



Juridical Review Of Landreform Land Object Redistribution In Bantarsari Village, Bantarsari Sub-District, Cilacap District

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Abstract

Land reform is defined as an effective way to achieve successful development because access to land is crucial for socio-economic development, poverty alleviation, and environmental sustainability. Apart from being a factor of production, the land is also a factor of wealth and prestige. And strength or power. Bantarsari Village, Bantarsari Sub-District, Cilacap District is one of the villages that conducts land object redistribution activities in land distribution and land certificates issuance. The redistribution of land objects has not been optimal, and this is because there are still many residents who do not have land certificates as proof of ownership. This research discusses how the juridical review and constraints in implementing land reform land objects' redistribution in Bantarsari Village, Bantarsari Sub-District, Cilacap District based on Presidential Regulation No. 86/2018. The method used in this study is the normative juridical method used. It came out through literature studies examining secondary data. The implementation of Agrarian Reform referred to in Article 5 paragraph (1) Presidential Regulation Number 86 of 2018 concerning Agrarian Reform including those carried out through the stages of wealth management referred to in Article 5 paragraph (1) letter a consists of land redistribution or asset legalization.

Keywords: Land Redistribution, Land reform, certificate

Abstrak

Landreform diartikan sebagai salah satu alat atau cara efektif untuk mewujudkan keberhasilan pembangunan, sebab akses terhadap tanah merupakan suatu yang sifatnya fundamental bagi pembangunan sosial ekonomi, pengurangan kemiskinan, dan bagi kelestarian lingkungan yang berkelanjutan, selain sebagai faktor produksi, tanah juga merupakan faktor kekayaan, prestise dan kekuatan atau kekuasaan. Desa Bantarsari Kecamatan Bantarsari Kabupaten Cilacap merupakan salah satu desa yang melakukan kegiatan redistribusi objek lahan dalam bentuk pembagian lahan dan penerbitan sertipikat tanah. Kegiatan redistribusi objek lahan tersebut belum berjalan optimal hal ini dikarenakan masih banyak warga yang sampai saat ini masih belum memiliki sertipikat tanah sebagai bukti kepemilikan. Penelitian ini membahas bagaimana tinjauan yuridis dan hambatan pelaksanaan redistribusi objek lahan landreform di Desa Bantarsari Kecamatan Bantarsari Kabupaten Cilacap berdasarkan Peraturan Presiden Nomor 86 Tahun 2018. Metode yang digunakan dalam penelitian ini yaitu Metode yuridis normatif dilakukan melalui studi pustaka yang menelaah data sekunder. Pelaksanaan Reformasi Agraria sebagaimana terdapat pada Pasal 5 ayat (1) Peraturan Presiden Nomor 86 Tahun 2018 Tentang Reforma Agraria termasuk di dalamnya dilaksanakan melalui tahapan penataan aset sebagaimana dimaksud dalam Pasal 5 ayat (1) huruf a terdiri atas redistribusi tanah atau legalisasi aset.

Kata kunci: Redistribusi Tanah, Landreform, Sertipikat

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I. Introduction

Indonesian land is a gift from God Almighty for the people, nation, and the State of Indonesia, which must be endeavored, utilized and used for the greatest prosperity of the people with economic value and magical-religious.¹ The land is a natural resource that is very important in developing goals as the 5th Pancasila precepts practice, creating social justice for

¹ John Salindeho, *Masalah Tanah dalam Pembangunan* (Ujung Pandang: Sinar Grafika, 2013), 23.

all Indonesian people.² The land function is limited to a live place's needs and a place for the social, political, and cultural development of a person and a community.³ It is guaranteed by the constitution in Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945), as a philosophy that can be used as a basis for policy in the Agrarian sector (land), which displays two keywords, namely that the State is an organization. Power obtains authority from the Indonesian people to control the earth (including land), water, and natural resources contained therein, and that the right to control from the State is used for the most excellent welfare of the people.⁴

