

Implementation of Agrarian Reform in Realizing People's Justice and Welfare (Case Study at BPN Deli Serdang Regency)

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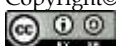
Abstract

This study aims to analyze the implementation of Agrarian Reform by The National Land Agency (BPN) of Deli Serdang Regency in the 2020–2025 period and identify the main obstacles faced and efforts to solve them. This research uses a type of qualitative research with the nature of empirical juridical research, namely examining the legal provisions that govern Agrarian Reform and relating it to implementation practices in the field. The research data was obtained through in-depth interviews with officials and apparatus of the Deli Serdang Regency BPN, documentation studies, and tracing of relevant laws and regulations. The results of the study show that the implementation of Agrarian Reform in Deli Serdang Regency has been carried out systematically and guided by the national regulatory framework, especially the Basic Agrarian Law and Presidential Regulation Number 62 of 2023 concerning the Acceleration of the Implementation of Agrarian Reform. The implementation of Agrarian Reform is realized through asset legalization, land redistribution, and access arrangement that is integrated with the Complete Systematic Land Registration (PTSL) program and coordinated through the Agrarian Reform Task Force. The main obstacles faced include low community participation in several locations as well as the complexity of physical and juridical data that has the potential to cause land disputes. Efforts to resolve it are carried out through strengthening cross-sector coordination, increasing socialization to the community, and applying the principle of prudence by ensuring that the objects and subjects of Agrarian Reform are in a clean and clear condition. This research is expected to make an academic and practical contribution to the development of more effective and equitable Agrarian Reform policies.

Keywords: *Agrarian Reform, National Land Agency, Policy Implementation, Land Redistribution.*

Abstrak

Studi ini bertujuan untuk menganalisis implementasi Reformasi Agraria oleh Badan Pertanahan Nasional (BPN) Kabupaten Deli Serdang pada periode 2020–2025 dan mengidentifikasi kendala utama yang dihadapi serta upaya untuk mengatasinya. Penelitian ini menggunakan jenis penelitian kualitatif dengan sifat penelitian hukum empiris, yaitu meneliti ketentuan hukum yang mengatur Reformasi Agraria dan menghubungkannya dengan praktik implementasi di lapangan. Data penelitian diperoleh melalui wawancara mendalam dengan pejabat dan aparat BPN Kabupaten Deli Serdang, studi dokumentasi, dan penelusuran undang-undang dan peraturan terkait. Hasil penelitian menunjukkan bahwa implementasi Reformasi Agraria di Kabupaten Deli Serdang telah dilakukan secara sistematis dan dipandu oleh kerangka peraturan nasional, terutama Undang-Undang Agraria Dasar dan Peraturan Presiden Nomor 62 Tahun 2023 tentang Percepatan Pelaksanaan Reformasi Agraria. Implementasi Reformasi Agraria diwujudkan melalui legalisasi aset, redistribusi lahan, dan pengaturan akses yang terintegrasi dengan program Pendaftaran Tanah Sistematis



Lengkap (PTSL) dan dikoordinasikan melalui Gugus Tugas Reformasi Agraria. Kendala utama yang dihadapi meliputi rendahnya partisipasi masyarakat di beberapa lokasi serta kompleksitas data fisik dan yuridis yang berpotensi menimbulkan sengketa tanah. Upaya untuk mengatasinya dilakukan melalui penguatan koordinasi lintas sektor, peningkatan sosialisasi kepada masyarakat, dan penerapan prinsip kehati-hatian dengan memastikan bahwa objek dan subjek Reformasi Agraria berada dalam kondisi bersih dan jelas. Penelitian ini diharapkan dapat memberikan kontribusi akademis dan praktis terhadap pengembangan kebijakan Reformasi Agraria yang lebih efektif dan adil.

Kata kunci: Badan Pertanahan Nasional, Reformasi Agraria, Implementasi Kebijakan, Redistribusi Lahan.

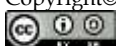
Introduction

Agrarian reform is a strategic state policy instrument aimed at creating social justice and improving public welfare by restructuring land ownership, control, use, and utilization. This policy is rooted in Law Number 5 of 1960 concerning Basic Agrarian Regulations (UUPA), specifically Article 2, which affirms the state's right to control land, water, and airspace, along with the natural resources contained therein, for the greatest possible prosperity of the people. (Harsono, 1998). This provision places the state as the primary regulator in agrarian management to ensure equitable land distribution.

