

## Legal Study on the Issuance of Land Rights for Definitive Communities in the TORA Scheme (Land Object of Agrarian Reform) Forest Area Release

Nursyifah Zakiah, Endang Sutrisno

Universitas Swadaya Gunung Jati Cirebon, Indonesia

Email: nursyifazk\_22@icloud.com, endang.sutrisno@ugj.ac.id

---

### Abstract

The purpose of this research is to analyze the legal arrangements related to the issuance of land rights under the Agrarian Reform program through the Tanah Objek Reforma Agraria (TORA) scheme, which is sourced from the release of forest areas, as well as to examine the implementation of these regulations in the field and the obstacles that affect legal certainty for the community. The research method used is normative juridical, employing statutory and conceptual approaches through literature studies of primary and secondary legal materials. The results of the study show that the legal regulation of TORA has a relatively strong basis through the Basic Agrarian Law, Presidential Regulation Number 62 of 2023 concerning Agrarian Reform, Regulation of the Coordinating Minister for Economic Affairs Number 11 of 2024, and Government Regulation Number 24 of 1997 concerning Land Registration. However, its implementation faces regulatory disharmonization, fragmented authority, uncodified rules, unclear clean and clear criteria, and legal uncertainty in land titling resulting from forest area release. These issues reveal a gap between legal norms and field practices that affects the legalization of land rights. The conclusion of this study emphasizes that, although a regulatory framework is already available, it is necessary to strengthen regulatory harmonization, increase the capacity of the apparatus, and establish a more effective dispute resolution mechanism to support the success of agrarian reform.

**Keywords:** agrarian reform; TORA release of forest areas; land rights; legal certainty.

---

### INTRODUCTION

Agrarian management in Indonesia has long faced fundamental problems related to inequality in land tenure structures and uncertainty over the legal status of communities that have lived in certain regions for generations. This problem is not merely a land issue, but also concerns social dignity, the historical existence of communities, and the legitimacy of the state in providing legal protection to its citizens. Land tenure disputes, overlapping permits, and unresolved customary land claims increased in 2024 and 2025, indicating a rise in agrarian conflicts. In this context, tenure conflicts occurring in forest areas are among the most complex and prolonged problems in Indonesia (Putri et al., 2026). Various studies show that tenure conflicts in forest areas are caused not only by territorial boundary issues, but also by the existence of indigenous peoples and local communities who have lived there since long before the state became independent. The government has affirmed its commitment to resolving tenure conflicts through agrarian reform policies (Maria S.W. Sumardjono, 2022).

The provisions in Article 1 number 1 of Government Regulation Number 24 of 1997 concerning Land Registration, which refines Government Regulation Number 10 of 1961, explain that land registration is a series of activities carried out by the government in a continuous, sustainable, and organized manner. Land registration is fundamentally aimed at providing legal

certainty and legal protection to land rights holders, as evidenced through the issuance of land certificates that serve as the strongest proof of ownership over a parcel of land (Permana, Satya, & Sudarsana, 2014). These activities include the collection, processing, recording, presentation, and maintenance of physical and juridical data in the form of maps and lists related to land parcels and apartment units. In addition, land registration also includes the issuance of proof of land rights for land parcels that already have legal status, including ownership rights over apartment units and various other rights attached to them. Based on these provisions, it can be seen that the government organizes land registration as a continuous system aimed at realizing administrative order and providing legal certainty in the land sector (Gusti Yosi Andri, 2024; Polat & Alkan, 2020; Raturandang, 2025).

Articles 2 and 6 of Law Number 5 of 1960 concerning the Basic Agrarian Principles, known as the Undang-Undang Pokok Agraria (UUPA), reaffirm this principle by stating that land must be managed to provide the greatest possible benefit to the people and that every land right has a social function. The state has laid the groundwork for agrarian reform, including a policy framework for land redistribution and asset legalization to resolve land ownership conflicts. MPR Decree Number IX/MPR/2001 on Agrarian Reform also requires the state to reorganize land ownership and provide greater legal clarity for long-standing communities, thereby serving as one of the legal bases for the agrarian reform program.

