging the acceleration of the National Strategic Program of Agrarian Reform which include asset

management activities carried out through the legalization of assets and land redistribution, access arrangement through community empowerment as a subject of agrarian reform, and the facilitation of resolving agrarian disputes and conflicts. GTRA institution is an ad hoc body which is consisting of various cross-sector organizations. In that case, synergism and continuous coordination are needed among many stakeholders to achieve common goals.

The seriousness of the government in implementing RA is also proven by the efforts to strengthen the GTRA institution as stated in the letter of the Central GTRA Secretary Number 49/Set.GTRA-Center/VII/2020 dated 21 July 2020 concerning the Executive Brief for the Development of Central GTRA and Regional GTRA. The Deputy Minister of ATR/BPN as the National GTRA Implementation Coordinator emphasizes that each regional GTRA coordination meeting should involve Bappenas, the Central GTRA coordinator, and the Presidential Staff Office to show the seriousness of the Central GTRA commitment in each agrarian problem in the region. Moreover, the Strategic Plan and the regional GTRA agenda are aligned with the Central GTRA and the National Agrarian Reform agenda. However, the seriousness is still felt to be insufficient, given the absence of a ministerial regulation derived from Presidential Regulation Number 86 of 2018 which regulates the provisions of GTRA mechanisms and procedures even after 3 years or more of the issuance of the decree.

Rejang Lebong Regency is a district in Bengkulu Province that has a history of forming RA institutions, even before Presidential Regulation Number 86 of 2018 was issued. In 2017, an Agrarian Reform Integrated Team was formed based on Decree of Regent Rejang Lebong Number 180.417.VIII of August 21, 2017. The decision letter stated that the background to the issuance of the Decree was a letter from the Alliance of Indigenous Peoples of the Archipelago (AMAN) asking the local government to immediately resolve the agrarian conflicts, and the problems of indigenous peoples in Rejang Lebong Regency. In addition, it is also based on the consideration that this policy is one of the local government's commitments in ensuring the protection and welfare of poor farmers and marginalized indigenous peoples. In 2018, through synergies between the district government and the farmers' unions of KPA members, and supported by the Presidential Staff Office (KSP), the Rejang Lebong Regency GTRA was formed (KPA, 2018). The formation of integrated teams and district GTRA in 2018 unfortunately did not show encouraging results, including due to unclear instructions on cost budgeting and the current GTRA implementation mechanism (discussion with Head of sub section in the Regency Regional Secretariat, 2018). However, the spirit of RA implementation remains present with the issuance of local government policies that support the implementation of RA, namely Regent Regulation Number 29 of 2019 dated September 28, 2019 concerning Guidelines for the Implementation of Agrarian Reform in Rejang Lebong Regency; Regent Decree Number 180.633.X of 2019 concerning the Establishment of GTRA of Rejang Lebong Regency in 2019; Decree of the Regent Number 180. 228.III of 2020 concerning the Establishment of GTRA of Rejang Lebong Regency in 2020; and Regent's Decree Number 180. 149.III of 2021 concerning the Establishment of GTRA of Rejang Lebong Regency in 2021. Regulations and decrees issued by the district head indicate that the regional government pays attention to the implementation of RA in their area. However, the real problem is not just the issuance of the regulations or policy documents but the implementation of the policy, whether the GTRA organizing institution has a significant role in the success of the implementation of RA in its area.

Several studies have been conducted to examine the role of GTRA institution in the implementation of RA. Trinanda Putra et al. (2021) examined the role of GTRA, as well as obstacles and ways to overcome obstacles in the implementation of RA for one year in Central Lampung Regency. Salim & Utami (2019) found that one of the challenges to achieve RA success is the

effectiveness in coordination and performance of the stakeholders who are involved in GTRA. In the micro scope in the research area, Salim et al found that the lack of effectiveness and lack of involvement of GTRA in the implementation of RA had an effect on the success rate of RA implementation both in obtaining RA objects and in resolving agrarian conflicts. Luthfi (2018) found that one of the causes of the ineffectiveness of RA implementation was because there was still a sectoral ego in institutional aspects. Sectoral ego can be one of the factors because before the Jokowi-JK government, the RA agenda seemed to be the priority and authority of the ATR/BPN Ministry only, while other ministries and institutions had other activities and often did not integrate with the agenda of RA. Luthfi, in his research, highlighted the sectoral ego between the Ministry of ATR/BPN and the Ministry of Environment and Forestry. In line with Luthfi's statement, (Santosa et al., 2020) considers that the sectoral ego in the implementation of RA is a great obstacle. Santosa, in his article, sees the importance of institutional multisectoral synergies to support the implementation of RA. Another study found that the role of the Sigi Regent was very significant in initiating the birth of Agrarian Reform and Social Forestry policies in Sigi Regency. Therefore, RA in Sigi Regency then becomes an agenda with the government and the community (Sutaryono et al., 2018). Further research on RA in Rejang Lebong Regency as one of the locations of TORA facilitated by Provincial and Regency GTRA in 2018. This study specifically discusses the settlement of ex HGU PT Bumi Megah Sentosa controlled by the community (Ramadhani & Salim, 2017). Previous research mostly discussed the implementation of RA, the challenges faced in its implementation, and only a little discussed the role of GTRA institution since the issuance of Presidential Regulation Number 86 of 2018. This research seeks to explore the implementation of RA as well as the challenges faced by RA institutions in Rejang Lebong Regency through Presidential Regulation No. 86 of 2018.

