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Implementation of Agrarian Reform by the Siak Regency Agrarian Reform Task Force from a Collaborative Governance Perspective

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Abstract

Agrarian reform is one of the Indonesian government's strategic agendas to achieve equitable land distribution, reduce agrarian conflicts, and improve public welfare. To support its implementation, the government established the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria—GTRA) as a cross-sectoral coordination forum that integrates multiple stakeholders in the provision of Agrarian Reform Object Land (Tanah Objek Reforma Agraria—TORA), agrarian conflict resolution, asset restructuring, and access reform. This study aims to analyze the implementation of collaborative governance within the Siak Regency GTRA in carrying out agrarian reform by employing the collaborative governance framework developed by Ansell and Gash (2008). The study adopts a qualitative approach using a case study design. Data were collected through document analysis of the Siak Regency GTRA implementation reports for 2021, 2022, and 2024, relevant laws and regulations, as well as interviews with key informants involved in the implementation of GTRA. Data were analyzed using a descriptive-analytical approach by examining the implementation of the six principal characteristics of collaborative governance: initiated by public agencies or institutions, participants include non-state actors, participants engage directly in decision making, consensus-oriented decision making, formal and organized collective forum, and focus on public policy or public management. The findings indicate that the implementation of collaborative governance within the Siak Regency GTRA fulfills all of these

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characteristics. The GTRA functions as a collaborative forum capable of integrating government agencies, academics, customary institutions, civil society organizations, and other stakeholders in the implementation of agrarian reform through formal coordination mechanisms, direct stakeholder participation in decision-making processes, and consensus-oriented deliberation. Nevertheless, the effectiveness of this collaborative arrangement still requires further strengthening, particularly by expanding grassroots community participation and enhancing cross-sectoral coordination to ensure that agrarian reform is implemented in a more inclusive, effective, and sustainable.

Keywords: collaborative governance; Agrarian Reform Task Force (GTRA); agrarian reform; agrarian conflict; Siak Regency.

INTRODUCTION

In response to unequal land ownership and the persistent prevalence of agrarian conflicts in Indonesia, the government mandated the establishment of the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria—GTRA) through Presidential Regulation No. 86 of 2018 on Agrarian Reform, which was subsequently updated by Presidential Regulation No. 62 of 2023 on the Acceleration of Agrarian Reform Implementation. The GTRA was designed as a cross-sectoral coordination forum involving ministries and government agencies, local governments, academics, civil society organizations, and community representatives to accelerate the integrated implementation of agrarian reform. Through this institutional mechanism, the government seeks to consolidate diverse interests and authorities in identifying Agrarian Reform Object Land (TORA), implementing land redistribution, carrying out access reform, and resolving structural and protracted agrarian conflicts (Ministry of Agrarian Affairs and Spatial Planning/National Land Agency [ATR/BPN], 2019).

The establishment of the GTRA represents an effort to address the limitations of the sectoral approach that has long characterized agrarian reform implementation in Indonesia. Cahyono and Galudra (2019) argue that agrarian reform has frequently encountered obstacles arising from weak inter-agency coordination, overlapping institutional authorities, and limited institutional capacity at the local level. Within this context, the GTRA is expected to serve as a coordination platform that strengthens inter-agency communication, provides a deliberative forum for resolving agrarian disputes, and enhances public participation in restructuring patterns of land ownership and utilization.

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A various of research demonstrates the strategic role of the GTRA in supporting agrarian reform implementation. Resti and Wulansari (2021), for example, found that the establishment of the GTRA in Seruyan Regency, Central Kalimantan, accelerated community asset legalization and promoted the development of agrarian reform villages as a concrete manifestation of land redistribution and access reform for smallholder farmers. However, their study also emphasized that such achievements depend heavily on the accuracy of spatial data, the political commitment of local governments, and the active involvement of civil society organizations. Conversely, Shifa and Ludmilla (2023) reported that the implementation of GTRA responsibilities in Pandeglang Regency continues to face various challenges, including limited human resources, suboptimal cross-sectoral coordination, and inadequate public understanding of agrarian rights. Similar findings were presented by Lestari (2022), who highlighted problems related to land data integration and participatory mapping in the resolution of agrarian conflicts in Malang Regency.

These findings suggest that the effectiveness of the GTRA largely depends on the quality of collaborative governance capable of integrating diverse actors, resources, and interests in the implementation of agrarian reform. Accordingly, the GTRA functions not merely as an administrative mechanism for policy execution but also as a strategic institution for promoting a more inclusive, participatory, and socially just agrarian governance system.

The urgency of such a collaborative approach is particularly evident in Siak Regency, Riau Province, which has experienced a relatively high incidence of agrarian conflicts in recent years. According to data from the Siak Regency Land Office (2025), between 2021 and 2025 the local government handled at least five agrarian disputes involving local communities and private companies. These included conflicts between local communities and PT Duta Swakarya Indah (PT DSI) in Dayun District, PT Wana Sawit Subur Indah (PT WSSI) in Koto Gasib District, PT Uniseraya in Penyengat Village, PT Triomas in Sungai Apit District, and PT Gelora Sawit Makmur (PT GSM) in Koto Gasib District. These cases illustrate that agrarian issues in Siak Regency extend beyond questions of legal land tenure and are also shaped by historical, social, economic, and governance-related factors.