Agrarian reform was introduced alongside Tanah Objek Reforma Agraria (TORA), an important instrument in advancing agrarian law policy (Aldillah, 2020; Herlindah et al., 2022; Hermawan, 2026). The purpose of TORA is to provide a legal foundation for community land rights, both through asset legalization and land redistribution. In this study, TORA may originate from state land obtained through the release of forest areas. This shows legal recognition of the need to settle community land tenure in areas that were previously under the forestry regime, converting them into Other Use Areas (Area Penggunaan Lain or APL) before land rights are granted to definitive communities that have lived there for a long time (Moh. Ali Rahangiar and Syiqqil Arofat, 2021).

The national legal system provides a solid foundation for agrarian reform measures, including TORA. Basic rules related to agrarian reform were initially regulated in Presidential Regulation Number 86 of 2018, which was later replaced by Presidential Regulation Number 62 of 2023. This regulation addresses land issues in forest areas and agrarian disputes through more appropriate regulatory mechanisms. Article 14 of Presidential Regulation Number 62 of 2023 explains that land objects outside forest areas used for agrarian reform include state land originating from abandoned land and land derived from forest area release. The management of land tenure in forest areas, the determination of TORA through redistribution and legalization, and the transfer of land after dispute resolution are all included in this regulation. Furthermore, Regulation of the Coordinating Minister for Economic Affairs Number 11 of 2024 stipulates technical and operational provisions related to TORA, ranging from the determination of TORA objectives and locations to the determination of land redistribution techniques and coordination with related institutions.

Non-forest area objects used as settlements by communities and originating from released state land are often constrained in the process of registering land rights because there is no proof of ownership that can be converted. To address this issue, the government implements an agrarian reform program, one component of which is TORA data collection and boundary determination, which are then compiled into a land redistribution map. In practice, however, the release of forest areas as a source of TORA does not proceed simply. The process involves various sectors with different authorities, especially the Ministry of Environment and Forestry as the authority holder over forest areas and the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) as the institution authorized to issue land rights (Mulyaputri, 2024). This fragmentation of authority has implications for uncodified rules, regulatory disharmonization, and overlapping policies, thereby often hampering conflict resolution and the issuance of TORA land rights in forest areas. According to Article 6 of the UUPA, land has a social function. The article states that land rights should not be used solely for personal gain, but must also serve the interests of society, the state, and the government. Therefore, in agrarian law, land rights are not absolute, but are subject to limitations determined by the public interest (Mardias et al., 2025). Legal certainty in land matters is related to clearly knowing the status of the land, who holds rights over it, and how the land is used. As Soerjono Soekanto points out, the effective formulation and implementation of legal norms are necessary to achieve legal certainty, which is an important objective of law alongside justice and utility (Soerjono Soekanto, 2015).

There is a group of people who have lived for generations since 1940 in Cimulya Village, Cimahi District, Kuningan Regency, but do not have proof of ownership over the land they occupy. The land is indicated as an object of agrarian reform, with rights to be granted through the land redistribution program. The village submitted applications for the release of forest areas for settlement purposes to the Minister of Environment and Forestry from 2021 to 2024. In this process, after the application was received by the Ministry of Environment and Forestry, TORA data collection and forest boundary determination were carried out. In practice, although the village is indicated as a TORA object, it does not automatically obtain legal certainty over land rights because the process has stalled at the stages of determination and implementation of land redistribution.

Given that the UUPA, as a national agrarian law instrument, prioritizes the social benefits of land rights and legal certainty, this issue is relevant for normative review. It is necessary to determine whether the TORA regulations concerning the issuance of land rights are adequate and in accordance with the principles of national agrarian law, or whether further legal evaluation is required. This research focuses on the legal study of the issuance of land rights for definitive communities. The research question formulated by the author is: “How do the legal provisions regulate the process of issuing land rights under the TORA scheme for the release of forest areas based on Law Number 5 of 1960 concerning the Basic Agrarian Principles (UUPA) and its derivative regulations?”