B. Methods

The method used in this research is descriptive qualitative. Cresswell (2012) described the stages of qualitative research into six parts, namely: problem identification, discussion and/or literature review, determining the purpose, data collection, analysis and interpretation of data and the last is reporting. Data collection in qualitative methods is carried out by triangulation methods. In addition to interviews, observations and document studies are also needed (Raco, 2010). In this study, the data and information collected by the authors were obtained from report documents, written archives, photographs, and interviews conducted from 2018 to January 2022. This qualitative research method is used to describe the implementation of RA and the role of GTRA. The data collected was then processed and analyzed into several issues as follows: settlement of potential Land Object Agrarian Reform (TORA), structuring assets through land consolidation followed by community empowerment, and resolution of agrarian conflicts. SWOT analysis was also conducted to understand the strengths, weaknesses, opportunities, and threats in the implementation and performance of GTRA in Rejang Lebong Regency.

C. Settlement of Land Object of Agrarian Reform (TORA)

Definition of TORA according to Presidential Regulation Number 86 of 2018 is land controlled by the state and/or land that has been owned by the community to be redistributed or legalized. In the settlement of TORA, steps can be taken in the form of legalization of assets and also redistribution of land. The definition of TORA potential is lands that have the potential to be used as RA objects whose source can come from forest areas, abandoned land, depleted Cultivation Rights, and other sources as stipulated in the presidential regulation. Part of the assignment of GTRA is to arrange assets, one of which is by facilitating the provision of TORA, then implementing the arrangement of TORA control.

The initial stage of providing TORA is carried out by collecting data/information on the locations of land parcels that have the potential to be used as TORA. The data collected by GTRA can come from various sources, one of which is central ministries/institutions (Ministry of ATR/BPN, KLHK, local governments, and proposals from the community). The data and information obtained are then verified to ensure the prospective object and its subject. The results of the verification are then processed and analyzed with the TORA Geographic Information System (SIGTORA) software, which will produce TORA Priority data and its asset structuring plan. (Ditjen Penataan Agraria ATR/BPN, 2022). The expected purpose of structuring this asset is to provide opportunity for land ownership so that the subject of RA can get a certificate of land rights. With legal certainty on the land, it is hoped that it can be managed properly so that there is no more oppression of injustice for the community (Utomo, 2021 a).

Based on the GTRA Final Report of Bengkulu Province and the GTRA Final Report of Rejang Lebong Regency, since the establishment of GTRA of Bengkulu Province in 2018, until the establishment of GTRA of Rejang Lebong Regency in 2021, a TORA settlement has been carried out which began with the GTRA Team coordination meeting, technical training, inventory and verification of TORA potential originating from the land of the former Cultivation Right (HGU), abandoned land, land from forest area release, land resulting from agrarian conflict resolution and the integration of RA asset and access data. The inventory and identification of TORA potential is carried out by the team of GTRA daily implementer, consisting of local government, the Ministry of ATR/BPN, KLHK, AMAN, and farmers' unions during the coordination meeting. After obtaining the TORA potential, the GTRA's daily implementer carries out field verification to find out the existing conditions and collect data *by name by coordinate* so that information about the potential TORA can be used as input for agrarian policy. An overview of the implementation of field verification can be seen in Figure 1.



Figure 1. Verification of the TORA Potential by GTRA Provincial and Regency Daily Implementers
Source: Author's Documentation and GTRA of Rejang Lebong Regency, 2018-2021

The following is TORA potential map as an output of the 2019 GTRA Rejang Lebong Regency activities. This output will continue to be followed up as an agenda that must be completed by the GTRA of Rejang Lebong Regency. The TORA potential that was found comes from the former HGU, abandoned land, and also forest areas controlled by the community long ago.

