

Stakeholder Analysis in the Implementation of the Agrarian Reform Program in East Lombok Regency

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ARTICLE INFO	ABSTRACT
<p>Keywords: Access management, Asset management, Stakeholder analysis</p> <p>Date logs: Received: Dec 21, 2023 Reviewed: Jan 13, 2024 Accepted: March 10, 2024 Published: March 18, 2023</p> <p>How To Cite: Gibran, F., Pujiriyani, D.W., & Sugiasih. (2023). Stakeholder Analysis in the Implementation of the Agrarian Reform Program in East Lombok Regency. <i>Marcapada: Jurnal Kebijakan Pertanahan</i>, 3(1), 34-52. https://doi.org/10.31292/mj.v3i1.43</p>	<p>Stakeholder analysis makes it possible to map the categories of program recipients and organizations implementing agrarian reform programs. Through stakeholder analysis, it is hoped that program acceptance among beneficiary groups can increase. This article aims to examine the implementation of agrarian reform and stakeholder mapping in the case of implementing agrarian reform in Bilok Petung Village. The data for this paper was taken using qualitative methods. Data collection was carried out in two ways: interviews with 12 informants and document studies of journals, books, articles, and related regulations. The data analysis process will be carried out by separating secondary data (literature study) and primary data (field study results). The findings of this research show that there are 11 stakeholders who play an important role in the asset management program and 13 stakeholders who have a main role in the access management program. The findings were then mapped into four quadrants, namely: (1) subject, (2) key players, (3) supporters, and (4) other followers. This research also shows the role of stakeholders in the agrarian reform program, such as policymakers, facilitators, coordinators, planners, implementers, mediators, and accelerators.</p>

A. Introduction

Stakeholders refer to individuals or groups who are both involved in and influenced by policies. They are often seen as those with a vested interest in a policy or project (Subarsono, 2005). Within the realm of stakeholders, we distinguish between formal and informal actors. Formal actors include government agents (bureaucrats), the president (executive branch), legislative bodies, and the judiciary. Informal actors, on the other hand, comprise interest groups, political parties, and individual citizens. Another important distinction is between primary and secondary stakeholders. Primary stakeholders are those directly impacted by the policy, while secondary stakeholders encompass government agencies and other public bodies. According to Nur & Sarwadi (2021), stakeholders can be further categorized as follows: (1) Subject stakeholders: These individuals or groups have high interest in a project or activity but possess limited capacity to influence its outcomes effectively; (2) Key player stakeholders: They hold significant influence and substantial interests in the project or activity; (3) Other follower stakeholders (crowd): These stakeholders exhibit low levels of interest and have minimal impact on the project or activity; (4) Supportive stakeholders (contest setters): While they may have low levels of interest, these stakeholders wield considerable influence over the project or activity.

Agrarian Reform (AR) represents a program aimed at restructuring land ownership, usage, and utilization to achieve greater justice through asset management, coupled with access management, for the welfare of the Indonesian populace (Sulistyaningsih, 2021). AR emerges as a critical avenue for resolving land-related issues and fostering societal well-being. Beneficiary groups within the AR program encompass those directly impacted by its implementation. As an integral facet of public policy, AR falls under the purview of redistributive policies. Drawing from (Subarsono, 2005), redistributive policies govern the equitable allocation of income, ownership, and rights within society. In the implementation of policies or programs, including redistributive ones, the alignment or suitability of three key elements is paramount: program type, beneficiaries, and implementing organizations. The harmonization among these elements dictates the ultimate success of any program. In the case of the AR program, stakeholder analysis is intricately linked with identifying 'program beneficiaries' and 'implementing organizations'. Through comprehensive stakeholder analysis, the goal is to delineate beneficiary categories and AR program implementing entities. This analytical approach is anticipated to enhance the program's acceptance among beneficiary groups.

Numerous studies have previously examined stakeholder analysis (Agustina et al., 2014; Winardi, 2019; Setiawan & Nurcahyanto, 2020). However, there remains a dearth of research specifically delving into stakeholders' role within the implementation of AR. The only study addressing stakeholder analysis in AR implementation is found in the research conducted by (Triandaru et al., 2021). Their findings underscore the crucial role of stakeholder collaboration in ensuring the success of AR initiatives. Regrettably, the study's conclusions regarding stakeholders have been extended to encompass non-stakeholder factors, such as information and data availability, as well as technical program readiness.

Within the scope of AR, studies predominantly aim to assess program success from an institutional standpoint. An exemplary study in this regard is the research conducted by Resti & Wulansari (2022). Their work delves into the challenges surrounding budgetary support for the institutional framework of AR implementation, particularly concerning the Agrarian Reform Task Force (GTRA). They highlight the difficulty in securing budgetary allocations due to the program's lack of prioritization by local governments. Further institutional challenges are elucidated in a study by (Putra et al., 2021), which identifies hurdles such as a dearth of coordination among ministries/agencies across sectors, financial constraints, and sectoral self-interest. These challenges indicate that the success of AR implementation is impeded by both internal and external factors within the implementing institutions. Internally, issues arise from insufficient institutional capacity and ineffective prioritization of policies (Pujiriyani, 2022). Research conducted by (Luthfi, 2018) underscores the pivotal role of political elites' willingness in determining the success of AR implementation. Additionally, Lee (2022) notes discrepancies in interpreting and understanding AR policies, emphasizing the need for an institution to lead in facilitating implementation and policy coordination at the local level. Moreover, Lestari dkk (2023) highlight the persistent lack of coordination among relevant institutions involved in AR implementation, further complicating the process.