The Indonesian State has positioned itself as a welfare state or known as a welfare state as stated in the fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia as the Indonesian State's goal, one of which is to advance public welfare. As a welfare state, the Indonesian State is not only a "night watchman" but must be able to improve the welfare of its people.⁵ One of them is through the empowerment of abandoned lands. The land should receive serious attention from the government to enforce control because many abandoned lands will disrupt development. Even though these abandoned lands, if used, can provide welfare to the community. Excessive land tenure by communities, which violates the provisions in some places, is always associated with a lack of legal awareness. That resulted in the inapplicability of sanctions on positive law due to the law's lack of public awareness. This problem is not solely due to the lack of legal awareness.⁶ For this reason, it is necessary to rearrange land use to realize land as a source of people's welfare to create a more just life, ensure the sustainability of Indonesia's social and national system, and strengthen social harmony. Optimizing the exploitation, use, and utilization of all land in Indonesia's territory is needed to improve the environment's quality, reduce poverty, create jobs, and improve food and energy security.

Agrarian reform is carried out in order to improve social justice and the welfare of the people. At the momentum of commemorating the birth of Law Number 5 of 1960 concerning the 58th Basic Agrarian Regulation, Presidential Regulation Number 86 of 2018 concerning Agrarian Reform was enacted. This Presidential Regulation states that Agrarian Reform is a restructuring of control, ownership, use, and utilization of land that is more equitable through asset management and is accompanied by structuring access for the Indonesian people's prosperity. The government formulates an agrarian reform policy, especially by carrying out land redistribution activities to address inequality in land tenure and improve smallholders' welfare.⁷

Since Presidential Regulation Number 86 of 2018 concerning Agrarian Reform, the government has implemented asset management and access arrangements. The asset arrangement that has been implemented includes land redistribution or asset legalization. Redistribution of land increases poor peasants' economic assets and increased political power and social participation; thus, agrarian reform aims to reduce poverty and unemployment and eliminate gaps, mostly political and social.⁸ Land redistribution of Landreform objects aims to achieve equal land ownership control, especially for farmers, with land redistribution. It is hoped that farmers will have land that economically can impact land productivity when used for farming. The cultivated land productivity is expected to increase farmers' income

² Nia Kurniati, "Penataan Penguasaan Tanah Milik Adat Melalui Pelaksanaan Kebijakan Landreform", *Bina Hukum Lingkungan*, Vol. 4, No.1 (2019): 154.

³ Sri Martini, Maiza Hazrina Ash-Shafikh, Nur Chirul Afif, "Implementasi Reforma Agraria terhadap Pemenuhan Harapan Masyarakat yang Bersengketa Lahan", *Bhumi Jurnal Agraria dan Pertanahan*, Vol. 5, No. 2, (2018): 150.

⁴ Maria Sumardjono, dkk, *Pengaturan Sumber Daya Alam di Indonesia, Antara yang Tersurat dan Tersirat*, (Yogyakarta: Gadjah Mada University Press, 2011), 4.

⁵ Ridwan HR., *Hukum Administrasi Negara*, Ed. Revisi. Cet. Ke-10 (Jakarta: Rajawali Pers, 2014), 14.

⁶ Fatimah, "Reforma Agraria Dalam Konteks Peningkatan Akses Kaum Tani Miskin terhadap Penguasaan Tanah di Indonesia", *Jurnal Hukum Samudra Keadilan*, Vol.10, No.2 (2015): 192.

⁷ Festi Kurniawati, Sri Kistiyah, Ahmad Nashih Luthfi, "Faktor-Faktor yang Mempengaruhi Keberhasilan Pelaksanaan Redistribusi Tanah Bekas Kawasan Hutan", *Jurnal Tunas Agraria*, Vol. 2, No.3 (2019): 2.