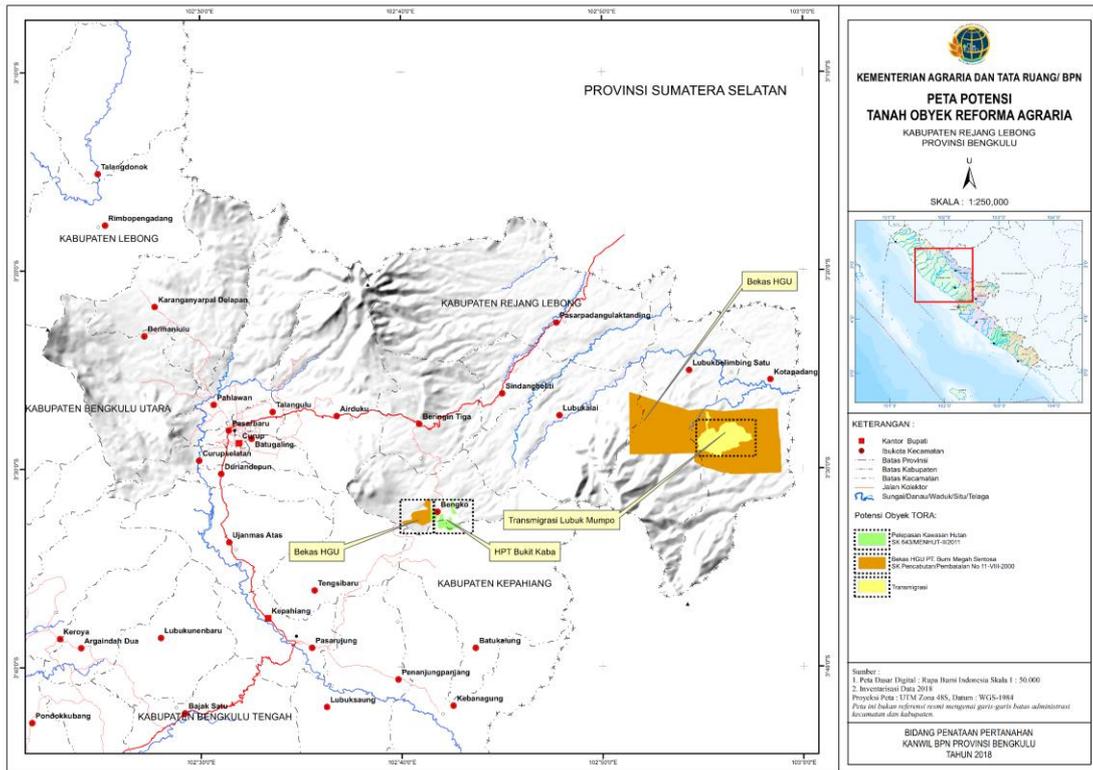


Figure 2. TORA Potential Results of GTRA of Bengkulu Province 2018
 Source: Bengkulu Province GTRA Final Report, 2018

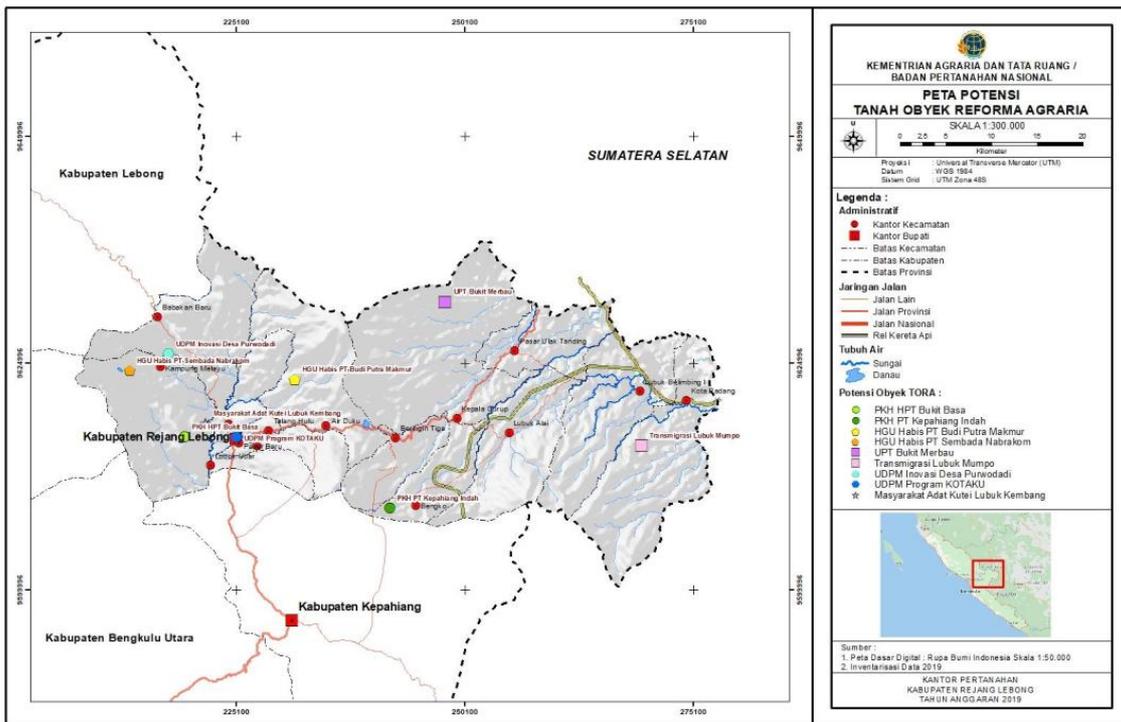


Figure 3. Potential GTRA Results for Rejang Lebong Regency 2019
 Source: Rejang Lebong Regency 2019 GTRA Final Report

From the two maps above, it can be seen that the map of the distribution of the potential location of TORA produced from the GTRA Province in 2018, was completed by GTRA Regency in 2019. The TORA potential produced by GTRA of Bengkulu Province is located in the former HGU of PT. Bumi Megah Sentosa in Kota Padang Sub-district, Padang Ulak Tanding Sub-district, Sindang Beliti Ilir Sub-