However, non-forest area objects used as settlements by communities are often constrained in the process of registering land rights because there is no proof of ownership that can be

converted. In practice, the release of forest areas as a source of TORA does not proceed simply. The process involves various sectors with different authorities, particularly the Ministry of Environment and Forestry (KLHK) and ATR/BPN. This fragmentation of authority has implications for uncodified rules, regulatory disharmonization, and overlapping policies, thereby often hampering conflict resolution and the issuance of TORA land rights. There is a group of people who have lived for generations since 1940 in Cimulya Village, Kuningan Regency, but do not have proof of ownership over the land they occupy. The village submitted applications for the release of forest areas from 2021 to 2024, but the process has stalled at the determination stage without achieving legal certainty over land rights.

Previous studies have examined various aspects of agrarian reform and TORA implementation. Putri et al. (2026) analyzed agrarian conflict resolution in Indonesia from 2024 to 2025, but did not specifically address the legalization of land rights derived from forest area release. Mardias et al. (2025) studied land tenure settlement in forest areas in Karawang Regency, yet focused more on the general process without examining normative gaps in TORA regulations. Yusfriandi et al. (2024) explored land conflict resolution through the TORA scheme but did not deeply analyze the clean and clear criteria and their implementation obstacles. Kalyana (2025) examined land ownership dynamics but did not specifically address the fragmentation of authority between KLHK and ATR/BPN. Thus, the research gap lies in the lack of a comprehensive normative study that analyzes the disharmony of regulations governing TORA derived from forest area release, the fragmentation of authority between sectors, and the gap between legal norms (*das sollen*) and field practices (*das sein*), particularly regarding the issuance of land rights for definitive communities.

This research offers several novelties. First, this study provides a comprehensive normative analysis of the entire regulatory framework governing TORA derived from forest area release, ranging from the UUPA, Government Regulation Number 24 of 1997, Presidential Regulation Number 62 of 2023, to technical regulations, while identifying points of disharmony and fragmentation between sectors. Second, this research combines doctrinal legal analysis with empirical data from interviews with BPN of Kuningan Regency and the Cimulya Village government, providing a holistic picture of the gap between norms and practice. Third, this study specifically analyzes the clean and clear criteria as a major obstacle in the land legalization process, which previous studies have not examined in depth. Fourth, this research offers concrete recommendations for regulatory harmonization, integrated digital data systems, and the establishment of a special land court to resolve agrarian disputes more effectively.

Based on the discussion above, the main issue in this study focuses on the legal framework and the non-optimal implementation of forest area release as a source of TORA in establishing legal certainty related to the issuance of land rights. This research aims to analyze the legal arrangements involved in the process of issuing land rights. In particular, this study intends to examine the implementation of land rights issuance in the TORA program and the various challenges that arise. This research has both theoretical and practical benefits. Theoretically, this study enriches the literature on agrarian law, particularly regarding the legalization of land rights

through the TORA scheme derived from forest area release, and contributes to the development of legal certainty theory in the context of agrarian reform. Practically, this research provides input for policymakers in harmonizing agrarian regulations, serves as a reference for ATR/BPN and KLHK in accelerating TORA implementation, offers guidance for communities in understanding their land rights, and provides recommendations for the establishment of a land court to improve legal certainty in agrarian dispute resolution.

## **METHODS**

A doctrinal legal perspective is used in this study. The distribution of land rights under TORA is examined through a normative lens by viewing law as a set of rules or standards codified in legislation, legal concepts as a framework for understanding the law, and legal doctrine related to the scheme. Soerjono Soekanto explains in his book that normative juridical research is legal research that uses literature or secondary data as the basis of research by examining regulations and literature related to the problem being studied (Budianto, 2020; Negara, 2023). By using a logical and consistent approach within the framework of the national agrarian legal system, this method presents law as a set of rules. Through a normative approach, this research focuses on the study of legal provisions governing agrarian reform, TORA, forestry, and land affairs. Normative legal research uses a qualitative methodology to examine laws, jurisprudence, and the views of agrarian law experts related to the research subject (Karina, 2023). The rules governing land rights issues under the TORA scheme are thoroughly examined through descriptive analysis of legal texts rather than numerical or statistical data (Bangari et al., 2022).