⁸ Berharnhard Limbong, *Reforma Agraria*, (Jakarta : MP Pustaka Margaritha, 2012), 1.

and impact farmers' welfare level receiving land redistribution. Apart from economic aspects, land redistribution also has socio-political and psychological objectives.⁹

One area that is implementing land redistribution is Bantasari Village, Bantarsari Sub-District, Cilacap District. The land redistribution program resulted in a change in land parcels from three land plots to 100 plots and 160 land parcels with land areas ranging from 70 hectares to 1,400 hectares. One of the reasons for the land redistribution program in this location is that since the land has been turned into a production forest area, it cannot benefit forest cultivators.¹⁰ The land redistribution program, which was implemented in 2014 in Bantasari Village, Bantarsari Sub-District, Cilacap District, has not been running optimally, so many residents still do not have land certificates as proof of ownership. Based on the above background, the writer is interested in conducting legal research entitled "Judicial Review of the Redistribution of Landreform Land Objects in Bantasari Village, Bantarsari Sub-District, Cilacap District. Based on Presidential Regulation Number 86 of 2018."

II. Research Problems

1. How is the juridical review of land reform land objects' redistribution in Bantasari Village, Bantarsari Sub-District, Cilacap District based on Presidential Regulation Number 86 of 2018?
2. What is the inhibiting factor for the redistribution of land reform land objects in Bantasari Village, Bantarsari Sub-District, Cilacap District based on Presidential Regulation Number 86 of 2018?

III. Research Methods

This research is legal (Legal Research) because it analyzes social problems from a legal perspective. Legal research is divided into two aspects, namely legal research with normative aspects and legal research with empirical aspects. This research approach method is normative juridical. The normative juridical method is carried out through literature studies that examine secondary data in the form of laws and regulations, court decisions, agreements, contracts, or other legal documents, research results, assessment results, and other references.¹¹ This research is supported by literature related to the problem under study¹². Data collection is carried out by library research to obtain data in documents and writings by tracing laws and regulations, documents, scientific literature, and research by experts. This study uses the primary source of secondary data or library materials. Secondary data includes primary legal materials, secondary legal materials, and tertiary legal materials. The data type is secondary data in qualitative data, which is then analyzed by the regulations relating to the problem under study.¹³ The research was conducted in the area of Bantasari Village, Bantarsari Sub-District, Cilacap District. The data collected and analyzed is then reviewed with a triangulation approach that aims to verify the correctness of the data obtained by researchers from different points of view.¹⁴

⁹ Sulaeman, *Redistribusi Tanah Objek Landreform dan Permasalahannya*, (Jakarta, Jurnal Ilmiah Badan Pertanahan, 2015), 1.

¹⁰ Lampiran surat Keputusan Kepala Kantor Wilayah Badan Pertanahan Nasional Nomor 443.1/KEP-33.14/1/2014 Tanggal 02 Januari 2014 tentang Perubahan Atas Lampiran Surat Keputusan Kepala Kantor Wilayah Badan Pertanahan Nasional Nomor 4.1/KEP-33.14/1/20014 Tanggal 02 Januari 2014 tentang Penetapan Lokasi Kegiatan Redistribusi Tanah Objek Landreform Provinsi Jawa Tengah Tahun Anggaran 2014.

¹¹ Badriyah Khaleed, *Legislative Drafting Teori dan Praktik Penyusunan Peraturan Perundang-undangan*, (Yogyakarta: Medpress Digital, 2014), 41.

¹² Salim HS., *Penerapan Hukum pada Penelitian Tesis dan Desertasi* (Jakarta : PT Rajagrafindo, 2013), 26.

¹³ Miles Mathew dan Michel Huberman, *Analisis Data Kualitatif : Buku Sumber tentang Metode-metode Baru* (Jakarta: UI Pres, 2014), 102.

¹⁴ Sugiyono, *Metodologi Penelitian Pendidikan*, (Bandung : Alfabeta, 2007), 303.

IV. Research Results And Discussions

1. Juridical Review of the Redistribution of Landreformed Land Objects in Bantarsari Village, Bantarsari Sub-District, Cilacap District Based on Presidential Regulation Number 86 of 2018 concerning Agrarian Reform

Land is vital for human life, so everyone will always try to own and control it. That can lead to a dispute regarding land in the community. Land problems in Indonesia cannot be handled and resolved using a legal approach alone, but with a holistic approach (comprehensive) such as politics, socio-culture, economy (welfare), and ecology. What is no less important is that authoritative and robust land institutions must support the handling and resolution of conflicts in the field, effective coordination between government agencies, technology-based land administration, and application of good governance principles, effective and efficient conflict management, coping strategies. And quick, precise, and practical solutions supported by reliable human resources with trained abilities, both at the central and regional levels.¹⁵ The Indonesian State has positioned itself as a welfare state or known as a welfare state as stated in the fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia as the Indonesian State's goal, one of which is to advance public welfare. As a welfare state, the Indonesian State is not only a "night watchman" but must be able to improve the welfare of its people. One of them is through the allotment of land from abandoned lands to reduce gaps in land ownership.