Inequality in land ownership remains a fundamental problem in the social and economic structure of Indonesian society. The majority of people, particularly those in low-income groups, have limited access to land as a source of livelihood, while land ownership remains concentrated in the hands of a small group. This situation not only widens socioeconomic disparities but also triggers various agrarian conflicts that have the potential to disrupt social stability (Bambang, 2012). Therefore, agrarian reform is seen as a systematic effort to reorganize agrarian relations in order to create social justice and legal certainty for the rights of the people. To strengthen the implementation of agrarian reform, the government issued Presidential Regulation No. 86 of 2018 concerning Agrarian Reform, which was later revoked and replaced by Presidential Regulation No. 62 of 2023 concerning the Acceleration of Agrarian Reform Implementation. This new Presidential Regulation was enacted in response to the need to accelerate and strengthen the implementation of agrarian reform through a more comprehensive, integrated, and participatory approach. (Indonesia, 2023).

The promulgation of the UUPA in 1960 marked the beginning of the implementation of agrarian reform. Agrarian reform, or land reform, is the change and renewal of the agrarian structure in Indonesia. Land reform is a principle in the LoGA that outlines the goal of creating a new land ownership structure. (Medaline, Rafianti, & Sembiring, Mapping Community Land in North Sumatra through the Implementation of Agrarian Reform, 2021). Deli Serdang Regency is a region with complex agrarian dynamics. A long history of land ownership influenced by colonial policies, changes in economic structure, and the development of the industrial and plantation sectors has created an uneven pattern of land ownership. Land conflicts in this region frequently occur, both between communities and the government and the private sector, demanding equitable resolution through agrarian reform policies (Serdang, 2025). In addition, there are still many plots of land that have not been officially registered, which has an impact on weak legal certainty and recognition of land rights for the community.

The National Land Agency (BPN) plays a central role in implementing agrarian reform. Based on the 1960 UUPA and Government Regulation No. 24 of 1997 concerning Land Registration, the BPN is authorized to organize land registration, manage land administration, and resolve agrarian disputes. Furthermore, Presidential Regulation No. 62 of 2023



emphasizes that the implementation of agrarian reform is a shared responsibility between ministries, non-ministerial government agencies, regional governments, and relevant officials, in accordance with their respective duties and authorities. (Lusiana, 2012). In this context, the effectiveness of the BPN's performance is very important in determining the success of the implementation of agrarian reform, especially in land redistribution and land registration activities. (Indonesia, 2023)

Presidential Regulation No. 62 of 2023 introduces several new provisions not included in previous regulations. Strategies to accelerate agrarian reform include asset legalization, land redistribution, economic empowerment of agrarian reform subjects, institutional strengthening, and increased public participation (Limbong, 2022). In addition, the scope of agrarian reform subjects has been expanded to include not only individuals but also community groups with collective ownership, customary law communities, and legal entities. The main objectives of this policy are to realize a just economy, meet the target of providing land for agrarian reform, resolve agrarian conflicts, and increase the economic capacity of agrarian reform subjects. (Jumaiyah, 2022). In practice, the acceleration of agrarian reform is also linked to the Complete Systematic Land Registration (PTSL) program, a legalization instrument aimed at providing legal certainty over land ownership. The implementation of this policy in Deli Serdang Regency, particularly in the 2020–2025 period, requires in-depth analysis to assess the effectiveness of the regulation, the challenges faced by the local Land Office, and its impact on conflict resolution and improving community welfare.

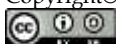
Thus, research on the implementation of Presidential Regulation No. 62 of 2023 in Deli Serdang Regency is crucial for assessing the effectiveness of agrarian reform policies in the local context. This study is expected to provide strategic recommendations for optimizing land management and redistribution, strengthening digitalization and monitoring of PTSL (Land Use System), and fostering synergy between local governments, the National Land Agency (BPN), and other stakeholders to empower the community's economy and achieve sustainable agrarian reform goals.

Methods Research

Legal Research is a research falls into the legal research category because it focuses on analyzing legal regulations and policies related to the implementation of agrarian reform, particularly land redistribution and comprehensive systematic land registration. This research falls into the legal research category with an empirical juridical approach, combining legal analysis (juridical) with field studies (empirical) (Muhaimin, 2020) to understand the implementation of agrarian reform in realizing justice and people's welfare, a case study at the Deli Serdang Regency Land Agency (BPN) in 2020-2025.