The legal materials used in this study consist of primary and secondary legal sources. The process of issuing land title certificates is examined based on primary legal materials, which include regulations and laws governing the Basic Agrarian Principles. This study also uses secondary legal materials, including various references obtained from scientific literature, such as agrarian law books, journal articles, and academic writings related to the TORA scheme (Scott, 2013). The analysis of legal materials is conducted using descriptive analysis, which describes social phenomena or social realities related to the uncertainty of the legal status of definitive community land under the TORA scheme. The issuance of land rights under the agrarian legal system has not been optimally regulated or implemented, giving rise to this social phenomenon, which is viewed as a normative condition. This is especially relevant for land derived from the release of forest areas.

The collection of additional materials through observation and interviews is also part of this study. The purpose of the observation was to gather factual information on the implementation of land rights issuance under the TORA scheme, particularly in relation to forest area release. At the same time, members of the community who faced difficulties in obtaining their land rights and officials from the National Land Agency (Badan Pertanahan Nasional or BPN), which is responsible for agrarian reform, were interviewed using structured and semi-structured methods.

## **RESULTS AND DISCUSSION**

In a press release concerning the Working Meeting (Rapat Kerja or Raker) of the Special Committee (Panitia Khusus or Pansus) of the House of Representatives on the resolution of agrarian conflicts, which was held on January 21, 2026, Rohmat Marzuki, Deputy Minister of Forestry, stated that, of the total national forest area on land and waters, which reaches 124.9 million hectares, 112.8 million hectares, or 90.24 percent, have been definitively determined through the process of arranging forest area boundaries in the field. Meanwhile, the remaining 9.76 percent are still in the determination process. Based on the results of mapping and data integration, there are 25,468 villages, or approximately 30.5 percent of the total villages in Indonesia, with forest areas within their administrative territories. Of these, 2,764 villages have been successfully converted by the government into Other Use Areas (Area Penggunaan Lain or APL), while 2,614 villages are still in the settlement process. This settlement is carried out through the Tanah Objek Reforma Agraria (TORA) mechanism and the Land Tenure Settlement in the Context of Forest Area Arrangement (Penyelesaian Penguasaan Tanah dalam rangka Penataan Kawasan Hutan or PPTPKH), while maintaining the principles of forest preservation and legal certainty for the community (Head of the Bureau of Public Relations and Foreign Cooperation, 2026).

This issue is important to study because the process of releasing forest areas is very lengthy and involves many parties, which has the potential to hinder the legal certainty that should be obtained by the community. In line with what was conveyed in the press release, there are still villages whose land rights legalization processes have stalled at the stage of determining land redistribution objects. Meanwhile, Articles 24 and 25 of Presidential Regulation Number 62 of 2023 explain that asset restructuring includes land redistribution, with the process of determining and implementing objects carried out by the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria or GTRA) Team, as well as the legalization of land assets through the issuance of land certificates as a form of legal certainty. It is therefore clear that the agrarian reform process under the TORA scheme requires a long period of time and involves a complex procedure, which often remains unresolved without clear certainty.

### **Legal Regulation on the Issuance of Land Rights in the TORA Scheme**

Presidential Regulation Number 86 of 2018 on Agrarian Reform states that agrarian reform is carried out through “asset restructuring and access restructuring,” including land redistribution and asset legalization. This Presidential Regulation also established the Agrarian Reform Team and the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria or GTRA). The GTRA Team was formed to effectively implement agrarian reform in the field. It consists of stakeholders and community elements that actively participate in the implementation of agrarian reform (Moh. Ali Rahangiar and Syiqqil Arofat, 2021). In this regard, the responsibility for legalizing land rights, which was originally held only by ATR/BPN, automatically shifts to GTRA. In its implementation, the stages of activities, including data collection, provision, proposal, and determination of TORA, tend to rely only on the certainty of land status and opportunities for certification. This approach

has not been fully based on a comprehensive study of agrarian structural inequality. In fact, normatively, the Presidential Regulation emphasizes that the implementation of agrarian reform should be based on careful planning and a comprehensive inventory.