Furthermore, this study will investigate the execution of AR and stakeholder mapping in the context of Bilok Petung Village's AR implementation. Bilok Petung Village, situated in East Lombok Regency, stands as an Agrarian Reform Village (AR Village). AR implementation in Bilok Petung Village commenced in 2021 with asset management, followed by ongoing access management initiatives in 2022. Notably, Bilok Petung Village holds state land assets in the form of Land Rights for Business (HGU), utilized by PT. Kosamby Victory Lac. In 2021, Bilok Petung Village was proposed as a prospective Land Object for Agrarian Reform (TORA). The resolution of land conflicts between Bilok Petung Village residents and PT. Kosamby Victory Lac is pursued through a land redistribution scheme. Drawing from prior research, this paper will scrutinize stakeholders in Bilok Petung Village's AR execution. Stakeholder analysis assumes significance as it profoundly impacts program acceptance. Through comprehensive stakeholder analysis, a tailored strategy can be formulated to bolster support and mitigate obstacles, ensuring the proposed policy alternatives garner acceptance among the policy audience.

B. Method

This research falls within the category of policy research. Policy research pertains to the formulation and framing of policies, policy implementation, policy performance, and policy environment (Nugroho, 2014). This policy research is conducted through qualitative methods with a descriptive approach. It employs a qualitative approach to ascertain the analytical unit comprising stakeholder identification, interests, and influences in the implementation of AR.

This study was conducted in Bilok Petung Village over a 14-day period, from May 10th to May 23rd, 2023. Qualitative methods were employed to provide insights based on field observations. Data collection for this qualitative research encompassed both primary and secondary sources. It involved interviewing 12 informants considered to possess the most comprehensive knowledge about the data requirements, as well as document analysis of journals, books, articles, and relevant regulations. Data analysis techniques in this study involved a combination of Neuman's (2013) analytical comparison approach and Creswell's (2016) procedural stages.

The data analysis process will begin by separating secondary data (literature review) from primary data (field study results). Next, the researcher will transcribe interviews, translate the data, and present the analysis findings. During the data translation phase, the researcher will carefully sift through the information, selecting relevant data for analysis, and then summarizing it accordingly. Both the analysis material and document studies (literature) will be used as the foundation for analyzing the Pioneering Role of the East Lombok District Land Office in AR implementation in Bilok Petung Village. The results of the data analysis will be presented in a comprehensive narrative format, addressing the research questions thoroughly. Conclusions drawn from this study will be presented systematically and comprehensively.

C. The Establishment of Agrarian Reform Villages

The AR program implemented in Bilok Petung Village is a governmental endeavor aimed at restructuring land ownership, usage, and utilization for greater equity through asset management, coupled with access management to enhance the welfare of Indonesian citizens. Bilok Petung Village is among those endowed with state land assets in the form of Land Rights for Business (HGU), utilized by PT. Kosamby Victory Lac for its operations. However, ineffective land utilization by the company is evident, with certain areas left abandoned. Consequently, local residents have taken the initiative to cultivate and engage in agricultural activities on these neglected lands. This community-driven utilization of abandoned land has persisted for generations.

In 2021, PT. Kosamby Victory Lac plans to extend its Land Rights for Business (HGU) holdings. According to Presidential Regulation No. 86 of 2018, Article 7, which has been amended by Presidential Regulation No. 62 of 2023, land acquired through the obligation to allocate a minimum of 20% (twenty percent) of the state land area granted to HGU holders during the granting, extension, or renewal process of their rights. Bilok Petung Village has been proposed as one of the Land Objects for Agrarian Reform (TORA). The AR activities are aimed at resolving land conflicts in East Lombok Regency.

C.1. Implementation of Agrarian Reform Program in Bilok Petung Village

The AR program activities involve both asset management and access management. Asset management includes land redistribution schemes, while access management entails community empowerment initiatives such as the establishment of AR Villages.

Implementation of the land redistribution program in Bilok Petung Village comprises several stages:

1. Preparation and planning

Activities in this phase begin with site selection and the designation of areas for land release, amounting to 20% of the former Land Rights for Business (HGU) of PT. Kosamby Victory Lac, as stipulated in location designation letters. Additionally, a land reform consideration committee is established during this period.

2. Land redistribution counseling

This stage involves counseling sessions conducted by counseling teams and the Land Reform Consideration Committee (PPL) to disseminate information to the community in Bilok Petung Village.

3. Inventory and identification of objects and subjects

This phase includes data collection, preparation of working maps, data processing, and the determination of land redistribution objects and potential subjects. It also entails effective land management, covering aspects such as road access, land usage, irrigation channels, etc. A land redistribution team, sourced from the Regional Office of the National Land Agency of West Nusa Tenggara Province (Kanwil BPN West Nusa Tenggara Province), is responsible for identifying land and executing redistribution activities.

4. Measurement and mapping

Activities in this stage encompass measuring and mapping the boundaries of land parcels. This process yields boundary maps, land use maps, location indicator maps, and spatial planning maps.

5. Meeting of the Land Reform Consideration Committee

This section entails the identification of lands earmarked for redistribution. The Land Reform Consideration Committee (PPL) gathers to identify and assign subjects from the pool of land redistribution objects.

6. Determination of Land Redistribution Objects and Subjects

During this phase, the focus is on determining the land redistribution objects. Following the receipt of proposals, the Land Arrangement and Empowerment Division of the Regional Office of the National Land Agency of West Nusa Tenggara Province compiles a data processing report based on submissions from the Land Office. Subsequently, relying on this report, the Head of the Regional Office of the National Land Agency of West Nusa Tenggara Province issues a Decree designating state-owned land as objects for redistribution. The selection of land redistribution subjects is overseen by the East Lombok Regent, endorsed through the Land Reform Consideration Committee meeting minutes.