More than half a century since the Basic Agrarian Law No. 5 was born on September 24, 1960, land law enforcement has not been running as desired. For example, there is still land control that exceeds the provisions in various places, and it is always said that it is all caused by a lack of legal awareness in the community so that the sanctions contained in the applicable law cannot be applied because of the lack of public awareness regarding the law. Alone. This problem is not solely due to the lack of legal awareness, but first of all, it is a social, economic, and even political problem. Without trying to solve these problems, the enforcement of agrarian law, such as the provision of maximum boundaries on land, is challenging to hold. The redistribution program of agricultural land (Landreform) needs to be looked back to the poverty alleviation program's success that the government is intensively implementing. That is in line with the five-year national development target that wants to improve the Indonesian people's welfare and living standards. The agricultural land redistribution program suggests that land reform is an alternative to increasing farmers' income. Based on the right to control, the State aims for the greatest prosperity of the people. The power of the State includes all land in the Republic of Indonesia territory, whether land that is not or not yet or which has been hijacked with individual rights in law, which is called land which is directly controlled by the State, which is in Land administration shortened to State lands.¹⁶

The Agrarian Reform Program (Landreform), including land redistribution activities, is one of the government's efforts to overcome land tenure inequality to improve people's welfare. In connection with land redistribution activities, Land reform is defined as the restructuring of the exploitation, ownership, use, and utilization of agrarian sources, especially land, which can guarantee justice and increase the welfare of the people (mostly farmers) in a sustainable manner. The stipulation of Law Number 5 of 1960 concerning Basic Agrarian Principles (UUPA) by the government elaborates Article 33 paragraph (3) of the 1945 Constitution so that land management becomes more focused than before. This broad arrangement is reflected in Article 2 of the Basic Agrarian Law (UUPA), which states that a state that is given the right to control has the authority to:

¹⁵ Muhammad Ilham Arisaputra, "Penerapan Prinsip-Prinsip *Good Governance* dalam Penyelenggaraan Reforma Agraria di Indonesia", *Yuridika*, Vol. 28, No. 2 (2018): 188.

¹⁶ Boedi Harsono, *Hukum Agraria Indonesia (Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi dan Pelaksanaannya)*, (Jakarta : Djambatan, 2013), 3.

1. regulate and administer the allocation, use, supply, and maintenance of earth, water, and space.
2. Determine and regulate the legal relationships between people and earth, water, and space.
3. Determine and regulate legal relationships between people and legal actions regarding the earth, water, and space.

The regulation of land ownership and ownership is reflected in the Basic Agrarian Law (UUPA) article, namely Article 7, which prohibits large-scale land control contrary to the people's interests. Article 10 paragraph (10) stipulates that each owner of the right to agricultural land must cultivate his land. Article 17 stipulates that the maximum and minimum limits of land that one family member can control must be regulated. One of the realizations of the objectives of Landreform is the implementation of a land redistribution program. Considering that land in the territory of the Republic of Indonesia is God Almighty's gift to all Indonesians, which at the highest level is controlled by the State for the most significant benefit of the people, the government realizes the need to create an even distribution of the structure of control, ownership, use, and utilization of land. The realization of this regulation's objective is to achieve the greatest possible prosperity for the people through the Landreform program. Land redistribution is one of the Landreform programs. Land reform has been legalized since 1961 with the enactment of Law Number 56/prp/1960 concerning the Determination of Agricultural Land Areas (Law Number 56/prp/1960) as a regulation formed based on the mandate of the Basic Agrarian Law.¹⁷ Law Number. 56/prp/1960 is further elaborated in Government Regulation Number 224 of 1961 concerning Land Distribution and Compensation implementation.¹⁸ Therefore it is necessary to regulate agrarian reform to improve social justice and people's welfare. Then the Presidential Regulation Number 86 of 2018 concerning Agrarian Reform was enacted.