The Indonesian government's policy has been updated to regulate the acceleration of agrarian reform implementation through Presidential Regulation Number 62 of 2023. This regulation strengthens coordination and the effectiveness of agrarian reform programs to achieve a more equitable distribution of land ownership structures. The legality of land rights is granted through various stages, one of which is the determination of TORA. Legalization under the TORA scheme may include ownership rights, cultivation rights, building use rights, joint ownership rights, use rights for public and social facilities, and land rights granted for a certain period, each of which has different characteristics as stipulated in the UUPA. However, in practice, ownership rights and joint ownership rights are the most dominant forms of rights granted to the community because they are the strongest and provide a higher level of legal certainty (Kalyana, 2025).

Land originating from forest areas and released from forest area status is one of the sources of TORA with its own regulatory characteristics. The regulations and administrative procedures are separated between the Ministry of ATR/BPN and the Ministry of Environment and Forestry (Kementerian Lingkungan Hidup dan Kehutanan or KLHK), resulting in a partial management scheme. In the context of agrarian reform in forest areas, a special arrangement is provided through Presidential Regulation Number 62 of 2023 concerning the Settlement of Land Tenure in Forest Areas (Penyelesaian Penguasaan Tanah dalam Kawasan Hutan or PPTPKH). This regulation establishes a separate team tasked with coordinating and synchronizing TORA subject and object data with regional GTRA teams, both at the provincial and district levels; formulating policies; determining maximum area limits based on joint survey results; and carrying out supervisory and budgeting functions. The technical implementation of the PPTPKH Team's duties is guided by Regulation of the Coordinating Minister for Economic Affairs Number 3 of 2018 and Regulation of the Coordinating Minister for Economic Affairs Number 11 of 2024. Meanwhile, arrangements related to the procedures for settling land tenure in forest areas had previously been regulated through the 2014 Joint Regulation of the Minister of Home Affairs of the Republic of Indonesia, the Minister of Forestry of the Republic of Indonesia, and the Head of the National Land Agency of the Republic of Indonesia. This regulation established the IP4T Team, with a chain of units from the district/city level to the national level. Article 4 of the 2014 Joint Ministerial Regulation explains that the duties of the IP4T Team include receiving and verifying applications for the registration of inventory, control, ownership, use, and utilization of land; conducting field observations; and analyzing objects, the results of which are submitted to the local Regency/City BPN.

An important aspect in the issuance of land rights is also regulated in Government Regulation Number 24 of 1997 concerning Land Registration, which governs the land registration mechanism as a means of providing legal certainty and legal protection to land rights holders. Article 3 of Government Regulation Number 24 of 1997 emphasizes that the purpose of land registration is to

provide legal certainty and legal protection to rights holders, provide information to interested parties, and implement orderly land administration (Moh. Ali Rahangiar and Syiqqil Arofat, 2021).

### **Implementation of Legality of Land Rights in the TORA Scheme**

The implementation of the legality of land rights in the Agrarian Reform Object Land (TORA) program basically reflects the role of the state in ensuring legal certainty over the control and ownership of community land. The concrete form of legality is realized through the issuance of land rights by the state, especially in the form of land rights certificates that have the power of legal proof as stipulated in Article 19 of the Basic Agrarian Law (UUPA) and PP 24/1997 as its manifestation. The aspect of Legal Certainty is urgent for the implementation of TORA because the status of community ownership is the final result of this program. The existence of a guarantee of legal recognition and protection of rights granted by the state, accompanied by consistency of regulation and clarity of norms, is a manifestation of legal certainty. (Gustav Redbruch, 1950) Although normatively TORA has established a set of rules, this provision has not fully provided optimal legal certainty.