As part of these efforts, the Siak Regency Government established the Agrarian Reform Task Force through Regent Decree No. 179/HK/KPTS/2021 concerning the Establishment of the Siak Regency Agrarian Reform Task Force. The creation of the GTRA reflects the local government's commitment to strengthening stakeholder synergy and accelerating agrarian reform through asset legalization, land redistribution, access reform, and integrated agrarian conflict resolution.

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Nevertheless, the effectiveness of these initiatives depends largely on consistent policy implementation, institutional capacity, and the active participation of communities as the primary beneficiaries and subjects of agrarian reform.

Within this context, the GTRA plays a highly strategic role as a cross-sectoral coordination forum that integrates central government institutions, local governments, communities, private sector actors, and other stakeholders in implementing agrarian reform. Its significance is further heightened by the complexity of agrarian conflicts in Siak Regency, which involve overlapping land-use permits, competing claims by customary communities, unclear forest area boundaries, and disputes between community cultivation rights and legally recognized corporate concession rights. Through this forum, the identification of TORA, mediation of land disputes, and formulation of conflict resolution strategies are expected to be conducted in a more coordinated manner based on spatial data, legal considerations, and local socio-economic conditions.

The institutional characteristics of the GTRA indicate a shift in agrarian governance from a hierarchical bureaucratic model toward a collaborative governance approach emphasizing inter-institutional synergy and stakeholder participation. Consequently, a purely legal-administrative perspective is insufficient to explain the dynamics of GTRA implementation in Siak Regency. The complexity of the actors involved and the diversity of their interests require an analytical framework capable of comprehensively explaining processes of coordination, negotiation, and collective decision-making.

Based on these considerations, this study employs the collaborative governance theory developed by Ansell and Gash (2008) as its principal analytical framework. The theory conceptualizes the resolution of complex public problems as the outcome of collaborative processes involving both state and non-state actors within formal, structured, deliberative, and consensus-oriented institutional arrangements. Ansell and Gash argue that collaborative approaches become particularly important when public issues are characterized by high levels of conflict, significant power imbalances among stakeholders, and low levels of public trust in government. These characteristics closely correspond to the nature of agrarian conflicts in Siak Regency, which involve government institutions, local communities, corporations, and various other actors.

The application of the collaborative governance perspective is also normatively relevant because the GTRA itself was institutionally designed as a collaborative forum that brings together multiple stakeholders in the implementation of agrarian reform and the resolution of agrarian conflicts. Accordingly, this study does not merely evaluate the success or failure of agrarian reform

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policies but seeks to understand how collaborative processes are carried out, how power relations among stakeholders are managed, and to what extent these collaborative mechanisms contribute to equitable and sustainable conflict resolution.

Agrarian Reform: A Global Perspective and Implementation in Indonesia

Agrarian reform constitutes one of the key public policy instruments aimed at restructuring patterns of land ownership, tenure, use, and utilization to promote social justice while improving public welfare. From a global perspective, agrarian reform is no longer understood merely as the redistribution of land as a productive asset; rather, it is increasingly viewed as a broader process of institutional transformation and rural development designed to alleviate poverty, enhance agricultural productivity, and strengthen communities' rights over agrarian resources.

Agrarian reform is a process of redistributing land ownership and control rights from groups possessing excessive landholdings to landless farmers or those with limited access to land in order to achieve greater economic equity and social stability (Prosterman & Riedinger, 1987). From this perspective, agrarian reform is regarded as a strategic instrument for reducing structural inequalities while simultaneously improving economic efficiency through a more equitable distribution of productive assets. A similar view is advanced by Klaus Deininger (2003), who argues that agrarian reform forms an integral part of development policy aimed at improving public access to agrarian resources in order to increase agricultural productivity, reduce poverty, and promote inclusive economic growth. Deininger further emphasizes that the success of agrarian reform depends not only on land redistribution but also on the provision of secure land tenure, access to financial services, infrastructure support, and complementary policy interventions.

Meanwhile, Alain de Janvry, Elisabeth Sadoulet, and Wendy Wolford conceptualize agrarian reform as an essential component of rural development strategies that require the transformation of the state's role from merely implementing land redistribution to facilitating institutional development and community empowerment. They argue that contemporary agrarian reform should be integrated with local economic development, capacity building, and improved market access to ensure that land redistribution generates sustainable improvements in community welfare (de Janvry, Sadoulet, & Wolford, 1998).