This research will use a legal research method with an Empirical Juridical approach, which combines legal analysis and field studies. Data will be obtained through literature studies, analysis of UUPA Number 5 of 1960, Presidential Regulation Number 86 of 2018, Presidential Regulation Number 62 of 2023 and interviews with relevant parties. The research involves a literature review on agrarian reform, regulations on abandoned land, and policies related to land use. Analysis of regulatory and policy documents related to the handling of abandoned land and land use (Hardani, 2020). After the data is completely collected, the next stage that is needed is the data analysis stage. Where in this writing we use a qualitative descriptive type, which is to compare existing legal provisions with practices that occur in the field (Yulianto, 2016)

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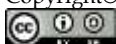
Results and Discussion

Based on the results of an in-depth interview with Mrs. Inneke Tania Arsyad, S.H., M.Kn as the Head of the Administration Sub-Division of the Deli Serdang Regency Land Office, a comprehensive picture was obtained regarding the implementation of Agrarian Reform in Deli Serdang Regency in the 2020–2025 period. The implementation of Agrarian Reform is understood as a structured process, guided by national regulations, and carried out through cross-sector coordination to achieve the goals of asset management and access arrangement for the community.

In terms of implementation strategy, BPN Deli Serdang Regency carries out Agrarian Reform by referring to the Technical Guidelines (Juknis) set by the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN), as well as directions from the BPN Regional Office of North Sumatra Province. The strategy is designed hierarchically and operationally, where central policies are translated into technical measures at the district level. One of the key strategies emphasized is strengthening coordination and collaboration with stakeholders, both local governments, village officials, and other related agencies. This collaboration is seen as the main prerequisite for the implementation of Agrarian Reform to run effectively and according to the target.

Regarding the process of identifying and determining Agrarian Reform targets, BPN Deli Serdang Regency received targets which were the result of accumulation and distribution (breakdown) from the BPN Regional Office of North Sumatra Province, which was previously set by the Ministry of ATR/BPN. In addition to these top-down targets, the Land Office can also propose locations or targets based on evaluations and needs in previous years. The Agrarian Reform Program is then implemented in accordance with the applicable Technical Guidelines, while the evaluation process is carried out on an ongoing basis by the North Sumatra Province BPN Regional Office through a monitoring mechanism, periodic reports, and direct visits to the Land Office

The Agrarian Reform Program implemented by BPN Deli Serdang Regency during the research period includes the legalization of assets through land redistribution activities, as well as the handling of Access to Agrarian Reform. The handling of access is carried out through several stages, namely social mapping as the initial phase, business assistance facilitation, and marketing access facilitation. All of these programs are carried out guided by the technical provisions that have been set, and the evaluation mechanism follows the same



pattern as program evaluation in general, namely through supervision and assessment by the Provincial BPN Regional Office.

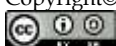
Community participation in the implementation of Agrarian Reform is guaranteed through the preparation and counseling stages that always precede the implementation of the program. In this stage, the community is given an understanding of the goals, benefits, and mechanisms of Agrarian Reform, as well as encouraged to be proactive. The Deli Serdang Regency BPN also emphasized the importance of the role of village officials and related agencies in bridging communication with the community, so that community involvement can be built optimally.

In terms of achievements, the implementation of Agrarian Reform in Deli Serdang Regency has shown significant results. In the 2020–2025 period, the Deli Serdang Regency National Land Agency (BPN) has carried out land certification through the land redistribution program and Complete Systematic Land Registration (PTSL) for approximately 30,850 plots. Furthermore, the handling of Agrarian Reform Access has been implemented through three phases: social mapping, business mentoring facilitation, and marketing access facilitation, with an empowerment model based on cross-sector collaboration. Measurement of the success of the land redistribution program is based on achieving certification targets and handing over certificates to rights recipients, while the success of access management is measured through follow-up on the results of social mapping conducted with stakeholders, such as the Cooperatives and SMEs Office, the Agriculture Office, and universities.

In implementing Agrarian Reform, the Deli Serdang Regency Land Agency (BPN) also faced various obstacles. In the aspect of land certification through land redistribution, the main obstacle was the still low public interest. This obstacle was overcome through a persuasive approach and increased socialization by involving village governments. Meanwhile, in handling Access to Agrarian Reform, obstacles arose in determining locations and adjusting schedules between agencies, which impacted on limited access to direct intervention from related agencies. To overcome these obstacles, the Deli Serdang Regency BPN reiterated that cross-sector coordination and collaboration are the main strategies. In terms of handling land disputes and conflicts that arise during the Agrarian Reform process, the Deli Serdang Regency BPN is guided by the provisions of applicable laws and regulations, specifically the Minister of Agrarian Affairs and Spatial Planning Regulation Number 21 of 2020 concerning the Handling and Settlement of Land Cases. The procedures stipulated in this regulation serve as the main reference in resolving disputes, both involving legal entities and individuals and between individuals.