7. Issuance of Land Redistribution Decree

This phase involves the issuance of a Land Redistribution Decree by the Head of the East Lombok District Land Office, leading to the issuance of Land Ownership Certificates as part of the redistribution process.

8. Recording and Issuance of Certificates

This step includes recording entries in land books and the issuance of Land Measurement Letters and Certificates.

Bilok Petung Village was identified as one of the redistribution areas during the PPL meeting. The PPL meeting decided that state-owned land would be allocated for redistribution, covering an area of 198,832 square meters. Furthermore, subjects and recipients of land redistribution were determined during the meeting, with 144 land plots distributed among 120 individuals.

TORA serves multiple purposes, including residential, commercial, and agricultural uses. Most recipients utilize the redistributed land for dryland farming, cultivating crops such as cashews, coffee, cocoa, mangoes, and horticultural plants like chili peppers. Additionally, grape cultivation has emerged as a key commodity for the community. The potential for grape agritourism serves as a vital component in the establishment of the 'AR Village.'

In 2022, Bilok Petung Village was officially designated as an Agrarian Reform AR Village with the aim of boosting the local economy. The activities of the Agrarian Reform Task Force (GTRA) began with the recruitment of support personnel to address the shortage of human resources for the AR access management program. A coordination meeting was convened in 2022 to establish the GTRA Team in East Lombok Regency, focusing on land-related issues in the area. Subsequently, a field survey was conducted to assess land usage in Bilok Petung Village. Following this, regular coordination meetings of the GTRA implementation team in East Lombok Regency were held. These coordination meetings (rakor) were conducted several times, including preparatory meetings, the first, second, and final coordination meetings, aimed at aligning the perspectives of GTRA implementers.

Bilok Petung Village, specifically in the Kokok Putik hamlet, encounters challenges with accessing irrigation for agriculture and household needs. While roads leading from the main road to the residential area in the designated AR Village have been constructed with cement, those connecting the residential area to the plantation sites remain unpaved and rocky. Initially, footpaths were established during land redistribution to facilitate access to community lands. However, some of these paths are now obstructed by overgrown vegetation.

In 2023, GTRA activities in East Lombok Regency were halted due to insufficient funding from the central government for the program. While proposals for the GTRA program in East Lombok Regency had been submitted, approval was granted only for three regencies: Sumbawa Besar, Dompu, and East Lombok Regency. Currently, there is no continuation of the AR Village establishment. Limited budgetary resources from the East Lombok Regency also pose a major challenge in advancing access management efforts. The sustainability of AR Village formation cannot solely rely on the budget allocation from the Ministry of ATR/BPN. Instead, the engagement of various stakeholders, from the East Lombok Regency Government to relevant departments, in budgeting and program implementation, is vital for success.

C.2. Identification of Stakeholders in the Agrarian Reform Program in Bilok Petung Village

In analyzing stakeholders, the initial step is to determine their influence and interests (Wakka, 2014). The AR program, involving asset restructuring and access management, engages stakeholders from various sectors. The involvement of relevant parties at each stage of the AR program is a crucial factor in achieving its success. Stakeholders involved in the AR program encompass various government entities, including both vertical agencies and those within the jurisdiction of the East Lombok Regency government. The stakeholders participating in the asset restructuring program in Bilok Petung Village can be observed in Table 1.

Table 1. List of Stakeholders in the Asset Restructuring Program

No	Classification	Stakeholder
1	Regional Level Agency	Regional Office of National Land Agency NTB
2	Regency Level Agency	Land Office of East Lombok Regency Land Reform Consideration Committee
3	Village Level Agency	Government of Bilok Petung Village

Source: Research Findings, 2023

Based on Table 1, stakeholders involved in the implementation of the asset restructuring program in Bilok Petung Village consist of three main classifications: regional-level agencies, district-level agencies, and village-level agencies. The Regional Office of the National Land Agency NTB, as the responsible entity, holds the authority to develop plans, coordinate, schedule, issue location decrees, issue implementation decrees, determine the implementing organization, and appoint the Land Reform Consideration Committee (PPL).

At the district level, two main pillars are involved in asset restructuring: the Land Office of East Lombok Regency and the PPL. The East Lombok Regency Land Office serves as a primary pillar as it holds data and acts as the main executor of land redistribution activities in the field. The PPL is the second pillar, essential in identifying lands for redistribution. The PPL conducts PPL meetings to identify and determine each subject of land redistribution. The composition of the PPL consists of the Regional Secretary of East Lombok Regency, the Head of East Lombok Regency Land Office, the Head of Section for Land Arrangement and Empowerment of East Lombok Regency Land Office, the Assistant to the Regional Government, the Deputy Chief of Police of East Lombok Regency, the Head of Agriculture Office of East Lombok Regency, the Head of Cooperatives and SMEs Office of East Lombok Regency, the Head of Public Works and Spatial Planning Office of East Lombok Regency, the Head of Rinjani East Sub-Watershed Management Unit, and the first land arranger.

The government of Bilok Petung Village does not hold a structural position within the agencies directly involved in land redistribution. However, it plays a significant role as an implementer, facilitating communication between the community and the stakeholders of land redistribution. In the asset restructuring process of the RA, village officials involved include: the Village Head, who serves as the village's primary leader directly engaged in all implementation processes involving the village

government; the Village Secretary, responsible for administrative tasks and organizing socialization events and meetings; the Head of Financial Affairs, managing financial matters related to the preparation of resources for socialization and field implementation; the Head of Government Affairs, assisting in addressing land-related issues within the community; and the Head of Welfare Affairs, aiding in disseminating information concerning the village's potential needs. Stakeholders engaged in the asset restructuring program in Bilok Petung Village are detailed in Table 2.