In contrast to these predominantly economic perspectives, Saturnino M. Borras Jr. situates agrarian reform within a broader political agenda aimed at correcting inequalities in power relations over the control of agrarian resources. According to Borras, genuine agrarian reform extends beyond the simple redistribution of land and instead represents a process of

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redistributing economic and political power to provide greater opportunities for smallholder farmers and marginalized communities to access productive resources (Borras, 2007). This perspective underscores that the success of agrarian reform is strongly influenced by political configurations, state capacity, and the active involvement of civil society.

Within the Indonesian context, the concept of agrarian reform has deep historical roots dating back to the enactment of Law No. 5 of 1960 concerning the Basic Agrarian Law (Undang-Undang Pokok Agraria or UUPA). According to Boedi Harsono (2008), the agrarian reform principles embodied in the UUPA represent the implementation of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia, which stipulates that land, water, and natural resources shall be controlled by the state and utilized for the greatest possible benefit of the people. Consequently, regulations governing land ownership and utilization should be directed toward achieving social justice through limitations on excessive land concentration and by providing equal opportunities for communities to gain access to land.

This perspective is reinforced by Noer Fauzi Rachman, who defines agrarian reform as a comprehensive restructuring of the ownership, control, use, and utilization of agrarian resources intended to reduce social inequality while strengthening community rights over land and natural resources (Rachman, 2012). According to Rachman, agrarian reform in Indonesia cannot be separated from the broader agenda of democratizing natural resource governance and protecting marginalized social groups that have historically experienced exclusion.

The implementation of agrarian reform in Indonesia has undergone significant development following the issuance of Presidential Regulation No. 86 of 2018 on Agrarian Reform, which was subsequently updated through Presidential Regulation No. 62 of 2023 on the Acceleration of Agrarian Reform Implementation. These regulations broaden the scope of agrarian reform beyond land redistribution (asset reform) to include access reform through the provision of financial assistance, training programs, infrastructure development, market facilitation, and community economic empowerment initiatives. Accordingly, agrarian reform is positioned as a comprehensive development instrument that integrates legal, economic, social, and institutional dimensions.

This approach is consistent with the perspectives advanced by Deininger (2003) and de Janvry et al. (1998), who emphasize that land redistribution alone, without adequate access to economic resources and supporting services, is unlikely to produce sustainable improvements in public welfare. In the Indonesian context, agrarian reform implementation is also institutionalized through the establishment of the GTRA, a multi-stakeholder coordination forum responsible for

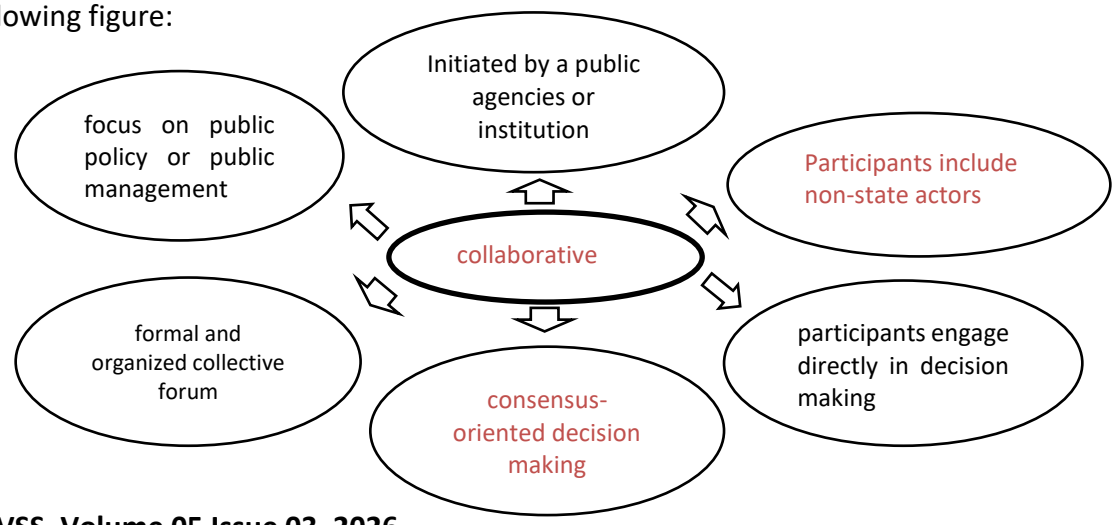
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integrating cross-sectoral policies related to land redistribution, access reform, and agrarian conflict resolution.

Conceptually, agrarian reform should no longer be understood solely as a policy of land redistribution but rather as a process of transforming agrarian governance that prioritizes distributive justice, community empowerment, and collaboration among multiple stakeholders. This perspective is particularly relevant to the present study on the implementation of collaborative governance within the Agrarian Reform Task Force in Siak Regency, as the success of agrarian reform is fundamentally determined by the ability of diverse actors to foster coordination, participation, and consensus in resolving agrarian conflicts and promoting equitable access to land.

