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Factors Influencing Agrarian Reform Policy Implementation: A Case Studi of Dairi Regency, Indonesia

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Abstract: This study aims to analyze the factors influencing the implementation of agrarian reform policy in Dairi Regency, Indonesia, based on Presidential Regulation Number 62 of 2023. Agrarian reform is a strategic policy designed to address inequality in land ownership and improve community welfare. This research employs a qualitative approach with data collection techniques including in-depth interviews, observation, and documentation. The findings reveal that the implementation of agrarian reform in Dairi Regency has been carried out administratively, particularly through land certification programs as part of asset restructuring. However, the effectiveness of implementation is influenced by several factors, including limited human resources, budget constraints, and suboptimal coordination among implementing agencies. In addition, access reform and land dispute resolution have not been optimally implemented. These findings indicate that the success of agrarian reform policy is not only determined by policy design but also by institutional capacity and the broader context of implementation.

Keywords: agrarian reform, policy implementation, public policy, Dairi Regency.

INTRODUCTION

Agrarian issues continue to represent one of the most fundamental challenges in Indonesia's development, particularly in relation to unequal land distribution, persistent agrarian conflicts, and limited access to productive resources for rural communities (Konsorsium Pembaruan Agraria, 2023). These structural problems have long been embedded in the socio-economic landscape and contribute significantly to inequality and poverty. The concentration of land ownership in the hands of a limited number of actors often marginalizes smallholder farmers and rural populations, thereby restricting their ability to improve their economic conditions.

In addition, agrarian conflicts frequently arise due to overlapping land claims, unclear land tenure systems, and competing interests between communities, private corporations, and government institutions (Konsorsium Pembaruan Agraria, 2023). These conflicts not only

generate social tensions but also hinder sustainable development and weaken public trust in state institutions. The persistence of these issues indicates that agrarian problems are not merely technical but also institutional and structural in nature.

Agrarian reform is widely recognized as a strategic policy instrument aimed at restructuring the ownership, control, and use of land resources. Beyond land redistribution, agrarian reform also seeks to improve access to economic opportunities, strengthen community capacity, and promote sustainable land use (Wiradi, 2000). Therefore, agrarian reform should be understood as a comprehensive policy that integrates social, economic, and institutional dimensions.

The Indonesian government has demonstrated its commitment to agrarian reform through various policy initiatives, including Presidential Regulation Number 62 of 2023 on the Acceleration of Agrarian Reform Implementation (Peraturan Presiden RI, 2023). This regulation emphasizes the importance of integrating asset restructuring with access reform, as well as strengthening coordination among relevant stakeholders. The policy framework aims to ensure that agrarian reform is implemented in a comprehensive and sustainable manner.

However, the implementation of agrarian reform policies at the regional level often encounters significant challenges. Variations in institutional capacity, resource availability, and local socio-political conditions influence how policies are translated into practice. As a result, the outcomes of agrarian reform implementation tend to differ across regions, reflecting the complexity of policy execution in diverse contexts.

Dairi Regency represents a relevant case for examining the dynamics of agrarian reform implementation at the local level. As one of the regions where agrarian reform programs are implemented, Dairi Regency exhibits specific characteristics that influence policy outcomes. Empirical findings indicate that the implementation of agrarian reform in this region is predominantly focused on asset restructuring through land certification programs. While this approach provides legal certainty over land ownership, it does not automatically address broader issues related to access to economic resources and conflict resolution.

Furthermore, the limited implementation of access reform and land dispute resolution raises important questions regarding the effectiveness of agrarian reform policies in achieving their intended objectives. The absence of comprehensive implementation may reduce the overall impact of the policy, particularly in improving the welfare of beneficiaries and ensuring sustainable development.

In the field of public policy, implementation is widely regarded as a critical stage that determines whether policy objectives can be achieved. A well-designed policy does not automatically guarantee successful outcomes, as the implementation process is influenced by various factors, including institutional capacity, resource availability, and the behavior of implementing actors. According to Merilee S. Grindle (1980), the success of policy implementation depends on the interaction between policy content and the context of implementation.

