

**REGULATORY SUFFOCATING PARTICIPATION: THE STAGNATION OF
FORESTRY AGRARIAN REFORM IN BALUMPEWA VILLAGE, SIGI
REGENCY, SULAWESI TENGAH PROVINCE**

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Abstract

This paper attempts to examine why agrarian reform in forest areas is difficult to be implemented in Balumpewa Village, Sigi District, although The Sigi district government has set up the Agrarian Reform Task Force (GTRA) as an Executive Agency of agrarian reform. In addition, at the basic level, agrarian reform has progressed rapidly because of the high rate of participation of the local community. These are supposed to accelerate proposing process of Land Objects for Agrarian Reform (TORA). Although a conscientious endeavour of both GTRA of Sigi District and the local community has been carried out, the results are still disappointing. It can be seen from 68,000 hectares of agrarian reform's object in forest area proposed by the GTRA, but only 3000 hectares of Land Object for Agrarian Reform approved for release as redistribution objects. The thing caused by Indonesia's forestry policy still adheres to conventional forestry regulations. Therefore, the implementation of agrarian reform requires special regulation. Consequently, no matter how good the participation as long as the existing regulations have not been progressive and do not offer various solutions according to the socio-ecological situation at the village level, it is difficult to imagine accelerating the implementation of forestry agrarian reform in Indonesia.

Keywords: *Participation, Regulation, Agrarian Reform, Forestry, Community*

A. Introduction

After a long sinking, Indonesia Agrarian Reform (AR) policy finally strengthened after the New Order through the National Agrarian Reform Program (PPAN) launched by the Susilo Bambang Yudhoyono (SBY) government¹. The program now is continued by the Jokowi government, which has been set since the year 2015-2019 National Medium-Term Development Plan (RPJMN) and the year 2020-2024 RPJMN as one of the national priority programs².

Besides that, in 2017 a legal foothold on the Settlement of Land Tenure in Forest Areas (PPTKH) was published through Presidential Regulation No.88 of 2017. This rule is one of the government's instruments to establish the Land Objects of Agrarian Reform (TORA) program in forest areas. In the following year, Presidential Regulation No.86 of 2018 on Agrarian Reform included forest areas as one of the objects of AR was also published. These two legal instruments are expected to solve problems related to land in forest areas.

The implementation process of the policies got many criticisms, especially from civil society organizations that actively proposing TORA based on participatory mapping processes. For example, in Sigi Regency, Sulawesi Tengah Province, there is collaboration work between the local government of Sigi Regency, Agrarian Reform Task Force (GTRA), and civil society organizations (e.i YMP, JKPP and KPA)³ together with residents did participatory work with an aim to propose TORA to the central and provincial governments. As it turns out, the results issued mainly by the PTKH Team are still far from local residents' expectations. The proposed TORA of Sigi Regency in forest areas is 168,000 hectares, while only 3,000 hectares are agreed by the PTKH Team to be removed from the forest area as can be processed to be TORA from the forest area. This shows us that there is a big gap in size area between the proposed TORA by the local community and the final results of the verification by the PTKH Team.

¹ Regarding the process of PPAN policy formation, see Shohibuddin and Salim, eds. (2012). Many criticisms are directed at this PPAN policy, for example, by Bachriadi (2017), because of its potential to carry out fake agrarian reforms.

² Although the Jokowi Government has issued a Presidential Regulation on RA, this regulation also received much criticism, ranging from the issue of the definition of RA itself to its implementation. In this regard, this Policy Paper will only highlight one small part of the Jokowi administration's RA policy.

³ Then YMP stands for Yayasan Merah Putih, then JKPP stands for Participatory Mapping Network, and KPA stands for Consortium for Agrarian Reform.

However, in the acceleration of the Agrarian Reform Stranas 2016-2019 has been focused to be the fifth priority program which is to allocate forest resources to be managed by the people. This scheme is now implemented at the Sigi Regency Government of Sulawesi Tengah Province under the government's initiative (Savitri, 2020-174). Ironically, even as a pilot district, the implementation of forestry RAs encounters many obstacles. For example, one of the villages that proposed TORA for forest areas in the Sigi Regency is Balumpewa Village. Residents in this village have participated in various endeavors, ranging from participatory mapping, allocating budget for AR from village funds to taking direct action. Unfortunately, the proposal for TORA residents of Balumpewa Village is hitherto stagnant.