Overview of Collaborative Governance

Ansell and Gash (2008) define collaborative governance as a process and structure of public decision-making in which actors from the public sector, private sector, and civil society collectively engage in a shared forum to formulate and implement public policies. They argue that collaborative governance emerges from the need to address complex public problems that cannot be effectively resolved by government acting alone. Consequently, it requires a participatory, inclusive, and consensus-oriented approach that enables multiple stakeholders to work together in achieving common objectives. Within this model, participating actors often possess diverse and sometimes conflicting interests; however, they seek to reconcile these differences through continuous dialogue, transparent information sharing, and the development of mutual trust.Furthermore, Ansell and Gash (2008) identify six fundamental criteria that constitute the essential prerequisites for the implementation of collaborative governance, as illustrated in the following figure:



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The six fundamental criteria that constitute the essential prerequisites for the implementation of collaborative governance are explained as follows:

a. Forum Initiated by Public Agencies

The first criteria is that the collaborative forum must be initiated by public agencies. Collaborative governance fundamentally originates from initiatives undertaken by government institutions or public organizations that possess formal authority in policy implementation. Government acts as the primary initiator of the collaborative process because it holds the political and administrative legitimacy necessary to establish and facilitate collaborative arrangements. The involvement of the state is essential to ensure that the collaboration is supported by a clear legal foundation, guided by well-defined policy objectives, and capable of producing binding decisions. Consequently, collaboration is not conducted merely as an informal interaction but becomes an integral part of a legitimate and structured governance mechanism.

b. Participants Include Non-State Actors

The second criteria is the involvement of non-state actors in the collaborative process. In collaborative governance, decision-making extends beyond government institutions to include civil society organizations, non-governmental organizations, private sector entities, local communities, academics, and other relevant stakeholder groups. The participation of these diverse actors is essential because contemporary public issues are generally complex and multidimensional, making them difficult for governments to address independently. Furthermore, the inclusion of non-state actors contributes local knowledge, additional resources, innovative ideas, and diverse perspectives that enrich policy formulation and implementation.

c. Participants Engage Directly in Decision-Making

The third criteria is the direct involvement of participating actors in decision-making processes. Collaborative governance does not merely position the public as passive recipients of information or subjects of consultation; rather, it recognizes them as active participants in policy formulation and implementation. Stakeholders are provided with relatively equal opportunities to express their views, offer recommendations, engage in negotiations, and influence policy outcomes. Therefore, collaborative governance emphasizes the importance of two-way communication and deliberative interaction among stakeholders in order to produce decisions that are more inclusive and responsive to public needs.

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d. Consensus Oriented on Decision Making

The fourth criteria concerns decision-making that is oriented toward achieving consensus. Ansell and Gash (2008) emphasize that collaborative governance prioritizes mutual agreement over coercive approaches or the domination of a single actor. Consensus is particularly important because collaboration involves stakeholders with diverse interests, values, and backgrounds. Through intensive deliberation and negotiation, participants seek to identify common ground and formulate solutions that are broadly acceptable to all parties involved. This approach enhances the legitimacy of policy decisions while strengthening stakeholders' commitment to implementing agreed-upon outcomes.

e. Formal and Organized Collective Forum

The fifth criteria is that collaborative governance must operate through a formal and organized institutional forum. Such arrangements may take the form of committees, working groups, task forces, or other officially recognized coordination mechanisms. These forums should be supported by clearly defined rules, communication structures, role allocations, and mutually agreed-upon operating procedures. Institutional formality is essential for ensuring the continuity of collaboration, clarifying the accountability of each participating actor, and minimizing conflicts arising from ambiguities in authority and responsibility.

f. Focus on Public Policy or Public Management

The sixth criteria is that collaborative governance should focus on public policy or public management. The primary objective of collaborative governance is to address public problems and improve the quality of governance. Accordingly, collaborative efforts should be directed toward issues that affect the broader public interest, including natural resource management, public service delivery, agrarian reform, social conflict resolution, regional development, and environmental protection. This public-oriented focus distinguishes collaborative governance from ordinary business partnerships, as its ultimate goal is the creation of public value and the enhancement of societal welfare.

METHODOLOGY

This study employs a qualitative approach to explore and gain an in-depth understanding of the role of the Agrarian Reform Task Force (GTRA) in the implementation of agrarian reform in Siak Regency, Riau Province. A qualitative approach is considered the most appropriate method for analyzing complex, dynamic, and context-specific social phenomena, particularly in situations where the variables involved are difficult to quantify and are largely shaped by interactions among

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actors, values, and power relations. According to Denzin and Lincoln, qualitative research enables researchers to explore subjective meanings, social processes, and actors' experiences within their real-life contexts (Denzin & Lincoln, 2018). In the context of agrarian reform, this approach provides an opportunity to understand the perspectives of local communities, government institutions, and other stakeholders participating in the collaborative governance framework of the GTRA.