district, Sindang Beliti Ulu Sub-district, and former HGU PT. Kepahiang Indah in Talang Belitar Village. Both HGU were revoked based on the Decree of the Head of the National Land Agency Number 11-VIII/2000. In addition, the other potential from the GTRA Province is from the release of forest areas located in Bengko Village, namely in the Bukit Kaba Limited Production Forest (HPT) location, and transmigration land in Lubuk Mumpo Village. The TORA potential produced by GTRA of Rejang Lebong Regency is much more comprehensive. GTRA of Rejang Lebong Regency produces the existing potential based on the proposal from the Kutei Indigenous People in Lubuk Kembang Village, and then the potential for structuring the Slum Free City Area (KOTAKU), and the Innovation of Purwodadi Village. While the potential of the proposed location to be released from the forest area, there is the location of HPT Bukit Basa, and the location of the former HGU Kepahiang Indah which is still included in the forest area. For the potential of the former HGU, it comes from PT. Budi Putera Makmur in Curup Utara Sub-district, and PT. Sembadra Nabracom in Bermani Ulu Sub-district. This condition is very reasonable considering that GTRA Regency consists of district stakeholders who familiar with the area. The TORA potential location obtained from the implementation of GTRA 2019 then became the basis of the GTRA work plan for the following year. The following discussion will provide an overview of the follow-up of the TORA potential originating from former HGU and abandoned land, as well as the release of forest areas

1. TORA potential comes from Former HGU and Abandoned Land

The TORA potential originating from the former HGU and abandoned land is one of the sources of TORA with enormous potential in Rejang Lebong Regency. Some potentials derived from former HGU and abandoned land were obtained from HGU data and the indicated abandoned land database in the Ministry of ATR/BPN. The following table shows the TORA Potential and also the follow-up of TORA potential facilitated by GTRA.

Table. 1. Follow-up of the TORA Potential of Former HGU and Abandoned Land in Rejang Lebong Regency

No	Sub-district/Village	TORA Potential	Area (Ha)	Proposed Year	Follow-up status	Description
	Kota Padang Sub-district, Padang Ulak Tanding Sub-district, Sindang Beliti Ilir Sub-district, Sindang Beliti Ulu Sub-district	PT. Bumi Megah Sentosa (BMS)	±5,275	2018	Completed with Land Redistribution since 2018	HGU revoked under the Decree of the Head of the Land Agency National Number 11-VIII/2000, and confirmed to be Land Object Landform with the decree of the Head of BPN Regional Office in 2018
	Sindang Dataran Sub-district, Talang Belitar Village	PT. Kepahiang Indah	±1,500	2019	In Progress	HGU revoked under the Decree of the Head of the Land Agency National Number 11-VIII/2000, located in 2 regencies, namely Kepahiang and Rejang

No	Sub-district/Village	TORA Potential	Area (Ha)	Proposed Year	Follow-up status	Description
						Lebong. The HGU is within a forest area of, ±1,188 outside forest area of ± 301,5 Ha
	Curup Utara Sub-district, Sumpel Village	PT. Budi Putra Makmur	± 300	2019	In Progress	HGUs depleted as of December 31, 2019
	Bermani Ulu Sub-district, Bukit Daun Village	PT. Sembada Nabracom	± 297	2019	Resolved with Land Redistribution in 2020	Land Acquired by PT. Agrotea Bukit Daun The remaining land from Ex-HGU PT. Sembada Nongkom which was not processed by PT. Agrotea actioned by BPN through land redistribution agreements
	Selupu Rejang Sub-district, Kayu Manis Village	PT. Bukit Daun MasXS	± 24	2020	In Progress	Some of the abandoned land controlled by the community is proposed to be settled through land redistribution mechanisms

Source: GTRA Rejang Lebong Final Report, 2019- 2021

The TORA settlement journey originated from the Former HGU of PT. BMS is not simple. Ramadhani & Salim (2017) provided an overview of the struggle of the community in fighting for its sources of livelihood. Since the HGU was revoked in 2020, and the tenurial arrangements were handed over to the local government, the community reclaimed the land they used to control. The local government and the regional land office joined by the Land Reform Consideration Committee (PPL) then proposed the land object to the BPN Office of Bengkulu Province to be made Land reform in 2018, and resolved the problem with the land redistribution mechanism.

Another TORA potential that was successfully completed is the former HGU PT. Sembada Nabracom. Part of the land used by HGU was acquired by PT. Agrotea Bukit Daun through the mechanism of the Cooperation Agreement (PKS) with the local government. In 2020, as a follow-up to the verification of TORA sources by GTRA in 2019, land redistribution has been carried out on the location of land parcels that are clean and clear and not controlled by PT. Agrotea Bukit Daun. In 2021, GTRA through the regional government of the regency seeks to regulate the state land assets currently controlled by PT. Agrotea.

Other TORA potential such as Former HGU PT. Bukit Daun Mas and PT. Budi Putera Makmur, each is still in the status of the completion process, namely at the stage of inventorying data on the subjects and objects of cultivators who control the land before it is proposed to be followed up through land redistribution. While the potential of the former HGU of PT. Kepahiang Indah is still looking for an exit because the location of the HGU is not only in two regencies, namely Rejang Lebong Regency and Kepahiang Regency, which means that it requires coordination between 2 (two) regencies, but also some areas of the HGU are in forest. So, the problem does not only involve two regencies, but also with forestry, because the location of the land is worked on by many people who are in the Bukit Kaba Natural Tourism Park (TWA) Area.