Since Presidential Regulation Number 86 of 2018 concerning Agrarian Reform, the government has implemented asset management and access arrangements. The asset arrangement that has been implemented includes land redistribution; or asset legalization. The implementation of Agrarian Reform as contained in Article 5 paragraph (1) of Presidential Regulation Number 86 of 2018 concerning Agrarian Reform includes which it is carried out through the stages of structuring assets and structuring access. As referred to in Article 5 paragraph (1) letter, Asset management consists of land redistribution or asset legalization. Regarding land redistribution, it has been mentioned in Presidential Regulation Number 86 of 2018 concerning Agrarian Reform in Article 6 to Article 12, which is one of the government's efforts to overcome the problem of inequality in land tenure to improve people's welfare. This Presidential Regulation formulates that agrarian reform is the restructuring of control, ownership, use, and utilization of land that is more equitable through asset management and is accompanied by structuring access for the Indonesian people's prosperity. The purpose of agrarian reform is to reduce inequality in land tenure and ownership to create justice, handle agrarian disputes and conflicts, and create sources of prosperity and welfare for agrarian-based communities through controlling control, ownership, use, and utilization of land. Another purpose of agrarian reform is creating jobs to reduce poverty, improve people's access to economic resources, increase food security and sovereignty, and improve and maintain the quality of the environment.¹⁹

Bantasari Village, Bantarsari Sub-District, Cilacap District is one of the areas implementing the land redistribution program. One of the reasons for the land redistribution program in this location is that since the land has been turned into a production forest area, it

¹⁷ Handy Novprastya, "Kajian tentang Redistribusi Tanah Objek Landreform di Kabupaten Rembang", *Jurnal Geodesi Undip*, Vol 3, No 4, (ISSN : 2337-845X), 2014: 6.

¹⁸ Ali Achmad Chomzah, *Hukum Pertanahan: Seri III Penyelesaian Sengketa Tanah dan Pengadaan Tanah untuk Instansi Pemerintah* (Jakarta: Prestasi Pustaka, 2016), 16.

¹⁹ Endang Pandamdari, "Harapan Sejahtera dan Adil Melalui Peraturan Presiden B nomor 36 Tahun 2018 Tentang Reforma Agraria, *Jurnal Hukum Pidana dan Pembangunan Hukum*", Vol. 1., No. 2, (2019) ISSN : 2654-7341, 3.

cannot provide economic benefits for forest cultivators. Therefore, the land redistribution program that has been implemented since 2014 has helped the community, especially the tenants, to increase their economic level and provide guarantees of legal certainty and rights through a certificate of ownership rights to redistributed land. The status of land rights ownership is carried out based on reports on the implementation of land redistribution in Bantarsari Village, Bantarsari Sub-District, Cilacap District Land redistribution activities are under the basic principles of land redistribution in applicable regulations. Namely, distributing land fairly and evenly to improve the people's socio-economic conditions and achieve equity. Development in the agricultural sector. The status of ownership of land rights after the land redistribution process, namely ownership rights as evidenced by a certificate of ownership rights and given to the participants of land redistribution but in the process of issuing certificates to the community as legal standing for land ownership of the objects of land redistribution has not been running optimally. It can be seen from the fact that many residents still do not have land certificates as evidence of land ownership from the redistribution activity.²⁰

2. Inhibiting Factors for the Redistribution of Landreform Land Objects in Bantarsari Village, Bantarsari Sub-District, Cilacap District Based on Presidential Regulation Number 86 of 2018 concerning Agrarian Reform