Table 2. List of Stakeholders in the Access Management Program

No	Classification	Stakeholder
1	Central Government	National Agrarian Reform Team (Tim Reforma Agraria Nasional) Central GTRA
2	Provincial Government	Provincial GTRA (GTRA Prov. NTB)
3	Regency Government	Regency GTRA (GTRA East Lombok Regency)
4	Village Government	Bilok Petung Village Government
5	Non-Governmental Organization	Civil Society Organization (CSO)

Source: Research Findings 2023

Stakeholders involved in the implementation of the asset arrangement program in Bilok Petung Village consist of five main classifications: central government, provincial government, district government, village government, and CSOs. The National Agrarian Reform Team (Tim RAN) comprises the coordinating minister for Economic Affairs and the coordinating minister for Maritime Affairs and Investment. The Central GTRA is led by the Ministry of ATR/BPN.

At the district level, a district GTRA is formed. The composition of the district GTRA membership is determined by the Regent of East Lombok Regency, with the head of the operational team being the Head of the Land Office of East Lombok Regency. East Lombok Regency GTRA comprises various stakeholders, each playing a role in supporting the realization of the Agrarian Reform Village in Bilok Petung.

The projected role of the East Lombok Regency Government is expected to provide facilities that can support economic development. The district government is planned to assist in infrastructure aspects, including access to drinking water from springs and irrigation, as well as other public facilities. The East Lombok Regency Land Office serves as a facilitator and intermediary to support the coordination process of the GTRA. The East Lombok Regency Land Office plays a crucial role in initiating coordination processes, serving as an intermediary and facilitator.

The East Lombok Regency Government's anticipated role aims to provide facilities that can support economic growth. Specifically, the district government plans to aid in infrastructure development, including ensuring access to drinking water from springs and irrigation, along with other essential public amenities. The East Lombok Regency Land Office is positioned as a facilitator and intermediary to bolster the coordination efforts of the GTRA. Its pivotal function involves initiating coordination processes, serving as an intermediary, and facilitating various aspects.

Additionally, the East Lombok Regency Industry Office is tasked with providing essential data for implementation and conducting training sessions to foster the development of industrial activities, particularly in raw material processing. Meanwhile, the East Lombok Regency Agriculture Office focuses on empowering the community through socialization and training programs geared towards optimizing agricultural land use. The East Lombok Regency Trade Office plays a crucial role in maintaining price stability and facilitating market access for production, marketing, and securing buyers.

Furthermore, the East Lombok Regency Financial and Asset Management Agency aims to raise awareness and understanding among the community regarding asset utilization for accessing capital and managing these assets effectively. The East Lombok Regency Cooperative and Small Medium Enterprises Office assists in leveraging owned assets, particularly certificates. Lastly, the East Lombok Regency Community and Village Empowerment Office are responsible for disseminating information about village fund utilization, monitoring its usage, and providing guidance in business development planning processes.

The East Lombok Regency Public Works and Housing Office contributes to infrastructure development by constructing local roads and providing clean water access. The East Rinjani Forest Management Unit assists in overseeing the boundaries of the forest area.

An ideally assessed Agrarian Reform Village can comprehensively accommodate all interests. If each stakeholder can fulfill their respective roles, tasks, and functions as outlined, the establishment of the Agrarian Reform Village can succeed. The active involvement and commitment of all stakeholders are key to achieving the desired objectives by executing their roles effectively.

At the village level, the Bilok Petung Village Government plays a crucial role in implementing access management. The village government also provides support to Civil Society Organizations (CSOs) during socioeconomic and geographical mapping. Additionally, it serves as an intermediary in aligning perceptions among stakeholders.

Civil Society Organizations or individual consultants are experts or professionals appointed to carry out RA activities. CSO activities in East Lombok Regency begin with analyzing land potential through social mapping in Bilok Petung Village. CSOs need to comprehend the sociological conditions of the Bilok Petung Village community for social analysis. They also conduct surveys and analyses related to field needs through socioeconomic and geographical mapping to ensure the success of RA access management. Social mapping aims to understand the potential and socioeconomic conditions of the community. Geographical mapping is conducted to identify their strengths and infrastructure readiness. Surveys on infrastructure readiness serve as the basis for planning the establishment of the Agrarian Reform Village.

C.3. Stakeholder Mapping in the Agrarian Reform Program in Bilok Petung Village

Government policies don't always proceed smoothly, facing challenges from various interest groups and even policymakers themselves. Stakeholder analysis, categorized into power, legitimacy,

and urgency, aims to gauge the significance of each party involved (Fairuza, 2017). This analysis will focus on two key aspects: power and interest.

The RA asset arrangement program is spearheaded by the East Lombok Regency Land Office, providing crucial land data, alongside the Land Reform Committee (PPL) as the primary initiator. The East Lombok Regency Land Office, integral to the PPL structure, primarily executes the asset arrangement under the Ministry of ATR/BPN. While other stakeholders contribute considerations, their roles are secondary. Understanding the interests and power dynamics of these stakeholders is pivotal for the success of the asset arrangement in Bilok Petung Village.

The access arrangement program, managed by the GTRA Team, involves stakeholders from diverse sectors, each with varying strengths and interests. Through meticulous mapping, the strengths and interests of these stakeholders within the GTRA Team can be discerned, as outlined in the decree of the East Lombok Regent (Number: 188/45/TAPEM/2022). This comprehensive understanding of stakeholder dynamics enables effective collaboration, crucial for the success of the RA access arrangement program in Bilok Petung Village.