The Implementation of RA through many obstacles, there is still some potential for TORA, especially those from the former HGU and abandoned land in Rejang Lebong which must be followed up by a settlement mechanism, both in the form of asset legalization and land redistribution. Complex processes, long times, and the involvement of many related parties, require commitment, consistency, and also good coordination from RA organizers and related stakeholders. The success of RA activities is not only demonstrated by the involvement of local governments and communities with events made by the GTRA Team, but also the availability of a budget for the settlement of TORA in the district government budget as a form of commitment (Luthfi, 2018). As a form of commitment in TORA settlement activities with redistribution of land to the former HGU of PT. BMS, the local government budgets for Land Management Facilitation and Land Conflict Resolution and Agrarian Reform activities contained in the Work Plan of the Regency Government based on Rejang Lebong Regent Regulation Number 18 of 2019. It is hoped that in the future budgeting can be integrated with GTRA financing in the BPN budget.

2. The TORA potential comes from Forest Areas

The provision of TORA originating from forest areas requires steps to complete the control of the community in forest areas regulated in Presidential Regulation Number 88 of 2017 concerning Completion of Land Tenure in Forest Areas. Presidential Regulation Number 88 of 2017 is a compromise on land controlled by people who enter forest areas in order to be resolved through two schemes, which are RA + legalization of assets with property rights status and Social Forestry with land utilization permit schemes. In this case, the settlement, community land, public and social facilities can be directly inverted with the forest area release scheme, while community land outside is included in the Social Forestry or Village Forestry scheme (Salim et al., 2018, 2021).

There are two TORA potential originating from forest areas in Rejang Lebong Regency. The first potential is located in Sindang Dataran Sub-district, specifically at Bengko Village, Talang Belitar Village, and Warung Pojok Village. The people of these areas are people who have long lived in areas that are included in forest areas in the Bukit Kaba Natural Tourism Park (TWA). In 2014, with the issuance of Decree of the Minister of Forestry Number Decree of 3981/Menhut-VII/2014 concerning the Determination of the Kaba Hill Natural Tourism Park Forest Area of 14,650,51 Hectares in Rejang Lebong Regency and Kepahiang Regency, Bengkulu Province, the land whose land use is in the form of public facilities (markets), government facilities, settlements and community plantations that were in the Bukit Kaba TWA area was removed from the forest area and became TORA from the forest area release. The TORA potential has been followed up by asset legalization activities by the Rejang Lebong Regency Land Office.

The second potential is in the Curup Utara Sub-district of Lubuk Kembang Village, Bukit Basa Fixed Production Forest (HPT). The TORA potential in Bukit Basa HPT, in fact, is a potential derived from the conflict between forest areas and the community, which is in the form of the use of forest areas for settlement and agricultural land, the majority of which is in the form of coffee plants (GTRA Report Rejang Lebong Regency, 2018). This conflict in the Bukit Basa HPT area is a tenurial conflict related to land rights. Senoaji, et al. (2018) recommended several policies related to the empowerment of communities around forests that can be used to legalize the use of forest areas in Bukit Basa HPT such as community forests, village forests, community plantation forests, and forestry partnerships. However, the GTRA Team through the regency government tries to propose changes in the designation of forest areas to other use areas (APL) through a spatial review and proposed changes to KLHK.

The third potential is located at Air Nipis Hamlet (Dusun Air Nipis), Air Bening Village which is included in the Bukit Daun Protected Forest Area Register V. The function of Protected Forests began to shift when the community began to cultivate land with coffee plants and establish settlements of residents since the Decree of the Governor of the Head Region of Bengkulu Province dated March 11, 1983 Number D.04/HML/IV.b-44/1983 which decided to grant land ownership of the former of Erfpacht Bukit Daun covering an area of 214,3028 m² to the farmers. Besides to coffee plantations and settlements, other land uses in the location of Dusun Air Nipis are public and social facilities such as axle road access, electricity flow, clean water sources, mosques, and public cemetery. As a follow-up to the existing potential, GTRA submitted a proposal for the Rearranging of Forest Area Boundaries on the basis of Government Regulation Number 23 of 2021 concerning Forestry Implementation. In an effort to propose a Change in the Forest Area Boundaries, it is necessary to collect data to qualify for the proposal file. Therefore, the data of TORA is collected such as residential distribution map data, administrative map, slope map, land cover map, information related to the identity of Air Nipis Hamlet community as the applicant, and information related to social, economic, and cultural conditions.

Table. 2. Follow-up of TORA Potential from Forest Areas
in Rejang Lebong Regency

No	Sub-district /Village	TORA Potential	Area (Ha)	Proposed Year	Follow-up Status	Description
	Sindang Dataran Sub-district, Bengko Village, Talang Belitar Village, Warung Pojok Village	Changes in the boundary of the Bukit Kaba TWA forest area Based on Decree 3981/Menhut-VII/KUH/2014	± 509.5	2018 (GTRA Province)	There is already a follow-up on cross-border governance and asset legalization.	These villages have been released from forest areas but have been constrained because there has not been a boundary arrangement.
	Curup Utara Sub-district, Lubuk Kembang Village	Bukit Basa Fixed Production Forest (HPT)	±107	2019	In the process of being formed an Integrated Team (Timdu) by KLHK involving the Provincial LHK office and an expert team from Bengkulu University	Land ownership by communities in forest areas.
	Bermani Ulu Raya Sub-district, Air Bening Village, Dusun Nipis Air	Proposed Changes in the Boundary of the Bukit Daun Protected Forest Area Register V	± 15	2020	In the inventory process for the preparation of proposals for the proposal for rearrangement of forest area boundaries	The community controls the land within the protected forest area

Source: GTRA Rejang Lebong Final Report, 2019- 2021

D. Agrarian Conflict Resolution

Land as a vital object whose availability is not increased, while the growing community with the development of significant activities causes the problem of inequality of land control which affects the inequality of the level of community welfare and also triggers the increase in the number of land conflicts. The Agrarian Reform Consortium (KPA) summarizes that the trend in the number of agrarian conflict eruptions from 2018 to 2021 is decreasing. In 2018 there were 410 eruptions of conflict, which decreased to 68.5% in 2019 to 281 conflicts. Then in 2020 there was a decrease in the number to 241 conflicts and continued to decrease in 2021 to 207 eruptions of agrarian conflicts.