Consistent with this approach, the research adopts a case study design. A case study enables researchers to conduct an in-depth exploration of a particular unit of analysis within clearly defined spatial and temporal boundaries. Yin (2018) argues that the case study method is particularly appropriate when research seeks to answer "how" and "why" questions, when investigators have little or no control over events, and when the phenomenon under investigation occurs within a real-life setting. In this study, the Siak Regency GTRA serves as the case through which to comprehensively examine how collaborative processes are implemented, how interactions among stakeholders are developed, and how collaborative outcomes are realized in the implementation of agrarian reform.

More specifically, this research employs an instrumental case study design, meaning that its objective extends beyond merely describing the implementation of the GTRA in Siak Regency. Instead, it seeks to identify broader collaborative patterns and underlying principles relevant to agrarian reform governance. Stake (1995) explains that an instrumental case study is used to gain a deeper understanding of a particular issue or theoretical framework by utilizing a specific case as an analytical instrument. Accordingly, this study is intended not only to provide insights into the local context of Siak Regency but also to contribute to the development and application of Collaborative Governance Theory in the practice of agrarian reform in Indonesia.

The selection of this methodological approach and research design is based on the nature of the research problem, which requires an in-depth examination of socio-political dynamics, institutional configurations, and deliberative processes occurring within the GTRA framework. Therefore, the qualitative approach combined with an instrumental case study design provides the flexibility and analytical depth necessary to understand the role of the GTRA not only from a formal institutional perspective but also from a substantive perspective as a collaborative governance mechanism that supports the implementation of equitable and participatory agrarian reform.

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RESULTS AND DISCUSSION

Overview of Land Conditions in Siak Regency

According to data from the Siak Regency Land Office (2025), the estimated total number of land parcels in Siak Regency is approximately 195,000, of which 148,672 parcels (76%) have been officially registered and 92,818 parcels (47%) have been spatially mapped. Consequently, 24% of land parcels remain unregistered, while 53% have yet to be mapped spatially. This condition implies that approximately 46,328 land parcels lack legal certainty due to the absence of formal registration, while more than 102,000 parcels have not yet been assigned spatial certainty. The simultaneous absence of legal and spatial certainty substantially increases the risk of overlapping land claims, boundary disputes, and broader agrarian conflicts. Rahardjo (2026) asserts that legal certainty constitutes one of the fundamental objectives of law, as it provides clarity regarding legal rights, legal subjects, and legal objects. Within the context of land administration, the failure to register and map land parcels significantly weakens the legal standing of landholders and heightens the likelihood of future disputes.

With respect to land use classification, the Decree of the Minister of Environment and Forestry Number 903/MENLHK/SETJEN/PLA.2/12/2016 stipulates that forest and protected areas in Siak Regency cover 468.33 hectares (56.60%), Other Use Areas (Areal Penggunaan Lain—APL) account for 354.29 hectares (42.81%), and water bodies comprise 4.88 hectares (0.59%). A significant complication arose when a number of areas previously designated as APL were subsequently reclassified as state forest zones under the aforementioned ministerial decree, reinforced by Riau Provincial Regulation Number 10 of 2018 on the 2018-2038 Provincial Spatial Plan. This reclassification generated legal uncertainty for holders of Land Title Certificates (Sertipikat Hak Atas Tanah—SHAT) whose land now falls within forest boundaries, while simultaneously obstructing the formal certification process for landholders possessing only preliminary tenure documents.

The principal implication of this reclassification is the emergence of overlapping legal regimes between agrarian law and forestry law. Communities holding formally recognized tenure documents find that the state now asserts jurisdiction over their land as designated forest area under forestry legislation. This overlap creates substantial legal uncertainty, as previously valid certificates have not been automatically revoked yet their legal standing has been weakened and their practical use considerably restricted. In many cases, the rights of longstanding occupants are effectively nullified without formal legal proceedings.

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The Chair of the Forest and Land Conflict Resolution Facilitation Team (Tim Fasilitasi Penyelesaian Konflik Tenurial—TFPK) of Siak Regency, Anton (2025), confirmed that Siak Regency is among the regions in Riau Province experiencing a relatively high incidence of agrarian conflicts. The TFPK operates within a formally institutionalized pentahelix collaboration framework, established through Regent of Siak Decree Number 100.3.3.2/713/HK/KPTS/2025. According to TFPK Siak Regency (2025), the total area affected by agrarian conflicts amounts to approximately 60,955 hectares, involving 6,992 households. The majority of these conflicts originate from the forestry sector, covering around 53,112.7 hectares and affecting 4,197 households, while disputes in the plantation sector encompass approximately 7,598 hectares involving 2,795 households. These figures underscore that land tenure uncertainty is not a sporadic or isolated phenomenon but has evolved into a structural problem involving multiple stakeholders operating under competing legal regimes.

Institutional Structure of the Siak Regency Agrarian Reform Task Force

The implementation of agrarian reform policy represents one of the Indonesian government's strategic initiatives to restructure the relationship between society and land through the reorganization of land ownership, tenure, use, and utilization in a more equitable manner. The principal legal framework governing this initiative is Presidential Regulation Number 86 of 2018 on Agrarian Reform, subsequently replaced by Presidential Regulation Number 62 of 2023 on the Acceleration of Agrarian Reform Implementation. Both regulations mandate the establishment of the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria—GTRA) at both provincial and regency levels.