Based on the results of interviews with ATR/BPN Kuningan Regency, it is known that in the implementation of the TORA scheme, especially on land from the release of forest areas, the National Land Agency (BPN) does not play a role as the party that fully determines the process of issuing land rights, but rather functions as a facilitator that connects various interested parties. Legality of land rights can only be granted after the forest area has changed its status to a Other Use Area (APL). The process of changing the status is under the authority of the Ministry of Environment and Forestry (KLHK). Before the release of the area, the community in general only had de facto control of the land without legal certainty. After the forest area is released, only then does the Ministry of Agrarian and Spatial Planning/National Land Agency (ATR/BPN) have the authority to provide legality through the issuance of land rights. The implementation of this policy often faces various obstacles, including a long bureaucratic process, overlapping territorial claims, and a lack of coordination between agencies, which have implications for the slow delivery of legal certainty for the community. (Mardias et al., 2025)

This shows that the authority of BPN is administrative and depends on the determination made by other agencies (Perhutani), especially related to the determination of TORA objects and the release of forest area status. In practice, BPN can only issue land rights if the land object has been declared "clean and clear" both juridically and factually. Clean and clear is the condition of the land that is free from disputes and feuds between subjects who have rights. (Yusfriandi Dwi Ariesna et al., 2024) The stages of the PPTKH procedure are:

1. Inventory by collecting data on land ownership, ownership, use, and utilization (IP4T) in forest areas
2. Verification by the Implementation Team verifies field data
3. Recommendations for submitting verification results to the PPTKH acceleration team
4. Determination by institutions related to the issuance of settlement decisions to the issuance of Blue Decrees

5. Legalization of the issuance of land certificates by ATR/BPN if it is completed through the release of the area. (Joint Regulation on Procedures for Settlement of Land Tenure in Forest Areas, 2014)

The interview was conducted with the secretary of Cimulya Village, Cimahi District, Kuningan Regency. The Kuningan Regency Village Government has proposed an application for the release of forest areas for settlements until it has entered the stage of determining forest boundaries. However, until now, Cimulya Village has still not received a Blue Decree on the Release of Forest Areas from the Ministry of Environment and Forestry. The proposal still cannot be realized because it is hindered by the "clean and clear" requirements. In fact, the application letter for the release of forest areas for settlements has been submitted to the Ministry of Environment and Forestry since 2021 and there has been a determination of forest and settlement boundaries by Perhutani which is known to the ATR/BPN of Kuningan Regency.

The implementation of TORA is cross-sectoral involving various agencies, such as the ministry in charge of forestry, local governments, and the community as recipient subjects. This condition causes the process of issuing land rights not to run simply, but depends on coordination between institutions. This shows that although normatively the mechanism for issuing land rights in the TORA scheme has been regulated, its implementation is greatly influenced by coordination factors, data synchronization, and readiness between the agencies involved. So that there is a risk of not creating harmonization in the process of issuing land rights even until the implementation of the land redistribution program is canceled.

## **CONCLUSION**

Based on the results of the study and analysis of the legal aspects of the issuance of land rights within the framework of the Agrarian Reform Object Land (Tanah Objek Reforma Agraria or TORA) program, it can be concluded that the legal arrangement for the issuance of land rights under the TORA scheme is based on policies derived from the UUPA, Government Regulation Number 24 of 1997, Presidential Regulation Number 62 of 2023, and technical policies through the 2014 Joint Ministerial Regulation, Regulation of the Coordinating Minister for Economic Affairs Number 3 of 2018, and Regulation of the Coordinating Minister for Economic Affairs Number 11 of 2024. However, the existing legal provisions are still scattered across various regulations and have not been fully coordinated within one comprehensive and integrated regulatory system.