Efforts to raise public awareness of the importance of Agrarian Reform are carried out through outreach and education activities at every stage of the program. Outreach materials focus on the importance of asset management and access management as instruments for improving community welfare. In addition to face-to-face meetings, the Deli Serdang Regency Land Agency (BPN) also utilizes social media as a means of disseminating information. Transparency and accountability in the implementation of Agrarian Reform are maintained through open information dissemination to the public at every stage of the program, particularly in the land redistribution program. Outreach activities conducted at program locations serve as the primary means of explaining the mechanisms, rights, and obligations of the community in accordance with the Activity Implementation Guidelines.

In the context of improving community welfare, the Deli Serdang Regency National Land Agency (BPN) plays a key role in providing legal certainty over land rights through land certification. Land certificate ownership is expected to increase the sense of security, increase the economic value of the land, and open up community access to capital. Furthermore,



through its handling of Agrarian Reform Access, the BPN acts as a facilitator, bridging communities with various stakeholders to gain access to businesses and economic empowerment. Cross-sector coordination in the implementation of Agrarian Reform is facilitated through the Agrarian Reform Task Force (GTRA), established under Presidential Regulation No. 62 of 2023 concerning the Acceleration of Agrarian Reform Implementation. The GTRA, chaired by the Regent and involving the Land Office and relevant agencies at the district level, serves as a strategic platform for enhancing integration and synergy between agencies.

The challenges in increasing human resource capacity primarily relate to understanding the regulations and technical aspects of Agrarian Reform implementation. To address these challenges, the Ministry of ATR/BPN and the North Sumatra Provincial BPN Regional Office regularly hold coordination, monitoring, and evaluation meetings involving various agencies. These efforts aim to strengthen understanding, coordination, and collaboration in the implementation of Agrarian Reform.

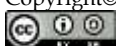
Overall, the sustainability of Agrarian Reform in Deli Serdang Regency is being pursued through an integration of asset management and access management. Locations targeted for land certification are expected to be followed up as locations for Agrarian Reform Access management based on community economic empowerment. A cluster-based and phase-based approach, from social mapping to facilitating business mentoring, is a key strategy to ensure that Agrarian Reform not only provides short-term benefits but also has a sustainable impact on improving community welfare.

Based on the results of an in-depth interview with Mrs. Inneke Tania Arsyad, S.H., M.Kn., as Head of the Administrative Sub-Division of the Deli Serdang Regency Land Office, the implementation of the Complete Systematic Land Registration Program (PTSL) in Deli Serdang Regency from 2020 to 2025 showed significant progress. The PTSL program is implemented sustainably as part of the national strategic policy in the land sector, which aims to provide legal certainty of land rights to the community in a comprehensive and systematic manner.

The PTSL (Complete Land Acquisition) program in Deli Serdang Regency is implemented through formal mechanisms as stipulated in laws and regulations, including the formation of an adjudication committee, community outreach, collection of physical and legal data, land measurement and mapping, and the issuance of land title certificates. Between 2020 and 2025, the program successfully certified hundreds of thousands of land parcels, demonstrating significant performance in supporting the asset legalization and agrarian reform agenda.

However, during its implementation, PTSL in Deli Serdang Regency faces various challenges, particularly in the physical and legal data collection stages. From a legal data perspective, the main obstacle is the limited reach of program outreach to the community. PTSL outreach is generally focused on the villages or sub-districts serving as program locations in the current year, resulting in communities outside these locations still not understanding the existence and importance of PTSL, including the benefits of land ownership certificates as legal evidence.

Furthermore, many residents lack adequate proof of land ownership. The only evidence they possess is often informal documents such as sales receipts, land titles, or land titles that have not been legally validated. Another significant issue is the discrepancy or inconsistency of identity, particularly for land that has not been legally inherited even though the original owner has died. Obstacles are also encountered with land that is an agency asset or a village asset, for which not all land has complete administrative documentation. The



community's limited legal understanding regarding the importance of legal evidence also complicates the data collection process, as residents are often unprepared when the data collection process is carried out.

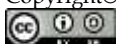
In terms of physical data, challenges include unclear land boundaries based solely on verbal agreements between neighbors. This situation makes it difficult for surveyors to establish accurate boundaries. Landowners or witnesses are often absent during measurements, requiring the measurement process to be postponed or repeated, ultimately delaying completion. Furthermore, difficult access to measurement locations and weather factors, such as rain, also hamper the smooth collection of physical data. Physical disputes in the field, such as land controlled by other parties, cultivated land, or land with unclear ownership status, are also common. To ensure the validity of the subject and object before issuing a PTSL certificate, the Deli Serdang Regency Land Office implements a multi-layered verification mechanism. Subject validation is carried out by checking the applicant's official identity, such as an ID card, family card, power of attorney if represented, and inheritance documents if the landowner has died. This check aims to ensure the applicant's identity matches the submitted documents and the clarity of legal relationships in inheritance cases.