The Siak Regency GTRA was formally established in 2021 through Regent Decree Number 179/HK/KPTS/2021. Under this institutional arrangement, the Regent of Siak serves as Chairperson, the Regional Secretary as Deputy Chairperson, and the Head of the Siak Regency Land Office as Executive Chairperson. The task force comprises twenty members, including two Assistant Regents, ten heads of Regional Government Agencies (Organisasi Perangkat Daerah—OPDs), one Land Office official, four representatives of non-governmental organizations (NGOs), one representative of a social foundation, one academic, and one representative of the Malay Customary Institution (Lembaga Adat Melayu—LAM).

The composition of the Siak Regency GTRA reflects an explicit recognition of the multidimensional and multi-actor nature of agrarian issues. As stipulated in Presidential Regulation Number 86 of 2018, agrarian reform must be implemented through coordinated

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efforts across sectors and levels of government. The involvement of NGOs and civil society organizations is particularly important for strengthening public participation and enhancing the legitimacy of the policy-making process. NGOs frequently maintain close relationships with communities that constitute the primary beneficiaries of agrarian reform, enabling community aspirations to be more directly incorporated into program formulation and implementation.

The inclusion of an academic representative—Dr. H. Edyanus Herman Halim, S.E., M.S. of the University of Riau—reflects an effort to integrate scientific and evidence-based approaches into agrarian reform implementation through research, policy analysis, and systematic identification of agrarian issues. Similarly, the participation of the LAM is highly relevant within the context of Siak Regency, where customary norms and the rights of indigenous communities constitute an inseparable dimension of land-related disputes. The involvement of customary institution representatives ensures that locally recognized norms and traditional values are incorporated into conflict resolution processes, thereby strengthening the social legitimacy of policy outcomes.

Implementation of Collaborative Governance in the Siak Regency Agrarian Reform Task Force

Ansell and Gash (2008) argue that collaborative governance is characterized by six fundamental criteria that serve as its essential prerequisites. The implementation of the Siak Regency GTRA demonstrates that all six criteria have been effectively fulfilled, as evidenced by the following analysis.

The GTRA as a Forum Initiated by Public Agencies or Institutions

The first criterion concerns the establishment of a collaborative forum initiated by public agencies or institutions. The creation of the GTRA was a direct mandate of the Indonesian government, first formally regulated under Presidential Regulation Number 86 of 2018 on Agrarian Reform. Article 19, paragraph (1) of this regulation explicitly mandates the establishment of the Agrarian Reform Task Force, while paragraph (2) specifies its organization at three administrative levels: national, provincial, and regency/municipal. This institutional arrangement reflects the government's recognition of agrarian reform as a strategic national agenda requiring coordination across sectors and levels of governance.

At the national level, Article 20 assigns the National GTRA responsibility for coordinating the provision of Agrarian Reform Objects (Tanah Objek Reforma Agraria—TORA), integrating asset restructuring and access reform programs, facilitating the resolution of agrarian disputes, and

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supervising regional implementation. Provincial and regency GTRAs, chaired by governors and regents respectively, ensure that coordination mechanisms extend to the local level where agrarian reform is primarily implemented. From the perspective of collaborative governance theory, the Siak Regency GTRA clearly satisfies this criterion, as the forum was created through formal governmental initiative and is supported by a comprehensive legal framework defining its organizational structure, authority, and operational procedures.

The Membership Composition of the Siak Regency GTRA Includes Non-State Actors

The second criterion emphasizes the inclusion of non-state actors in the public policy process. Ansell and Gash (2008) argue that contemporary public problems can no longer be effectively addressed solely through government institutions but require the active participation of stakeholders beyond the formal bureaucratic structure of the state. The institutional arrangement of the Siak Regency GTRA demonstrates compliance with this criterion. Although the task force is led by government representatives, its membership formally incorporates non-state actors from the NGO sector, the academic community, and the Malay Customary Institution.

The participation of five NGO representatives is particularly significant because civil society organizations maintain close relationships with communities that constitute the primary beneficiaries of agrarian reform. Their inclusion enables community aspirations to be more directly incorporated into policy formulation while simultaneously serving as a mechanism of social oversight that promotes transparency and accountability in implementation. The involvement of the academic sector enhances decision-making quality through the use of empirical data, research findings, and objective analytical approaches. The inclusion of the LAM further ensures that locally recognized customary norms and traditional values are integrated into agrarian conflict resolution processes. This membership structure reflects a balanced integration of governmental and non-governmental actors within a formally institutionalized collaborative forum, consistent with the defining characteristics of collaborative governance.