Based on conflict data monitored by KPA from 2018 to 2021, the plantation sector dominates the existing conflicts from year to year and is followed by the property and infrastructure sector. In fact, major conflicts generally occur when there are development interests that intersect with the needs of the community around the location. Although it is realized that the conflicts and disputes will continue to exist in every aspect of development, improvements and monitoring of certain aspects must still be carried out. These aspects are legal certainty, law enforcement, political will of the government, the provision of agrarian legal insight to the community, and also the authority of the country government in order to establish policies to protect the people's land. Not only from the investment side that sometimes causes conflicts of interest between citizens and the state, the state with the private sector, and the private sector with the citizens (Sinaga, 2020).

Akar Foundation (2018) found that in Bengkulu Province, the conflicts between forestry areas and community control areas were found in North Bengkulu Regency, Lebong Regency, Rejang Lebong Regency, Kepahiang Regency, and Central Bengkulu Regency. In addition, Akar Foundation also noted community conflicts with HGU/large plantations and mining concessions at the location of Lebong Regency, Seluma Regency, Bengkulu Utara Regency, Rejang Lebong Regency, and also Bengkulu Tengah Regency. Conflict locations in Bengkulu Province that were inventoried by KPA (2019) and became Priority Locations for Agrarian Reform (LPRA) included community conflicts with private HGUs, both active HGUs and HGUs that had expired/revoked, are distributed in 17 point locations, all of which were located in North Bengkulu Regency. And from the results of the GTRA team field verification recorded in the Bengkulu Province GTRA report (2019), the distribution of agrarian conflicts in Bengkulu Province is not only about conflicts between the community and HGU, but also between the community and forest areas, which is in the form of community control in forest areas.

The types of conflict disputes in Rejang Lebong Regency that are inventoried by GTRA Rejang Lebong Regency are mostly in the form of conflicts of control of community lands in forest areas (Dusun Air Nipis, Air Bening Village, Bermani Ulu Raya Sub-district, Lubuk Kembang Village, Curup Utara Sub-district, Talang Belitar Village, Sindang Dataran Sub-district), and conflicts of control of communities in the location of HGU/abandoned land (Former HGU PT. Bukit Daun Mas, PT. Agrotea, PT. BMS, and PT. Kepahiang Indah). Mulyani (2014) in her criticism of the handling of agrarian conflicts stated that the current handling of conflicts by both agrarian resource management institutions and human rights protectors has still not touched the roots of the conflict. When the institutions that are separated and do not have a coordinative relationship are given the authority to resolve conflicts that arise within their area of authority, then the solutions that arise will also be only partial and fragmented. Handling current agrarian conflicts requires a holistic and comprehensive approach.

The issuance of Presidential Regulation Number 86 of 2018 which is expected to overcome conflicts and agrarian disputes is felt to be still insufficient. In this regulation, it has regulated that the handling of Agrarian Disputes and Conflicts is resolved by forming GTRA in stages. However, this provision is only limited to the parties involved in resolving disputes or conflicts, and subsequent

arrangements are imposed on ministerial regulations. This shows that Presidential Regulation Number 86 of 2018 has not been able to solve problems operationally and holistically so that a ministerial regulation needs to be established immediately. There are no ministerial regulations governing the resolution of agrarian conflicts, requiring the government to be more careful in preparing its policies so as not to cause inconsistencies or overlap in legislation (Sulistyaningsih, 2021).

One of the reasons the Rejang Lebong Regency Government began cross-sectoral agrarian institutions even before the issuance of Presidential Regulation Number 86 of 2018 is the high number of land conflicts in Rejang Lebong Regency involving farmers, and government institutions such as the Natural Resources Conservation Center (BKSDA), Kerinci Seblat National Park (TNKS), local government, large-scale private plantations, and others (Media Center, 2017). In addition, the existence of customary law communities and small farmers who are marginalized is also the focus of the local government so that the Decree of Regent Rejang Lebong is issued about the Agrarian Reform Integrated Team. This policy was issued due to the awareness that the resolution of agrarian conflicts is impossible to be resolved separately. One of the successes of RA can also be seen from the resolution of agrarian conflicts caused by land ownership inequality (Utomo, 2021b).