The asset arrangement program's multifaceted nature calls for collaboration among stakeholders based on their interests and strengths, as illustrated in Figure 1.

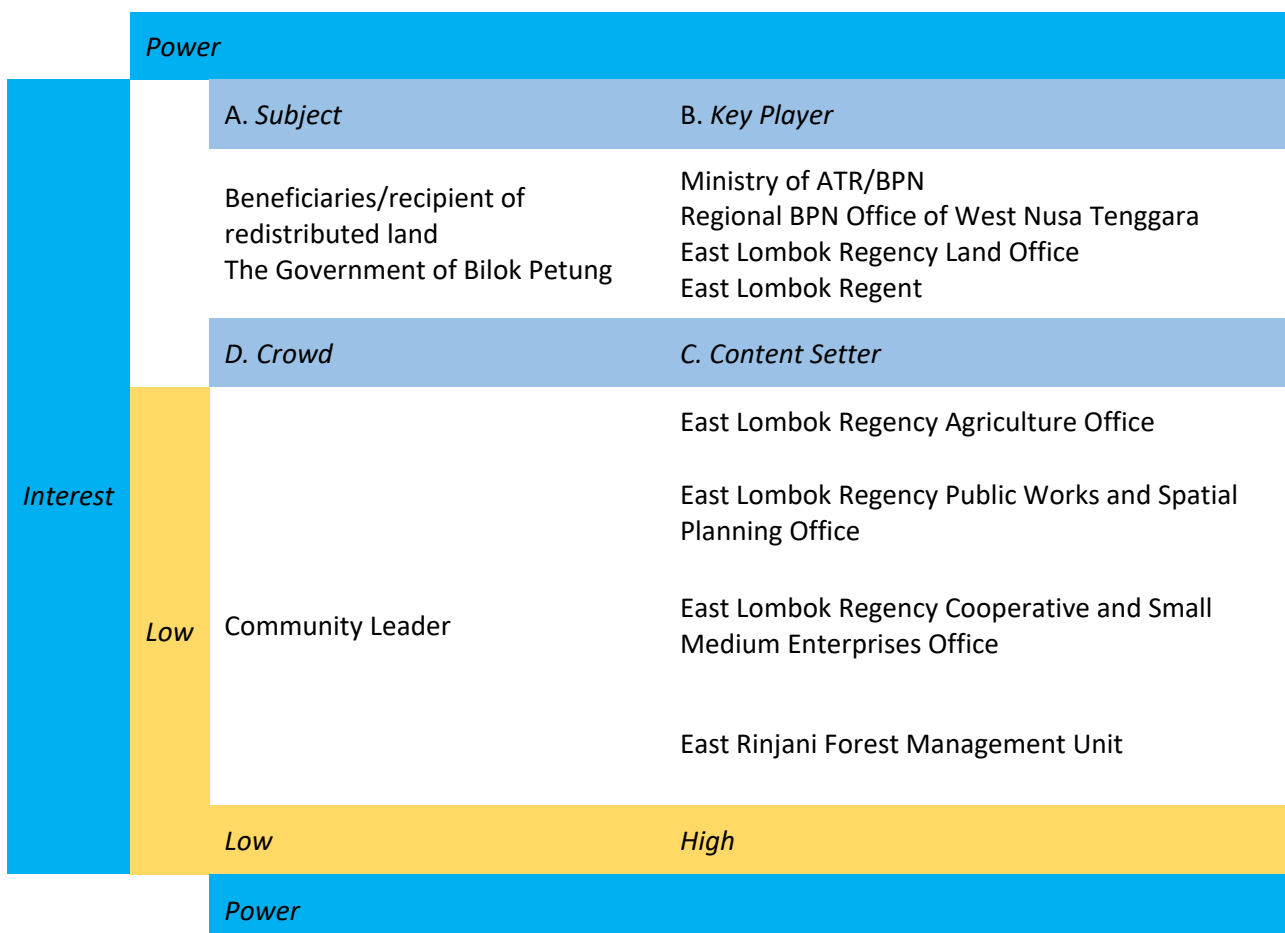


Figure 1. Stakeholder Mapping in the Implementation of Asset Management Program

Source: Primary Data, 2023

Quadrant One (A) portrays stakeholders with high interest but low power. The village government holds a keen interest in land redistribution to resolve land conflicts with companies and ensure legitimate land ownership for residents. Recipients of redistributed land are highly interested in securing legal certainty over the land they have cultivated for years, making asset ownership their top priority.

Quadrant Two (B) highlights key players heavily involved in the land redistribution program in Bilok Petung Village. Stakeholders in quadrant B are actively engaged in policy formulation and serve as key drivers of the asset arrangement (land redistribution) program in Bilok Petung. Notable stakeholders in quadrant two include the Ministry of ATR/BPN, Regional BPN Office of West Nusa Tenggara Province, and the East Lombok Regency Land Office. Additionally, the East Lombok Regent and Bilok Petung Village Government are positioned in quadrant two due to their significant roles in the land redistribution program.

Stakeholders in quadrant two possess interests and influence in land redistribution implementation. The Ministry of ATR/BPN and its affiliates are responsible for formulating and executing land redistribution activities. The West Nusa Tenggara Province BPN Regional Office also plays a crucial role, including determining the outcomes of land redistribution implementation. The East Lombok Regency Land Office acts as the primary driver and executive leader in land redistribution activities, undertaking various field tasks from planning to certificate issuance. The Regent, as the leader of the East Lombok Regency Government, holds a high interest in resolving conflicts between residents and HGU land-holding companies in Bilok Petung Village. The East Lombok Regency Government also plays a pivotal role in issuing HGU extension permits by fulfilling requirements, including releasing 20% of former HGU land.