Implementation of the redistribution of land reform objects activities in Bantarsari Village, Bantarsari Sub-District, Cilacap District did not escape the various obstacles. Such as the understanding of the community (farmers or tenants) about the use and purpose of certificates as evidence of land rights is still low. It is evident when officers identify subjects and objects, and there are still many who are not willing and even refuse to certify their land. The community considers that the land they own or own does not require a certificate. After all, without a certificate, the surrounding community knows that the land is controlled or owned by the local community itself because the people who control the land are actively cultivating and destroying the land themselves so that it can prove that they are already own the land, so there is no need to arrange for the issuance of a certificate for the land. The community is also less enthusiastic about applying Landreform land objects' redistribution due to a lack of understanding of the land certificate and disagreements regarding the transfer period of land rights that the National Land Agency or BPN has determined. Provisions for the transfer of land rights, namely the transfer of land rights, can only be implemented ten years after the certificate's ownership. Besides, the proof of land ownership of the recipient farmers is still weak because the recipient farmers did not re-register the redistribution land and the lack of understanding of the recipient farmers of the redistribution activities so that many of the recipient farmers do not have certificates.

Lack of coordination between agencies authorized in redistributing land for land reform objects and no guidance carried out by related parties to employees and farmers who receive redistribution after redistribution is carried out. The guidance itself is carried out to assist and learning to farmers receiving redistribution to make the redistribution land the best use to increase their yields and open up better market opportunities for recipient farmers to distribute their harvest.²¹

V. Conclusion

The Agrarian Reform Program (Landreform), which includes land redistribution activities, is one of the government's efforts to overcome land tenure inequality to improve people's welfare. In connection with land redistribution activities, Land reform is defined as the

²⁰ The results of interviews with Bantarsari Village, Bantarsari Sub-District, Cilacap District were held on December 18, 2020, at 11:00 am.

²¹ *Ibid.*

restructuring of the exploitation, ownership, use, and utilization of agrarian sources, especially land, which can guarantee justice and increase the welfare of the people (mostly farmers) in a sustainable manner. Considering that land within the territory of the Republic of Indonesia is God Almighty's gift to all Indonesians, which at the highest level is controlled by the State for the most significant benefit for the people, the government realizes the need to create an even distribution of the structure of control, ownership, use, and utilization of land. Therefore it is necessary to regulate agrarian reform to improve social justice and people's welfare. Then the Presidential Regulation Number 86 of 2018 concerning Agrarian Reform was enacted. The Presidential Regulation states that agrarian reform is the restructuring of control, ownership, use, and utilization of land that is more equitable through Asset Management and accompanied by structuring access for the Indonesian people's prosperity. Since Presidential Regulation Number 86 of 2018 concerning Agrarian Reform, the government has implemented asset management and access arrangements. The asset arrangement that has been implemented includes land redistribution; or asset legalization. The implementation of Agrarian Reform as contained in Article 5 paragraph (1) of Presidential Regulation Number 86 of 2018 concerning Agrarian Reform includes which it is carried out through the stages of structuring assets and structuring access. As referred to in Article 5 paragraph (1) letter, Asset management consists of land redistribution or asset legalization. Regarding land redistribution, it has been mentioned in Presidential Regulation Number 86 of 2018 concerning Agrarian Reform in Article 6 to Article 12, which is one of the government's efforts to overcome the problem of inequality of land tenure to improve people's welfare.

There are inhibiting factors for implementing land reform land objects in Bantasari Village, Bantasari Sub-District, Cilacap District did not escape from the various obstacles that occur. Namely, the community's understanding (farmers or cultivators) about the certificate's use and purpose as evidence of land rights is still low, lacking enthusiasm for redistribution requests. Land reform objects lack understanding from the community about land certificates, the slow process of obtaining certificates due to the government's limited budget, and evidence of land ownership for recipient farmers is still weak because recipient farmers do not re-register the redistribution land.

VI. Suggestions

The Cilacap District Government needs to make special regulations in the form of regional regulations that further regulate the implementation of the redistribution of land reform land objects, which then the Cilacap District government needs to approach and coordinate with related agencies to enforce these regional regulations and conduct socialization to the community so that they have legal awareness.

The Regional Government of Cilacap Regency is expected to provide more massive guidance to related agencies' employees to improve the quality of better personnel quality. The implementation process of making land certificates for land reform objects can be maximized. This guidance is intended so that during the technical implementation in the field, the agency's employees can run quickly and precisely to help the community or farmers receive the redistribution of land reform land objects in making a certificate.

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