In addition, evidence of ownership or land tenure history is also examined, such as statements of physical ownership (sporadic), deed of gift, inheritance certificate, and court decisions if there has been a previous dispute. BPN officers or the Legal Task Force conduct direct clarification with the applicant and witnesses to trace the history of land tenure, ensure there are no claims from other parties, and match the applicant's identity with physical ownership in the field. In this process, the involvement of witnesses, at least the RT or RW head, village officials, and neighbors living directly adjacent to the land, is a crucial element.

As part of its public oversight mechanism, the National Land Agency (BPN) also announces legal data for 14 days at the local village or sub-district office. This stage provides the public with the opportunity to file objections if there are any discrepancies or claims regarding the registered land. If no objections are received during the announcement period, the legal data is deemed correct and can proceed to the next stage. This process serves as an important filter to prevent the emergence of fictitious applicants or multiple claims to a single land object.

Land object validation is carried out through measurement and boundary determination by a surveying team, involving the landowner and adjacent parties. All parties are required to sign a boundary report as a form of mutual agreement. Furthermore, the National Land Agency (BPN) conducts a land status check to ensure that the object is not located within a forest area, is not a state asset or another agency's asset, is not waqf land, is not village land, and is not currently in dispute. If the land status is unclear, the PTSL process will be postponed until legal certainty is obtained. Before a certificate is issued, final validation is performed, including ensuring alignment between physical and legal data, document validity checks, signature checks by authorized officials, and verification through the computerized land management system (KKP). A new certificate can be issued if all these stages have been declared compliant. Thus, the validity of the subjects and objects in PTSL is guaranteed through a series of administrative, field, publication, system validation, and final approval processes.

Coordination between the Deli Serdang Regency Land Office and village or sub-district governments is a key factor in the successful implementation of PTSL. This coordination includes the socialization and site planning stages, the collection of village administrative data, assistance with measurement activities, the collection of legal documents, the announcement of results within 14 days, the resolution of community objections, and the



submission and data collection of certificates. According to Mrs. Inneke Tania Arsyad, the working relationship between the Deli Serdang Regency Land Agency (BPN) and village or sub-district governments has been harmonious and synergistic.

Regarding disputes or objections arising in the PTSL process, conflicts most often arise over land boundaries and ownership. Dispute resolution is carried out in stages and in a hierarchical manner. The first stage is carried out through mediation at the village level through community deliberations to reach an agreement. If no agreement is reached, the resolution is continued through mediation by the National Land Agency (BPN), involving an adjudication committee to verify evidence, witnesses, and existing documents. Under certain circumstances, the issuance of the certificate can be postponed until the dispute is resolved. If deliberations are unsuccessful, resolution is pursued through legal channels in court. Furthermore, if a new dispute arises after the certificate has been issued, the BPN can carry out an administrative cancellation in accordance with applicable laws and regulations.

Overall, the implementation of PTSL in Deli Serdang Regency from 2020 to 2025 demonstrates the government's systematic efforts to provide legal certainty over land rights, despite still facing various technical and social challenges. Cross-sectoral coordination, community participation, and verification and dispute resolution mechanisms are crucial elements in maintaining the quality and legitimacy of PTSL outcomes in the region.

Based on the results of an interview with Sidik Perlindungan HS, A.Md. (Land Manager) at the Deli Serdang Regency Land Office, an overview of the implementation of Agrarian Reform during the 2020–2025 period was obtained. The implementation of Agrarian Reform in Deli Serdang Regency was carried out in accordance with the Technical Guidelines stipulated by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency as well as directives from the North Sumatra Province BPN Regional Office. The main strategy implemented emphasized the importance of cross-sector coordination and collaboration, particularly with local governments, village officials, and other stakeholders to ensure the smooth running of the program. The following data shows the realization of the agrarian reform program in Deli Serdang Regency.