Quadrant Three (C) showcases supporting stakeholders in the land redistribution program with high influence but low interest. Regional agencies such as the East Lombok Regency Public Works and Spatial Planning Office, East Lombok Regency Agriculture Office, East Lombok Regency Cooperative and Small Medium Enterprises Office, and East Rinjani Forest Management Unit wield significant influence in future development planning and community welfare. Their guidance and recommendations are essential in constructing Bilok Petung Village. Additionally, the East Rinjani Forest Management Unit assumes a critical role in supervising and ensuring forest area boundaries, facilitating clear and accurate determination of redistributed land objects.

Quadrant Four (D) encompasses stakeholders acting as bystanders with low interest and power in land redistribution activities. Stakeholders in this quadrant include community leaders. While their presence may not exert significant influence, community leaders contribute to the success of the RA asset arrangement program implementation (land redistribution).

Interest		A. Subject			B. Key Player	
	High					
					Ministry of ATR/BPN	
		Bilok Petung Village Government			East Lombok Regent Regional BPN Office of West Nusa Tenggara	
					East Lombok Regency Land Office	
					Community	
		D. Crowd			C. Content Setter	
	Low				East Lombok Regency Agriculture Office	
					East Lombok Regency Cooperative and Small Medium Enterprises Office	
		East Rinjani Forest Management Unit			East Lombok Regency Public Works and Spatial Planning Office	
		East Lombok Regional Revenue Office			East Lombok Regency Industrial Office	
				East Lombok Regency Trade Office		
	Low			High		
	Power					

Figure 2: Stakeholder Mapping in the Implementation of Access Management Program
 Source: Primary Data, 2023

In Quadrant One (A), the Bilok Petung Village Government demonstrates a strong interest in constructing public amenities, such as local roads, at the TORA site. Additionally, they aim to secure access to clean water in the area.

Quadrant Two (B) encompasses stakeholders actively engaged in policy formulation and driving the initiative. The Ministry of ATR/BPN, as the initiator of the access arrangement, envisions enhancing community welfare. The East Lombok Regency Land Office acts as a local initiator. The East Lombok Regent plays a pivotal role in implementation, issuing vital instructions to GTRA members. The community, as recipients of redistributed land, plays a crucial role in the process.

Quadrant Three (C) includes stakeholders with significant influence but relatively low interest in the access arrangement. East Lombok Regency departments, such as Agriculture, Public Works,

Cooperative, Industrial, and Trade Offices, wield substantial influence in catering to community needs for capital, information, education, and facilities. Their goal is to enhance community welfare through asset utilization.

Quadrant Four features' stakeholders with limited significance in the Agrarian Reform Village formation, including the East Rinjani Forest Management Unit and the East Lombok Regional Revenue Office. While their influence may be modest, their presence contributes to the success of the access arrangement program.

Stakeholder mapping involves categorizing stakeholders based on their interests and influence to foster synergy. These stakeholders are classified as key players, subjects, supporters, and followers. Through this mapping, bureaucratic contestation is revealed, highlighting issues stemming from diverse perspectives and competing interests (Hafidhuddin, 2021). Effective management of interests and communication processes is pivotal in navigating this contestation.

Bureaucratic contestation refers to the competition or stakeholding within a program's bureaucracy. It arises due to differing viewpoints, goals, and interests among stakeholders involved in land reform. However, such contestation isn't always negative; it can stimulate constructive discussions and evaluations, ultimately leading to better decision-making. In the context of land reform, contestation arises from residents' primary needs for infrastructure and land use. This disparity in needs leads to divergent interests between departments like the East Lombok Regency Public Works and Spatial Planning Office and the Agriculture Office.

The former focuses on physical infrastructure development, such as roads and irrigation, to enhance accessibility and public services. Conversely, the latter prioritizes land use for agriculture and improving local economies. Bureaucratic contestation emerges as these departments vie to prioritize projects or programs aligned with their respective interests. To achieve optimal outcomes in land reform, coordination and collaboration among various departments are imperative.

Effective coordination and a shared understanding of program goals and community needs are essential for mitigating conflicts of interest. In the midst of bureaucratic contestation, strong leadership and a collective commitment to common goals facilitate consensus-building and ensure stakeholder synergy. Thus, wise management and leadership play crucial roles in navigating bureaucratic contestation productively and efficiently.

The typology of stakeholder roles is crucial for understanding their positions based on interests and influence as implementers in the AR program and to identify various role typologies in the implementation of AR activities (assets and access). These roles include:

1. Policy Maker

Stakeholders in this role are responsible for drafting regulations related to asset and access management programs, determining committee compositions, issuing land rights certificates, specifying program locations, issuing implementation directives, enacting public facility development regulations, and resolving conflicts.

2. Coordinator

Stakeholders in this role coordinate activities, meetings, discussions, outreach efforts, data collection, and management activities during the implementation of asset and access management programs.

3. Facilitator

These stakeholders provide funding, operational facilities, infrastructure, venues for information dissemination, and supporting facilities.

4. Implementer

Stakeholders in this role conduct site selection, inspections, coordination meetings, outreach activities, data collection, design of management plans, and implementation of development activities for supporting access.

5. Planner

These stakeholders draft operational procedure documents, plan locations, prepare work plans, budgets, schedules, and designs for community empowerment access.

6. Mediator

Stakeholders in this role mediate issues related to asset and access management programs and provide conflict resolution for disputing parties.