Given these considerations, it is essential to examine the factors that influence the implementation of agrarian reform policies at the local level. Understanding these factors can provide valuable insights into the challenges and opportunities associated with policy implementation, as well as inform strategies for improving policy effectiveness.
Therefore, this study aims to analyze the factors influencing the implementation of agrarian reform policy in Dairi Regency, Indonesia.

METHOD

This study employs a qualitative research approach to gain an in-depth understanding of the implementation of agrarian reform policy in Dairi Regency. A qualitative approach is considered appropriate because it allows the researcher to explore social phenomena,

institutional dynamics, and the perspectives of various stakeholders involved in policy implementation. The research was conducted in Dairi Regency, North Sumatra Province, which has been identified as one of the areas implementing agrarian reform programs. The selection of this location is based on the presence of agrarian reform activities, particularly land certification programs, as well as the existence of agrarian issues that require further analysis (Moleong, 2019).

The research subjects consisted of key informants selected through purposive sampling. These informants include officials from the Land Office, representatives of local government institutions, village authorities, and community members who are beneficiaries of agrarian reform programs. The inclusion of various stakeholders aims to provide a comprehensive understanding of policy implementation from multiple perspectives. Data collection techniques in this study include in-depth interviews, observation, and documentation. In-depth interviews were conducted to gather detailed information regarding the implementation process, challenges faced, and perceptions of stakeholders. Observation was carried out to understand field conditions, while documentation was used to support and validate the data obtained from interviews.

Data analysis was conducted using an interactive model, which includes data reduction, data display, and conclusion drawing. This study also uses the policy implementation framework proposed by Merilee S. Grindle (1980), which emphasizes the importance of *content of policy* and *context of implementation* in analyzing the success of policy implementation (Sirajuddin Saleh, 2017).

RESULTS AND DISCUSSION

The implementation of agrarian reform policy in Dairi Regency has been carried out in accordance with national regulations, particularly through land certification programs as part of asset restructuring. This indicates that, at the administrative level, the policy has been implemented in a structured manner. Asset legalization through land certification serves as an initial step in providing legal certainty over land ownership, which is a fundamental objective of agrarian reform (Wiradi, 2000).

However, the findings reveal that the effectiveness of policy implementation is influenced by several interrelated factors that shape how the policy operates in practice. These factors are not only technical but also institutional and structural in nature.

Table 1. Factors Influencing Agrarian Reform Policy Implementation in Dairi Regency

No	Factors	Description
1	Human Resources	Limited number and capacity of personnel involved in policy implementation
2	Budget	Insufficient financial support for program implementation
3	Inter-agency Coordination	Lack of effective coordination among institutions
4	Responsiveness of Implementers	Limited ability to respond to field challenges

Sumber: Processed by the author, 2026

Table 1 highlights the main factors influencing the implementation of agrarian reform policy in Dairi Regency. These factors demonstrate that policy implementation is not solely determined by regulatory frameworks but is highly dependent on the capacity of implementing institutions and the availability of supporting resources.

One of the most critical factors identified in this study is the limitation of human resources. The number of personnel assigned to implement agrarian reform programs is relatively limited compared to the scope of tasks that must be carried out. In addition, the

technical capacity of the available personnel is not always sufficient to address the complexity of agrarian issues in the field. This condition affects the efficiency and effectiveness of policy implementation, particularly in terms of data collection, land verification, and community engagement. The importance of human resources in policy implementation is emphasized by Merilee S. Grindle (1980), who argues that the success of policy implementation is closely related to the capacity of implementing actors.

Furthermore, budget constraints represent another significant factor influencing policy implementation. Limited financial resources restrict the ability of implementing agencies to expand program coverage and provide comprehensive support for beneficiaries. As a result, implementation tends to prioritize activities that are administratively feasible, such as land certification, rather than more complex and resource-intensive programs like community empowerment and access reform. This finding is consistent with the view that financial capacity is a key determinant of policy effectiveness (Agustino, 2020).