Table 1. Targets and Realization of the Certification Program through Land Redistribution 2020 - 2025, Deli Serdang Regency National Land Agency Office

No	Year	Target Field	Field Realization	Keterangan
1	2020	0	0	Covid
2	2021	6.000	6.000	
3	2022	3.500	3.500	
4	2023	1.000	1.000	
5	2024	1.100	1.100	
6	2025	0	0	
	Total	11.600	11.600	

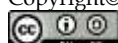


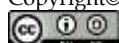
Table 2. Targets and Realization of the 2022-2025 Agrarian Reform Access Handling Program, Deli Serdang Regency BPN Office

No	Year	Activity Program	Target (KK)	Realization (KK)
1	2022	Access to Agrarian Reform/Phase 1 (Pematang Juhar Village)	200	200
		Business Mentoring Facilitation/Phase 2 (Denai Lama Village)	100	100
2	2023	Access to Agrarian Reform/Phase 1 (Jati Kesuma Village)	100	100
		Business Mentoring Facilitation/Phase 2 (Pematang Juhar)	200	200
		Marketing Access Facilitation/Phase 3 (Denai Lama Village)	100	100
3	2024	Business Mentoring Facilitation/Phase 2 (Jati Kesuma Village)	100	100
		Access to Agrarian Reform/Phase 1 (Tanjung Rejo Village)	100	100
		Access to Agrarian Reform/Phase 1 (Sidodadi Ramunia Village)	100	100
		Marketing Access Facilitation/Phase 3 (Pematang Juhar Village)	100	100
4	2025	Business Mentoring Facilitation/Phase 2 (Tanjung Rejo Village)	100	100
		Business Mentoring Facilitation/Phase 2 (Sidodadi Ramunia Village)	100	100
		Access to Agrarian Reform/Phase 1 (East Sambirejo Village)	100	100

Agrarian Reform recipients are determined in accordance with Presidential Regulation Number 62 of 2023, namely Indonesian citizens aged at least 18 years and residing or willing to reside in the land redistribution target area within a sub-district. The selection of recipients and recipients is carried out selectively, taking into account the principles of equity and justice.

The Agrarian Reform program implemented includes asset legalization through Land Redistribution and Complete Systematic Land Registration (PTSL), as well as handling access to Agrarian Reform. By 2025, approximately 30,850 plots of land had been successfully certified. Furthermore, access management is implemented through social mapping, business mentoring, and marketing access facilitation, involving various relevant agencies, such as the Cooperatives and SMEs Office, the Agriculture Office, and universities.

Community involvement has been carried out from the initial stage through outreach and program outreach, with the aim of encouraging active public participation. In its implementation, the National Land Agency (BPN) prioritizes the principle of clean and clear



physical and legal data. If disputes or objections arise, they are resolved according to the mechanisms stipulated in Ministerial Regulation No. 21 of 2020.

Program evaluation and monitoring are carried out periodically by the North Sumatra Provincial BPN Regional Office, through routine reports, field visits, and evaluation meetings. Evaluation results indicate that the main obstacle to land redistribution is low community interest in some locations. However, this can be overcome by establishing alternative locations to meet program targets. Overall, Agrarian Reform in Deli Serdang Regency has contributed to increasing legal certainty of land rights and opening up economic access for the community through cross-sector collaboration. Going forward, increased coordination and collaboration between agencies is seen as a key strategy to strengthen the effectiveness of Agrarian Reform implementation.

Discussion

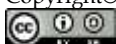
Implementation of Agrarian Reform by the National Land Agency of Deli Serdang Regency for the 2020–2025 Period

The implementation of Agrarian Reform by the National Land Agency of Deli Serdang Regency in the 2020–2025 period is a manifestation of the implementation of state policy in organizing control, ownership, use, and utilization of land to realize agrarian justice and improve community welfare. The implementation of this program is based on the national legal framework, specifically Law Number 5 of 1960 concerning Basic Agrarian Principles, Presidential Regulation Number 62 of 2023 concerning the Acceleration of the Implementation of Agrarian Reform, as well as technical instructions issued by the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency. In practice, the BPN of Deli Serdang Regency implements Agrarian Reform by referring to the direction of the BPN Regional Office of North Sumatra Province and places cross-sector coordination and collaboration as the main strategy in ensuring the effectiveness of policy implementation.

Since the issuance of this decree, the term agrarian reform has begun to be used officially in national policy, even though academically the concept of agrarian reform has long been known and discussed as an instrument for changing the agrarian structure (Irianto, Rafianti, & Siregar, 2025). In the national development planning document, agrarian reform is designated as a priority program whose implementation will continue until 2024. This program is explicitly stated in Presidential Regulation Number 61 of 2019 concerning the 2020 Government Work Plan.