7. Accelerator

Accelerators expedite or contribute to ensuring that the program achieves its goals within the designated timeframe. They synchronize policies between central and local governments. Unifying the vision and mission among supporting stakeholders is essential for the program to proceed according to its objectives and targets.

The typology of stakeholder roles is derived from an analysis of the interests and influence of asset management stakeholders. Typologies of roles are conducted to understand the involvement of each stakeholder in land redistribution programs. The typology of roles in asset management can be observed in Table 3.

Table 3. Typology of Stakeholder Roles in Asset Management Program

No	Stakeholder	a	b	c	d	e	f	g
1	Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN)	v			v			
2	Regional Office of the National Land Agency (Kanwil BPN) for the Province of West Nusa Tenggara (NTB)	v	v	v	v	v		
3	Regent of East Lombok Regency	v	v	v		v	v	
4	Sub-district Land Office of East Lombok Regency	v	v	v	v	v	v	v
5	Department of Public Works and Spatial Planning of East Lombok Regency					v		
6	Department of Agriculture of East Lombok Regency					v		
7	Department of Cooperatives & Small and Medium Enterprises of East Lombok Regency					v		
8	East Rinjani Forest Management Unit (BKPH Rintim) of East Lombok Regency					v		
9	Village Government of Bilok Petung		v			v	v	
10	Community Leaders						v	
11	Recipients of Land Redistribution					v		

Source: Research Findings 2023

Legend: a=policy maker; b=facilitator; c=coordinator; d=planner; e=implementer; f=mediator; g=accelerator

Table 5 illustrates the roles played by different stakeholders in the asset management program. At the forefront, the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN) acts as the policy maker, issuing the Implementation Guidelines for Land Reform in 2022. It also serves as the planner, directing the overall direction of land reform to fulfill the fifth Nawacita of the President of the Republic of Indonesia.

The Regional Office of the National Land Agency in West Nusa Tenggara (NTB) acts as an extension of the Ministry of ATR/BPN, translating the objectives of land reform at the regional level. It facilitates communication among stakeholders at the regional level and with the District Land Office of East Lombok, serving as a coordinator for land reform initiatives in the region. Additionally, it plays a vital role as a planner in issuing decrees and determining land reform targets at the district/city level.

The District Land Office of East Lombok assumes a multifaceted role in the land redistribution process. It formulates policies that are easily applicable at the district level and facilitates communication and coordination among stakeholders. As a coordinator, it provides guidance for land reform initiatives in the district, crucial for achieving successful asset management. The office also plans and executes most land redistribution activities, including counseling and certificate issuance, and acts as a mediator in resolving disputes that may arise during these processes.

Furthermore, the District Land Office of East Lombok accelerates program implementation by fostering synergy among stakeholders, aligning with program objectives. To achieve this, it must balance increasing regional policy translations with efforts to harmonize budget policies between the central and regional levels. Thus, the District Land Office of East Lombok plays a pivotal role not only as the lead executor but also as the sector orchestrating cohesive action among stakeholders.

The Local Government of East Lombok District plays a role similar to the District Land Office of East Lombok, albeit with less significance as a planner and accelerator. The local government is a policymaker and provides direction for asset management implementation, serving as one of the policyholders due to its pivotal role in determining the direction of asset management. Categorized as a coordinator, the local government serves as the Chair of the Land Reform Implementation Team (PPL) in East Lombok District. Additionally, it acts as a facilitator in bridging the relationship between the land office and other government agencies (OPD). In asset management, the local government is among the implementers as it is part of the PPL structure. Furthermore, the local government acts as a mediator in resolving issues between the community and PT. Kosamby Victory Lac.

The Department of Public Works and Spatial Planning (Dinas PUPR), Department of Agriculture (Dinas Pertanian), Department of Cooperatives and SMEs (Dinas Koperasi, UKM), and the East Rinjani Forest Management Unit (BKPH Rinjani Timur) are implementers in asset management as they are part of the PPL structure. Each department provides recommendations as deliberation material during PPL meetings based on their respective duties and functions. The Department of Agriculture provides recommendations regarding land use suitability, the Department of Public Works and Spatial Planning gives guidance on spatial suitability, the Department of Cooperatives and SMEs conducts data collection on cooperative members, and BKPH Rinjani Timur ensures forest boundaries and positions.

The Village Government of Bilok Petung is a non-structural implementer with a significant role in RA implementation. It facilitates government-community relations and assists in education, understanding, and document preparation for the community. The village government plays a crucial role as a mediator in resolving issues encountered before and during asset management implementation, providing understanding to the community.

Community leaders in Bilok Petung village act as mediators when issues arise during asset management, particularly when PT. Kosamby Victory Lac intends to use land already utilized by the community. Community leaders assist in mediating conflicts.

The community, as future recipients of land reform objects, plays a crucial role in the implementation process. As the subjects determining the direction of land use, the community's interests are based on their desire for the legality of the assets they have managed for years. Through RA, the community can resolve land disputes and hopes that legal ownership will bring peace of mind and economic prosperity.

The typology of stakeholder roles is derived from a recapitulation of interests and strengths regarding stakeholders involved in access management when fully implemented. Typology is conducted to understand the involvement of each stakeholder in the establishment of the Agrarian Reform Village program in Bilok Petung Village. The typology of stakeholder roles in access management can be seen in Table 4.