In addition to resource-related factors, institutional coordination plays a crucial role in shaping the implementation process. Agrarian reform is inherently a multi-sectoral policy that requires collaboration among various institutions, including land offices, local governments, and other relevant agencies. However, the findings indicate that coordination among these actors has not been fully optimized. Differences in institutional priorities, communication gaps, and the absence of integrated mechanisms often lead to fragmented implementation. This condition reduces the overall effectiveness of the policy and limits its impact on the target beneficiaries.

The responsiveness of implementing agencies also emerges as an important factor influencing policy outcomes. Responsiveness refers to the ability of institutions to adapt to field conditions, respond to community needs, and address emerging challenges during the implementation process. In the context of Dairi Regency, the responsiveness of implementers is still relatively limited, particularly in addressing complex issues such as land disputes and access to economic resources. This finding reinforces the argument that the context of implementation, including the behavior and adaptability of implementing actors, significantly affects policy success (Agustino, 2020).

Another important aspect revealed in this study is the imbalance between the three main pillars of agrarian reform: asset restructuring, access reform, and land dispute resolution. The implementation of agrarian reform in Dairi Regency is predominantly focused on asset restructuring through land certification programs. While this approach successfully provides legal certainty over land ownership, it does not automatically lead to improvements in community welfare.

Access reform, which includes efforts to enhance the productive use of land through economic support, training, and access to capital, has not been implemented optimally. The absence of strong access reform programs limits the ability of beneficiaries to utilize their land productively. As a result, the potential economic benefits of agrarian reform remain largely unrealized. This condition indicates that agrarian reform has not yet achieved its broader objective of improving socio-economic conditions (Wiradi, 2000).

Similarly, land dispute resolution has not become a dominant component of policy implementation in the region. Although agrarian conflicts exist, their resolution is not systematically integrated into the agrarian reform program. This situation reflects the complexity of land-related conflicts, which often involve legal, social, and political dimensions. The limited attention given to dispute resolution reduces the comprehensiveness of policy implementation and may affect the sustainability of agrarian reform outcomes.

From a theoretical perspective, these findings illustrate the relevance of the policy implementation framework proposed by Merilee S. Grindle (1980). The interaction between policy content and the context of implementation is clearly evident in this case. While the policy content provides a clear framework for implementation, the context—particularly

resource availability, institutional capacity, and coordination—significantly influences how the policy is executed in practice.

Overall, the findings suggest that the implementation of agrarian reform policy in Dairi Regency cannot be fully understood without considering the interplay between structural constraints and institutional dynamics. The dominance of asset restructuring, combined with the limited implementation of access reform and dispute resolution, indicates that the policy has not yet been implemented in a comprehensive manner. Therefore, improving the effectiveness of policy implementation requires not only strengthening regulatory frameworks but also enhancing institutional capacity, resource allocation, and inter-agency coordination.

CONCLUSION

The implementation of agrarian reform policy in Dairi Regency has generally been aligned with national regulations, particularly through land certification programs as part of asset restructuring. This reflects that, from an administrative perspective, the policy has been executed in a systematic and organized manner, contributing to greater legal certainty over land ownership for the community. Nevertheless, the findings indicate that its effectiveness remains hindered by several challenges, including limited human resources, budget constraints, inadequate coordination among implementing institutions, and low responsiveness of policy actors. These issues highlight that successful policy implementation is not merely determined by the presence of regulatory frameworks, but also by the institutional capacity and performance of those responsible for executing the policy, as emphasized by Merilee S. Grindle (1980).

Furthermore, the implementation of agrarian reform in Dairi Regency has yet to be carried out in a comprehensive manner. The policy continues to focus predominantly on asset restructuring, while access reform and land dispute resolution have not been optimally addressed. This imbalance suggests that the broader objectives of agrarian reform, particularly in enhancing community welfare and promoting sustainable land use, have not been fully realized. Therefore, improving the effectiveness of policy implementation requires strengthening institutional capacity, increasing resource allocation, and enhancing coordination among stakeholders. In addition, greater emphasis should be placed on developing access reform initiatives and integrating land dispute resolution into the implementation framework, so that agrarian reform can be implemented more holistically and contribute more significantly to social justice and sustainable development.

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