The Agrarian Reform implementation strategy in Deli Serdang Regency demonstrates a structured and administrative approach, emphasizing compliance with regulations and strengthening cooperation with local governments, village governments, and the Agrarian Reform Task Force. This work pattern aligns with Nugroho's view that public policy implementation is strongly influenced by the clarity of the roles of implementing actors and synergy between institutions. Agrarian Reform is not understood solely as a technical land program, but rather as a public policy that demands integrated planning, implementation, and oversight across sectors. (Nugroho, 2014).

The determination of the subject of Agrarian Reform in Deli Serdang Regency is carried out with reference to Presidential Regulation Number 62 of 2023, which confirms that beneficiaries are Indonesian citizens who meet the requirements of age, domicile, and direct connection to the area of land redistribution objects. This approach reflects the principle of equality and social justice as mandated in Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia. Thus, Agrarian Reform is directed to ensure that land control is more in favor of the community who really need and utilize land as a source of livelihood.



Meanwhile, the determination of land redistribution objects is carried out through a proposal mechanism from the Deli Serdang Regency Land Office to the North Sumatra Province National Land Agency Regional Office to be stipulated in a Decree on the Determination of Land Redistribution Objects. This process is complemented by the results of the Agrarian Reform Task Force meeting and supporting spatial and legal data in the form of land use maps, land ownership maps, spatial planning maps, and a list of subject nominatives. This mechanism demonstrates the application of the principles of legality and legal certainty, as stated by Santoso that the success of agrarian reform is highly dependent on the clarity of physical and legal data that serve as the basis for determining land rights. (Santoso, 2012).

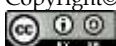
In the context of program implementation, Agrarian Reform in Deli Serdang Regency is realized through asset legalization in the form of Land Redistribution and Complete Systematic Land Registration (PTSL), as well as access management through Agrarian Reform Access. Throughout the 2020–2025 period, the Deli Serdang Regency Land Agency (BPN) has issued a significant number of land certificates as a form of providing legal certainty of land rights to the community. This certification is the main foundation in creating orderly land administration and reducing the potential for future agrarian conflicts, as emphasized by Harsono that legal certainty over land is an important prerequisite for social and economic stability (Harsono, 2008).

In addition to asset legalization, the implementation of Agrarian Reform also focuses on improving access through social mapping, facilitating business mentoring, and facilitating marketing access. In this regard, the Deli Serdang Regency Land Agency (BPN) acts as a facilitator, bridging the agrarian reform recipient community with various stakeholders, such as regional technical agencies and universities (Sulistyaningsih, 2021). This approach is in line with the concept of modern agrarian reform which emphasizes the balance between asset reform and access reform, as stated by the World Bank (2009), that legal land ownership must be followed by access to economic resources in order to have a real impact on community welfare.

Evaluation and oversight of the implementation of Agrarian Reform are carried out continuously through a monitoring mechanism by the North Sumatra Provincial National Land Agency (BPN) Regional Office, both through periodic reports and field visits. This evaluation mechanism reflects the principles of accountability and transparency in public policy implementation, as emphasized in Presidential Regulation Number 62 of 2023. With structured evaluation, the implementation of Agrarian Reform can proceed in accordance with established targets and regulations. Overall, the implementation of Agrarian Reform by the Deli Serdang Regency National Land Agency (BPN) for the 2020–2025 period demonstrated targeted policy implementation consistent with the national regulatory framework. The focus on asset legalization, access management, and strengthening cross-sectoral coordination emphasizes that Agrarian Reform is not merely a land certification program, but rather a policy instrument for realizing agrarian justice, legal certainty, and improving community welfare in a sustainable manner.

The Main Obstacles Faced by the National Land Agency (BPN) in Implementing Agrarian Reform and Efforts to Resolve Them

The implementation of Agrarian Reform by the National Land Agency of Deli Serdang Regency in the 2020–2025 period is inseparable from a number of structural, technical, and social obstacles that influence the dynamics of policy implementation on the ground. These obstacles arise in line with the complexity of long-standing agrarian issues and the diverse social characteristics of the community. Nevertheless, these obstacles are being addressed



through various administrative, coordinative, and persuasive resolution efforts in accordance with the applicable regulatory framework (Jamal, 2000).

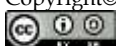
One of the main obstacles to the implementation of Agrarian Reform in Deli Serdang Regency is the low level of public interest in participating in the Land Redistribution program in several locations. This condition results in suboptimal targets being met in certain planned locations. This low level of interest is not always due to rejection of the program, but rather to limited public understanding of the long-term benefits of asset legalization and legal certainty of land rights. In the context of public policy implementation, this condition reflects the importance of policy communication, as stated by Edwards III, who states that the success of implementation is greatly influenced by the extent to which the policy is understood by the target group (Edward III, 1990). The Deli Serdang Regency National Land Agency (BPN) is addressing these obstacles through an adaptive approach, proposing alternative locations with better social and administrative readiness to meet the Land Redistribution target. This strategy demonstrates the flexibility of policy implementation without neglecting the substance of the Agrarian Reform objectives. Furthermore, the BPN is enhancing coordination with village governments to expand program outreach to gradually increase community understanding and participation (Haedar, 2008).