E. Kampung Reforma Agraria Pilot Project at Purwodadi Village

Afriliyeni et al. (2021) aims to examine the relationship between the implementation of RA with improving the welfare of farmers by defining the level of access reforms that can be seen from indicators such as public access to capital, access to marketing of produce, access to utilizing agricultural production facilities, access to training, and access to utilizing technology. Wiradi in Afriliyeni et al. (2021) asserting that the access reform is a supporting factor that must be present and fulfilled in the implementation of RA and does not only apply to the implementation of asset management. In line with that, Rineksi (2013) in his study in Kersana Sub-district, Brebes Regency found that RA which only focuses on structuring assets in order to facilitate access to capital without considering the conditions and characteristics of the community that already exists, it will not provide significant benefits in improving the welfare of the RA beneficiary community. An understanding of the characteristics of the local community is needed in order to provide assistance for community empowerment so that empowerment programs can be sustainable and appropriate. In other words, the access reform that is given is not just providing access to capital.

Kampung Reforma Agraria is a form of integration of asset management and access development. The Agrarian Reforma Village Project is an embodiment of the success in implementing RA in its entirety by structuring assets followed by developing access or vice versa in a certain village. Purwodadi Village in Bermani Ulu Sub-district was declared an Kampung Reforma Agraria in 2019. The selection of this location as a pilot project is based on the fact that in this village there is a TORA that comes from a community participatory proposal. This village has a lot of potential that can be developed, but due to the poor quality of the road network and the large number of land parcels that still do not have road access, the village authority initiated to propose to the National Land Agency (Provincial BPN Regional Office and Regency Land Office) to carry out land structuring activities. The initiation was welcomed by the BPN and the regional government by carrying out rearranging activities of land ownership and use with a land consolidation program in 2020. Asset restructuring in the form of land consolidation is not a common thing to do in RA activity. However, it is something that can be done because the scheme is also contained in Presidential Regulation Number 86 of 2018. For example, land consolidation for the resolution of tanah tutupan recommended by GTRA of Yogyakarta (Simatupang, et al., 2021). The scheme offered in land consolidation activities is not only legalizing assets, but also reorganizing the use, utilization, ownership, and control of land in order to improve

the welfare of the community. In the case of Rejang Lebong Regency, the more value given to the community is improving the quality and opening access roads to support the plan of Purwodadi Village to become a Tourism Village.



Figure 4. Follow-up of Asset Arrangement in Purwodadi Village in the form of Opening of New Roads and Participatory Mapping of Potential and P4T of Villages
 Source: GTRA Rejang Lebong Documentation, 2021

A thorough RA planning should be adjusted to the characteristics of an area, by involving input from stakeholders in which areas the program will be implemented because they are more familiar with their regional conditions so that their activities are more focused on the problems faced by the area (Arisaputra, 2013). This thought also underlies the development of access management with community empowerment derived from the potential of the village that has been mapped in Purwodadi Village. Efforts to strengthen and develop access arrangements in Purwodadi Village in its implementation are carried out by coordinating cross-sectoral, both with technical OPDs in the Rejang Lebong Regency Government, and with Purwodadi Village.

Forms of community empowerment that have been carried out include the Education and Training Program as an initial stage to increase the potential of human resources. Assistance is carried out starting from training, practice, capital assistance not material/money, product re-branding, assistance for business licenses to marketing. Three business groups from the community that received assistance included a) Cassava Processing Micro Business; b) Red Sugar Business; and c) Coffee Production Business by Elderly Farmer Women. Particularly for coffee commodities, the development of access arrangement is to provide training in making coffee powder by presenting experts in the field of coffee processing. For the implementation of sustainable RA, a persuasive approach is needed by providing a future-oriented view of the overall understanding of RA while still

considering local wisdom (Hidayat, 2020). With the establishment of Purwodadi Village as an Kampung Reforma Agraria, it is hoped that development and arrangement will continue to be carried out on an ongoing basis as a manifestation of the existence of the GTRA team.



Figure 5. Results of Community Empowerment in Purwodadi Village

Source: Author's Documentation, 2022

F. Institutional Aspects of GTRA in the Implementation of RA

In general, there are 4 (four) important factors as a prerequisite for the implementation of RA in Indonesia, namely awareness and support from the political elite; the existence of strong farmer and community organizations; the availability of complete and accurate data; and the availability of adequate budgets to run programs (Syahyuti, 2016). All these factors must certainly be facilitated by good institutions. GTRA is established to facilitate the implementation of RA both from the central level and the regional level, which requires the involvement and commitment of regional leaders acting as GTRA Team Leaders. Sutaryono, et al. (2018) argue that RA policy and implementation cannot be separated from the role of local government. In addition to demanding the existence of government authority and political power, the implementation of RA also requires the availability of adequate information and also the participation of the public and other relevant parties. Therefore, the process of identifying problems, exploring potential, and identifying models should be carried out in a participatory manner (Arisaputra, 2013).

In the implementation of RA in Rejang Lebong Regency, there are internal and external factors that affect the institutional performance of GTRA. Institutional analysis is carried out by analyzing internal factors that include strengths and weaknesses as well as external factors that include opportunities and threats. The explanation of these factors is as follows:

Strengths (S)

1. The initiatives and commitments from regional leaders to solve agrarian problems in their regions is manifested by the establishment of the Agrarian Reform Integrated Team in 2017, as well as the budgeting of RA assistance in the former HGU area of PT. Bumi Megah Sentosa.
2. The initiatives from the community to improve their standard of living, which can be seen from the proposals of the community in Purwodadi Village, as well as the people living in the forest area and the former HGU.
3. Characteristics of community groups that have a spirit for RA, for example the rejang indigenous legal community which is part of the Alliance of Indigenous Peoples of the Archipelago (AMAN) which helps regional leaders' initiatives to resolve agrarian conflicts.
4. There are individual consultants who assist in the process of inventory and processing of TORA potential data and also asset potential.