The results of interviews with the National Land Agency (Badan Pertanahan Nasional or BPN) show that implementation obstacles remain dominant, including overlapping land tenure and claims, data inconsistencies between agencies, particularly BPN and the Ministry of Environment and Forestry (Kementerian Lingkungan Hidup dan Kehutanan or KLHK), the complexity of the forest area release process, limited socialization to the community, and the absence of certainty regarding timeframes and standard procedures, especially in relation to the clean and clear criteria. This condition shows that there is a gap between legal norms (*das sollen*) and practice in the field (*das sein*). The granting of ownership rights as the strongest form of right

in the agrarian legal system is possible under the TORA scheme for the release of forest areas for settlements, as stipulated in Article 31A of Presidential Regulation Number 62 of 2023, as long as the applicable legal provisions are fulfilled. However, in practice, the government still exercises a high degree of administrative prudence to avoid potential legal conflicts in the future. The principle of legal certainty in the theory put forward by Gustav Radbruch emphasizes the importance of clarity of norms, consistency in regulation, and guarantees of predictable legal protection. In practice, the implementation of TORA sourced from the release of forest areas has not fully reflected this principle. This is due to the fragmentation of authority between institutions and the lack of procedural transparency, both of which hinder the process of legalizing land rights.

Based on the results of the research and discussion, it is necessary to harmonize and synchronize agrarian reform policies so that they can be codified and no longer scattered across various regulations. It is also necessary to standardize procedures and technical criteria in a more detailed and uniform manner, particularly regarding the concept of clean and clear, as well as to determine a definite completion timeframe for the agrarian reform program under the TORA scheme. The harmonization of regulations between the sectors involved is also crucial by strengthening the integration of land and forestry data through an integrated digital system in order to minimize data conflicts, accelerate the verification process, and increase legal certainty in the issuance of land rights. Increased socialization and assistance for TORA recipient communities are also needed so that they can understand the legal status of the land they possess and prevent future disputes. There is also a need to strengthen the supervisory and evaluation functions in the implementation of agrarian reform, both by the central and regional governments, to ensure the optimal achievement of agrarian justice. In handling cases, it is necessary to establish a land court as a special judicial institution that specifically handles disputes in the agrarian sector. The existence of this court is expected to provide dispute resolution that is faster, more consistent, and offers greater legal certainty than the general judicial mechanism currently in use. To support the effectiveness of such a court, it is also necessary to increase the capacity and competence of judges in the field of agrarian law through continuous education and specialized training. This is important considering that court decisions are still often found to be multi-interpretable, less operational, and difficult to execute by the National Land Agency and the parties to the dispute.