Another obstacle faced in the implementation of Agrarian Reform relates to the potential for land conflicts and disputes, both between individuals and between communities and legal entities. These disputes generally relate to land boundaries, ownership history, or overlapping ownership claims. In this context, Agrarian Reform directly confronts the legacy of latent agrarian issues (Medaline, Rafianti, & Sembiring, *Monograf Reforma Agraria: Pelaksanaan Reforma Agraria di Sumatera Utara*, 2021). However, the Deli Serdang Regency BPN handled this issue by referring to the mechanisms for handling and resolving land cases as regulated in the Regulation of the Minister of ATR/BPN Number 21 of 2020. The approach used emphasized the principle of clean and clear, namely ensuring the clarity of physical and legal data before the rights determination process was carried out.

Dispute resolution is carried out in stages, starting with mediation at the village level through community deliberations, followed by mediation by the National Land Agency (BPN) adjudication committee if an agreement cannot be reached. If the conflict cannot be resolved non-litigation, it is submitted to legal mechanisms through the courts. This approach demonstrates that the BPN plays a role not only as a technical implementer of land matters but also as a facilitator in the resolution of agrarian conflicts in order to maintain social stability and legal certainty.

Administratively and technically, obstacles also emerged in data collection and validation, particularly in PTSL (Complete Land Acquisition) and Land Redistribution activities. Some communities' unpreparedness to provide complete legal documents and limited understanding of land law were factors that impacted the smooth running of the process. To address this, the Deli Serdang Regency National Land Agency (BPN) intensified coordination with village officials and involved local officials in community outreach. This step aimed to ensure that the collected data met administrative standards and was legally accountable.

Furthermore, efforts to resolve obstacles are also being made through strengthening cross-sectoral coordination with the Agrarian Reform Task Force, local governments, and other technical agencies. This collaboration is particularly crucial in the implementation of Agrarian Reform Access Management, where the National Land Agency (BPN) acts as a facilitator, bridging certificate recipients with relevant stakeholders to gain access to capital, business assistance, and marketing. This collaborative approach aligns with the contemporary



agrarian reform paradigm, which emphasizes not only land distribution but also its sustainable use for improving community welfare. Overall, the obstacles faced by the Deli Serdang Regency National Land Agency (BPN) in implementing Agrarian Reform in the 2020–2025 period demonstrate that agrarian policy is complex and multidimensional. However, through intensive coordination strategies, the implementation of clear legal mechanisms, and an adaptive approach to community social conditions, these obstacles can be managed without hindering the achievement of the main objectives of Agrarian Reform. This confirms that the success of Agrarian Reform implementation is determined not only by regulations but also by the capacity of implementing institutions to respond appropriately and sustainably to field dynamics.

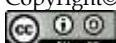
Conclusion

The implementation of Agrarian Reform by the National Land Agency (BPN) of Deli Serdang Regency in the 2020–2025 period has been carried out systematically and guided by the national regulatory framework, particularly the UUPA, Presidential Decree Number 86 of 2018 which was later updated by Presidential Decree Number 62 of 2023. The implementation of Agrarian Reform is realized through asset legalization, land redistribution, and integrated access arrangements with the Complete Systematic Land Registration (PTSL) program. The BPN of Deli Serdang Regency plays a role as a technical implementer and facilitator who coordinates various stakeholders through the Agrarian Reform Task Force (GTRA), so that the program is able to provide legal certainty of land rights and open access to economic empowerment for Agrarian Reform subjects.

The main obstacles to the implementation of Agrarian Reform in Deli Serdang Regency are primarily related to low community participation in several locations, limited interest in land redistribution programs, and the complexity of physical and legal data that have the potential to give rise to land disputes. Efforts to resolve these obstacles are carried out through strengthening cross-sector coordination and collaboration, increasing community outreach, and implementing the principle of prudence by ensuring that the objects and subjects of Agrarian Reform are clean and clear. In addition, the Deli Serdang Regency National Land Agency refers to the conflict resolution mechanism as stipulated in the Ministerial Regulation of ATR Number 21 of 2020 to maintain legal certainty and the sustainability of the implementation of Agrarian Reform.

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