Weakness (W)

1. A voluntary and temporary form of institutional coordination (Wibisono, 2020). The GTRA Team of Rejang Lebong Regency was formed based on the Decree of the Rejang Lebong Regent, and the GTRA daily implementation team was formed by the Decree of the Head of the Regency Land Office. This is a weakness in terms of the line of coordination of implementation because the form of coordination is still voluntary. Regional leaders as chairmen do not have the authority to govern vertical state institutions. Moreover, the head of the land office does not have full authority to regulate regional apparatus organizations, Non-Governmental Organizations, or other stakeholders who are not structurally under his command.
2. The implementation targets that have not been integrated in each budget between GTRA members.
3. The resulting location of the TORA Potential has not all become a shared strategic object. For example, there is no assistance/empowerment activities from the local government in some potential TORA locations.
4. There is no time limit on activities at the implementation stage. For example, in terms of resolving TORA potential from forest areas that due to their stages require coordination with KLHK at the central level, and cannot be scheduled definitively in the timeline. It makes it seem as if the settlement activities are stalled, even though in fact they are still in progress.
5. The Work Program that is still not integrated as a whole. This has an impact on the GTRA budget which is still only the burden of the provincial BPN land office.

Opportunities (O)

1. The active role of AMAN, AKAR Foundation, and the Farmers' Union in terms of mentoring community empowerment and the provision of data on TORA potential.
2. The presence of the Presidential Staff Office (KSP) in activities, assistance in resolving problems, and also monitoring the implementation of RA.
3. Support from the Provincial GTRA, and Central GTRA both in terms of attendance at each meeting agenda and monitoring the implementation of RA.

Threat (T)

1. Mechanisms and procedures of GTRA mandated by Presidential Regulation Number 86 of 2018 to be regulated through a ministerial regulation has not yet been available.
2. The end of service of the regional leaders, as well as the rotation of the positions of vertical institution leaders in the regency are at risk in changing the political will and government commitments.
3. The elements of law enforcement officers in GTRA Province and Regency memberships have not been included. Although in the GTRA Technical Report there is an example template of the Decree of Regent/Mayor which states that "To support the implementation of Agrarian Reform related to resolving disputes and conflicts, the Head of the Public Prosecutor's Office, the Head of the Resort Police, and the Commander of the Military District participate in assisting the Agrarian Reform Task Force of the Regency/City" but the dictum does not indicate a mandate or obligation that must be fulfilled.

The following are strategies that can be developed based on the results of the SWOT analysis

Internal External	Strengths (S)	Weakness (W)
Opportunities (O)	<p>Strategy S/O</p> <ol style="list-style-type: none"> 1. Increased coordination between ministries/institutions, local governments, communities and other stakeholders related to the provision of TORA. 2. Strengthening the commitment of local governments, especially on the aspect of identifying RA subjects, 3. Increased capacity of village leaders and communities in order to reform access, 4. The cooperation with ministries/agencies and business entities in the context of implementing the empowerment of the TORA beneficiary community. 	<p>Strategy W/O</p> <p>Integrating the Work Plan, the indication of the Work Program of each GTRA stakeholder into a strategic plan (RENSTRA) that is in synergy with each other.</p>
Threat (T)	<p>Strategy S/T</p> <p>The Central Government provided support by issuing a Joint Decree (SKB) for relevant ministries which was later followed up by the preparation of a joint RA agenda facilitated by Bappenas. So that the work program and agenda that are jointly proposed are mandated and mandatory, not just coordination.</p>	<p>Strategy W/T</p> <p>Making RA not as a political agenda of a party, but as a common agenda and goals as outlined in the LOCAL REGULATION.</p>

Figure 6. GTRA Institution's SWOT Matrix in RA Implementation

Source: Analytical Results, 2022

G. Conclusion

The Success in implementing RA is inseparable from the commitment of RA organizers which can be seen from the extent to which the RA programs and activities are included in the work plan of the government and other relevant stakeholders. The GTRA regional as the RA organizing agency that received the mandate as the facilitator and main actor in the implementation of RA in its area has a significant role in determining the success of RA. Political will, the commitment from stakeholders, cross-sectoral synergies, community participation, and support from the central government and non-governmental organizations of RA observers provide added value in the implementation of RA in Rejang Lebong Regency. These supporting factors have a positive role in the identification of agrarian problems, inventory of regional potential, and community empowerment.

The challenges and obstacles in the implementation of RA in Rejang Lebong Regency are due to implementing rules that are still in the form of Technical Instructions for Activities and not ministerial regulations as mandated by Presidential Regulation Number 86 of 2018. It is also related to ad hoc institutional and voluntary coordination without binding obligations, resulting in challenges to integrate and synergize programs of activities between sectors. In this article the author provides an overview of the challenges and how GTRA performs its role. A more detailed study of resolving TORA

potential originating from former HGU lands or lands originating from forest areas as well as conflict resolution with a social approach to see the phenomenon due to RA policies for affected communities.

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