Table 4. Typology of Stakeholder Roles in the Access Management Program

No	Stakeholder	a	b	c	d	e	f	g
1	Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN)	v			v			
2	Regional Office of the National Land Agency (Kanwil BPN) for the Province of West Nusa Tenggara (NTB)	v			v			
3	Regent of East Lombok Regency	v	v	v	v	v		
4	Sub-district Land Office of East Lombok Regency		v	v	v	v	v	v
5	Department of Public Works and Housing of East Lombok District		v		v	v		
6	Department of Agriculture of East Lombok Regency		v		v	v		
7	Department of Cooperatives & Small and Medium Enterprises of East Lombok Regency		v		v	v		
8	East Lombok District Industry Office		v		v	v		
9	East Lombok District Trade Office		v		v	v		
10	East Lombok District Finance and Asset Management (BKAD) Office		v			v		
11	East Rinjani Forest Management Unit (BKPH Rintim) of East Lombok Regency		v			v		
12	Village Government of Bilok Petung		v					v
13	Recipients of Land Redistribution				v	v		

Source: Primary Data, 2023

Notes: a=policy maker; b=facilitator; c=coordinator; d=planner; e=implementer; f=mediator; g=accelerator

Table 4 illustrates the roles of both the central and local governments, namely the Ministry of ATR/BPN, the Regional Office of ATR/BPN for West Nusa Tenggara Province, and the Regent of East Lombok Regency, as policy makers in the access arrangement program in Bilok Petung Village. These entities are responsible for issuing initial needs and administration directives. The Ministry of ATR/BPN, as the policy maker, formulates the implementation guidelines for GTRA in 2022 in line with Presidential Regulation No. 86 of 2018 regarding Agrarian Reform. Additionally, it plays a planning role in defining the overarching direction of land reform to fulfill the fifth *nawacita* of the President of the Republic of Indonesia.

In executing access management, the Regent of East Lombok Regency acts as the Head of the GTRA Team, while the Sub-District Office of East Lombok Regency serves as the executing body. These stakeholders function as coordinators during implementation. Moreover, the Sub-District Office of East Lombok Regency serves as an accelerator, bridging all interests and needs, and as a mediator in resolving implementation issues.

The Department of Public Works and Spatial Planning, Department of Agriculture, Department of Cooperatives and SMEs, Department of Industry, and Department of Trade serve as facilitators, planners, and implementers. These departments play crucial roles in executing access management based on their respective responsibilities. For instance, the Department of Public Works and Spatial Planning identifies infrastructure needs and access to clean water. The Department of Cooperatives and SMEs guides initial community funding. The Department of Industry offers recommendations on industrial production development. The Department of Trade ensures price stability of Bilok Petung Village products. Meanwhile, the Department of Finance and Asset Management and the East Rinjani BKPH act as facilitators and implementers, overseeing asset sustainability and forest area utilization.

The Bilok Petung Village Government functions as a facilitator, providing coordination venues and liaising between the community and government. It mediates in case of issues arising during Agrarian Reform Village formation and implementation and assists in document preparation for community-led access management.

The community receiving redistribution and empowerment objects is pivotal in determining program success, with community welfare improvement being a key assessment indicator. Thus, the community serves as the primary implementer, utilizing land productively for activities such as grape garden tourism, cashew, coffee, cocoa, and mango cultivation, establishing coffee industries, and supplying coffee and cocoa.

The process of asset and access management aligns with previous research by Nugraha (2014), identifying stakeholder roles as Policy Creators, Coordinators, Facilitators, Implementers, and Accelerators. These findings contribute theoretically to understanding stakeholder roles and synergies. New findings include stakeholder roles as planners and the land office's role as an accelerator in access management, emphasizing the community's significant role in program success.

D. Conclusion

The Land Reform Program in Bilok Petung Village is a government initiative aimed at restructuring land ownership, use, and utilization in a more equitable manner through asset arrangement accompanied by access arrangement for the prosperity of the Indonesian people. The Land Reform activities are carried out through asset arrangement and access arrangement. Asset arrangement involves land redistribution schemes, while access arrangement involves community empowerment schemes such as the establishment of Agrarian Reform Villages. The Land Reform Program, comprising asset and access arrangement, involves cross-sectoral stakeholders in its implementation.

In asset arrangement, the involved institutions are divided into three levels: regional level institutions, district/city level institutions, and village level institutions. At the regional level, the institution involved is the Regional Office of ATR/BPN for West Nusa Tenggara Province. At the district level, it includes the Sub-District Office of East Lombok Regency and the Land Office Extension. At the village level, it involves the village government and its hierarchy.

Stakeholders involved in the implementation of the asset arrangement program in Bilok Petung Village consist of five main classifications: central level institutions, regional level institutions, district level institutions, village level institutions, and Civil Society Organizations (CSOs). The National RAN Team comprises the coordinating minister for Economic Affairs and the coordinating minister for Maritime Affairs and Investment. The Central GTRA is led by the Ministry of ATR/BPN.

At the provincial level, a provincial GTRA team is formed, led by the Governor of West Nusa Tenggara Province, with the daily GTRA Provincial implementation team chaired by the Head of the Regional Office of ATR/BPN for West Nusa Tenggara Province. At the district level, there is a District GTRA led by the Regent of East Lombok Regency, with the daily GTRA District implementation team chaired by the Head of the Sub-District Office of East Lombok Regency. The village-level institution involved in the implementation of access arrangement is the Bilok Petung Village Government.

Civil Society Organizations (CSOs) or individual consultants are experts or professionals appointed to carry out agrarian reform activities. This research also indicates the stakeholder roles in the agrarian reform program as policy makers, facilitators, coordinators, planners, implementers, mediators, and accelerators.

The research findings reveal the involvement of 11 stakeholders in the asset arrangement program and 13 stakeholders with primary roles in the access arrangement program. These findings are then mapped into four quadrants: (1) subject, (2) key players, (3) supporters, and (4) other followers.

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