Their participation illustrates the government's commitment to adopting a collaborative governance approach by formally involving actors beyond the public sector in the planning, coordination, and implementation of agrarian reform policies, as illustrated in the following figure:

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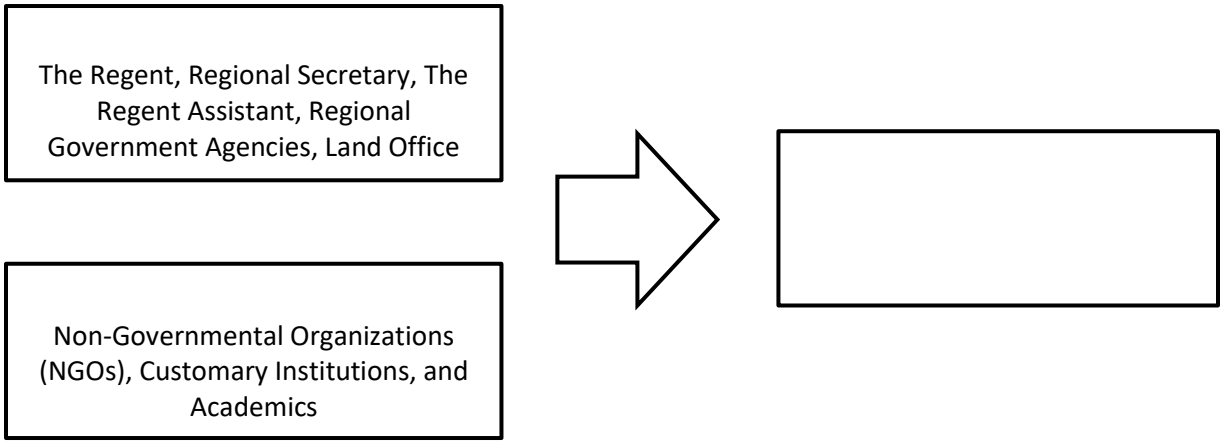


Figure 2. Membership elements of Siak Regency GTRA
Source: Siak Regent Decree No. 179/HK/KPTS/2021

Siak Regency GTRA Directly Involves Participants in Decision Making

The third criterion emphasizes that stakeholders should not merely function as policy recipients but should actively participate in policy formulation and contribute to collective decision-making. The implementation of the Siak Regency GTRA provides concrete evidence of such direct engagement across multiple years. In 2021, coordination meetings were utilized to identify potential TORA sources in collaboration with relevant agencies and stakeholders, generating not only information exchange but also collective decisions regarding potential redistribution objects. During the coordination meeting of 25 March 2021, participants reached a consensus concerning potential land redistribution derived from the resolution of conflicts involving PT Duta Swakarya Indah, PT Wana Sawit Subur Indah, PT Triomas Forestry Development Indonesia, and PT Uniseraya, as well as land released from forest areas.

In 2022, direct participation was further demonstrated through field verification activities involving village governments, local communities, and private companies. The submission of an official request by the Village Head of Pangkalan Pisang regarding the acceleration of the release of PT Kimia Tirta Utama's Land Cultivation Rights (Hak Guna Usaha—HGU) illustrates that local authorities actively initiated issues for deliberation within the GTRA forum, rather than functioning merely as passive recipients of policy decisions. By 2024, direct stakeholder participation had become more firmly institutionalized, with coordination meetings serving as deliberative spaces where participants collectively formulated conclusions regarding TORA

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management, the designation of Agrarian Reform Villages, and the strategic direction of future GTRA activities. Although the criteria of direct stakeholder engagement has been substantially satisfied, expanding the participation of grassroots communities remains an important area for improvement.

Decision Making within the Siak Regency GTRA Forum Is Consensus Oriented

The fourth criterion concerns decision-making conducted through dialogue, deliberation, and mutual agreement among stakeholders, rather than unilateral determination by the government as the dominant actor. An examination of the Siak Regency GTRA Final Reports for 2021, 2022, and 2024 reveals that decision-making mechanisms within the forum consistently emphasized deliberation and consensus. In 2021, the coordination meeting on potential land redistribution produced a joint agreement, with the report's explicit use of the term agreement signifying that decisions emerged from collective deliberation rather than institutional imposition.

The most illustrative example of consensus-based decision-making occurred in 2022 during the process of designating the Agrarian Reform Village. Following two coordination meetings held on 10 October and 27 October 2022, four candidate villages were evaluated. Although the Siak Regency Office of Community and Village Empowerment recommended Rawang Kao Barat Village, subsequent deliberation led all members to reach a consensus in favor of Buatan II Village, on the grounds that it had already implemented both asset restructuring and access reform. This process clearly demonstrates that the final outcome was not determined unilaterally but emerged through a deliberative process producing a mutually acceptable agreement. In 2024, the consensus-based character of decision-making was further formalized through the signing of a Memorandum of Mutual Understanding and Joint Agreement by all GTRA members following extensive discussions, confirming that coordination meetings functioned as institutional mechanisms for producing collectively endorsed policy decisions.