## REFERENCES

- Aldillah, R. (2020). Redistribution Of Reforma Agraria Land Object (Tora) In Sulawesi Tenggara Province, Indonesia. *Science Heritage Journal (GWS)*, 4(1), 31–34.
- Andri, G. Y. (2024). Pendampingan persiapan menuju pendaftaran tanah sistematis lengkap di Desa Matangaji. *SAFARI: Jurnal Pengabdian Masyarakat Indonesia*, 4(2), 8–23. <https://doi.org/10.56910/safari.v4i2.1340>
- Herlindah, H., Kholish, M. A., & Galib, A. M. (2022). Suing the oligarchy of ownership and control of Agricultural land in Indonesia: A Maqashid Sharia Review of the Land of Agrarian Reform Objects (TORA) Exceeding the maximum boundary. *Media Syari'ah: Wahana Kajian Hukum Islam Dan Pranata Sosial*, 24(2), 222–239.
- Hermawan, A. S. (2026). Land Redistribution of Accretion Land within Indonesia's Agrarian Reform Framework. *Jurnal USM Law Review*, 9(2), 1334–1342.
- Kalyana, L. (2025). Dinamika hak kepemilikan tanah dalam perspektif hukum agraria Indonesia: Kepastian hukum dan keadilan sosial. *Journal of Sharia*. <https://doi.org/10.55352/josh.v4i02.2021>
- Karina, M. Z., & Dinda, A. (2023). Penggunaan metode yuridis normatif dalam membuktikan kebenaran pada penelitian hukum. *Smart Law Journal*.
- Khairidawati, R., Ardiani, N., & Mubarok, A. (2024). Efektivitas pelaksanaan redistribusi tanah dalam program reforma agraria di Indonesia. *International Journal of Business, Law and Political Science*, 89–98.
- Mardias, D., Rahmatiar, Y., Abas, M., & Sanjaya, S. (2025). Tinjauan yuridis penyelesaian penguasaan tanah dalam kawasan hutan dalam rangka reforma agraria di Kabupaten Karawang. *Unes Journal of Swara Justisia*, 9(2), 288–299. <https://doi.org/10.31933/mgavr34>
- Mulyaputri, E. (2024). Redistribusi tanah objek reforma agraria (TORA) guna mewujudkan kesejahteraan masyarakat dalam rangka percepatan pelaksanaan reforma agraria. *Journal of Multidisciplinary Research and Development*, 844–851. <https://doi.org/10.38035/rrj.v7i2.1269>
- Permana, I. G. A. D. S., Satya, G. A. D., & Sudarsana, I. K. S. (2014). Kepastian Hukum Sertifikat Hak Milik Atas Tanah Sebagai Bukti Kepemilikan Bidang Tanah. *Kertha Semaya: Journal Ilmu Hukum*, 2(05), 5.
- Polat, Z. A., & Alkan, M. (2020). The role of government in land registry and cadastre service in Turkey: Towards a government 3.0 perspective. *Land Use Policy*, 92, 104500.
- Putri, G. C., Kusetyowati, L., & Prayoga, E. R. (2026). Analisis implementasi reformas agraria dalam penyelesaian konflik lahan di Indonesia (2024–2025). *Jurnal Ilmiah Research Student (JIRS)*, 3(1), 269–276. <https://doi.org/10.61722/jirs.v3i1.8636>
- Rahangiar, M. A., & Arofat, S. (2021). Urgensi kebijakan pendaftaran tanah untuk reforma agraria, 1–5.

- Raturandang, S. (2025). Implementation of Government Policy Through Complete Systematic Land Registration in the Context of Accelerating Certificate Services in Indonesia. *Journal of Law, Politic and Humanities*, 5(2), 1159–1170.
- Soekanto, S. (2015). *Faktor-faktor yang mempengaruhi penegakan hukum*. Raja Grafindo Persada.
- Sumardjono, M. S. W. (2022). *Menelusuri pemikiran hukum agraria Prof. Maria S.W. Sumardjono*. Genta Publishing.
- Utomo, D. L., Mulyanto, B., & Panuju, D. R. (2025). Kondisi struktur agraria dan modal penghidupan: Studi kasus pasca reforma agraria di Desa Sumberklampok. *Jurnal Ilmu Sosial dan Humaniora*, 94–181.
- Wahyuni, W., Rineksi, T. W., Sunandar, M. A., & Sirajuddin, M. M. (2025). Strategi kolaboratif dalam pelaksanaan redistribusi tanah untuk percepatan reforma agraria di Kabupaten Banyuwangi. *Tunas Agraria*, 19–37.
- Yusfriandi Dwi Ariesna, Baderan, D. W. K., & Lihawa, F. (2024). Penyelesaian konflik penguasaan lahan dalam kawasan hutan berdasarkan skema TORA. *Jurnal Wilayah, Kota dan Lingkungan Berkelanjutan*, 3(2), 217–222. <https://doi.org/10.58169/jwikal.v3i2.642>
- Peraturan Menteri Koordinator Bidang Perekonomian Republik Indonesia Nomor 3 Tahun 2018 tentang Pedoman Pelaksanaan Tugas Tim Inventarisasi dan Verifikasi Penguasaan Tanah dalam Kawasan Hutan.
- Peraturan Menteri Koordinator Bidang Perekonomian Republik Indonesia Nomor 11 Tahun 2024 tentang Kelembagaan dan Gugus Tugas Reforma Agraria, Pelaksanaan Kegiatan Survei Bersama, Penyelesaian Konflik Agraria, Pemantauan dan Pengendalian Percepatan Pelaksanaan Reforma Agraria.