The Implementation of GTRA Is Conducted through a Formal and Organized Collaborative Forum

The fifth criterion emphasizes that collaboration should be conducted through an institutionalized forum with a clear legal basis, organizational structure, division of responsibilities, and well-defined decision-making procedures. The Siak Regency GTRA consistently satisfies this criterion, as its establishment has been preceded each year by the issuance of formal legal instruments. The 2021 GTRA was established through Siak Regent Decree Number 179/HK/KPTS/2021 (21 January 2021); the 2022 GTRA through Decree Number

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90/HK/KPTS/2022 (25 January 2022); and the 2024 GTRA through Decree Number 100.3.3.2/267/HK/KPTS/2024 (24 January 2024).

As a formal institution, the GTRA possesses a clearly defined organizational structure established under Presidential Regulation Number 62 of 2023. The Chairperson of the Daily Executive Team is supported by three specialized task forces: (1) the Asset Restructuring and TORA Source Optimization Task Force, responsible for conducting analyses of land use and coordinating the inventory, identification, and verification of potential TORA; (2) the Agrarian Conflict Inventory and Resolution Task Force, responsible for inventorying TORA data derived from dispute and conflict resolution records; and (3) the Access Reform Task Force, responsible for developing plans and programs related to the provision of access reform for TORA beneficiaries. The existence of regularly scheduled coordination meetings and comprehensive documentation in the form of official minutes and memoranda of understanding confirms that collaboration within the Siak Regency GTRA is institutionalized through a formal, systematic, and well-governed organizational framework.

Collaboration within the Siak Regency GTRA Is Focused on Public Policy or Public Management

The sixth criterion holds that collaborative processes must be directed toward addressing public issues, formulating policy solutions, and generating outcomes that serve the broader public interest. The implementation of the GTRA is inherently oriented toward public policy and public management, as mandated by Presidential Regulation Number 62 of 2023, which assigns the institution responsibility for coordinating cross-sectoral policies related to TORA provision, land redistribution, access reform, agrarian conflict resolution, and the empowerment of agrarian reform beneficiaries.

Evidence from all three implementation years confirms this public policy orientation. In 2021, coordination meetings focused on identifying potential land redistribution sources and formulating policy recommendations regarding priority locations. In 2022, the GTRA forum directed its deliberations toward evaluating candidate Agrarian Reform Villages based on criteria related to asset restructuring, access reform, and community readiness. In 2024, coordination meetings produced a Memorandum of Mutual Understanding on the policy directions for agrarian reform implementation and institutional capacity strengthening in Siak Regency. The involvement of diverse stakeholders—including government agencies, academics, civil society organizations, customary institutions, village governments, private companies, and community groups—was consistently aimed at enhancing the quality of public policy and ensuring that agrarian reform

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programs remained responsive to local needs and conditions. These findings confirm that the Siak Regency GTRA functions as a collaborative governance mechanism dedicated to achieving public policy objectives rather than serving narrow institutional or sectoral interests.

CONCLUSION

Based on the findings of this study, the implementation of collaborative governance within the Agrarian Reform Task Force (GTRA) of Siak Regency fulfills the six principal characteristics proposed by Ansell and Gash (2008): initiated by public agencies or institutions, participants include non-state actors, participants engage directly in decision making, consensus-oriented decision making, formal and organized collective forum, and focus on public policy or public management. These findings indicate that GTRA has functioned as a collaborative platform capable of integrating government institutions, local communities, academics, customary institutions, and civil society organizations in implementing agrarian reform, particularly in the provision of Agrarian Reform Objects (TORA), agrarian conflict resolution, asset restructuring, and access reform. Nevertheless, the study also identifies the need to further strengthen broader community participation and enhance cross-sectoral coordination to optimize collaborative governance practices and ensure that agrarian reform is implemented in a more equitable, sustainable, and welfare-oriented manner.

FUTURE DIRECTIONS

In the future, policy implementation should focus on strengthening the quality of collaborative governance within the Agrarian Reform Task Force (GTRA) of Siak Regency by enhancing more inclusive stakeholder participation, particularly that of communities serving as the primary beneficiaries of agrarian reform, throughout the stages of planning, decision-making, implementation, and program evaluation. In addition, the institutional capacity of GTRA should be continuously reinforced through improved cross-sectoral coordination, adequate resource support, and the development of an integrated agrarian information system to ensure that the identification of Agrarian Reform Objects (TORA) and the resolution of agrarian conflicts can be carried out more effectively, accurately, and on the basis of reliable evidence.

Furthermore, GTRA should adopt a more preventive approach to agrarian conflict management by strengthening early detection mechanisms and fostering greater integration between asset restructuring and access reform programs, thereby ensuring that agrarian reform not only provides legal certainty over land tenure but also contributes to sustainable

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improvements in community welfare. From an academic perspective, future studies are encouraged to examine the implementation of GTRA through comparative analyses across different regions or by employing alternative governance frameworks in order to develop more adaptive and effective collaborative governance models for supporting agrarian reform implementation in Indonesia.

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