On the other hand, participation is considered as one of the conditions that can encourage the success of the program. Hence, the question is, why is the participatory AR in Sigi Regency, especially in Balumpewa Village remains stagnant? Where are the blockages in the processes? And what caused it? This paper tries to answer those fundamental questions. Considering to some research on AR in Sigi Regency which have not fully answered the questions, even though there are previous research by Luthfi (2018) who analyses TORA in Indonesia, especially in Sigi Regency differs in number considerably between what GTRA proposed and BPKH's decision. According to him, this caused by institutional problems that are two-door regulations or sectoralism.

We tend to do further analysis than the institutional issue or sectoralism, which has received many criticisms and was recently reiterated by Larastiti et al. (2020) on examining land tenure policies in Indonesia. Apart from these institutional and sectoral issues, what is the exact root of the problems that makes AR in forestry areas is so difficult to be implemented? This paper attempts to capture the dynamics that occur at the village level during the participatory TORA proposal which is supported by village and district level governments. To differentiate this issue, we start it by elaborating the socio-ecological spatial landscape context of Balumpewa Village along with the residents' agrarian problems and why it is important to implement AR in Balumpewa, and why it remains stagnant.

B. Methods

This research was conducted since July 2020 by starting it with comprehensive desk study to unpack and analyze the Agrarian Reform policies and regulations in Indonesia ranging from Soekarno's Era to Jokowi's Era. Meanwhile, a field research was conducted on December-November 2020 in Balumpewa Village, Sigi Regency, Central Sulawesi Province. The approach used during field research is a survey to collect data at farmer household level. Direct observations with in-depth interviews, and Focus Group Discussion (FGD) with various stakeholders related to the theme of this research were also conducted.

C. Results and Discussion

Socio-Ecological Landscape of Balumpewa Village

Balumpewa is an old village that has been inhabited by the Kaili people, especially sub-ethnic Inde, long before Indonesia became independent. According to local people's stories, the Church was a present in the Balumpewa area in 1900. The area surrounding hills, mountains, and valleys were inhabited before the Church was founded. This proves that Kaili Inde people in Balumpewa have been living there before 1900. According to local history, Balumpewa is once referred to as *Balumpeva* which represents a woman (a widow) who resisted. Kaili Inde people there call their 'village' as *Ngata (Ngata Balumpeva)*. However, in the terms of administrative rules, the name of *Ngata Balumpeva* was changed and simply known as Balumpewa Village.

The village's topographical landscape comprises 50% of the highland area, and the remaining 50% fall into the mountain category. Balumpewa is a village that is still very homogeneous in terms of inhabitant ethnic composition. The Kaili Inde people (Topo Inde) are now also Salvation Army Christians. The main livelihood of the Balumpewa's people is from farming. As a farmer, the land has significance for the people of Balumpewa. The land is declared as "*Tampa mangelo katuva*"⁴ (a place of seeking life). Therefore, losing land means losing the source of their life itself. Losing their land is described as living a life on the edge of the nail. This proverb represents the vulnerability of losing their land. A satire meaning of it is that a landless one can also be a cultivator yet living under others' command and dictation. This way of life is

⁴ Terms in Kaili Inde Language

contrary to the egalitarian principle of Topo Inde's life where everyone strives to support themselves and their household by cultivating the land.

Over the past few decades, the Topo Inde community in Balumpewa has had to face the real threat of losing access to their ancestral lands due to unilateral claims on behalf of the State. The land they have worked on suddenly entered into state control called a protected forest and conservation area. If a unilateral claim based on the country's positive laws is upheld, then at any time, Balumpewa citizens may lose access to their livelihoods.

Dominance of State Land in Balumpewa Village

The Balumpewa area has been a roaming space, a place to live, cultivated land, fields, and forest reserves for the Topo Inde people since hundreds of years ago. However, since the last few decades, this area has undergone a process of "*land stateization*"⁵ in line with the policy of designating and determination of the country's forest areas.

The stateization process began from the Decree (SK) of the Minister of Agriculture Number: 843/Kpts/Um/11/1980 dated November 25, 1980, concerning the establishment of the Wera Nature Park (TWA) covering an area of 250 hectares. This decree became a foothold for the birth of subsequent regulations that facilitate the process of annexing the living space of Balumpewa villagers. On October 28, 2014, based on the Decree of the Minister of Forestry Number: SK.6586/Menhut-VII/KUH/2014, TWA Wera was set to be an area of 349.39 hectares. From these two decrees, there is a difference in the area of TWA Wera which almost reached 100 hectares, between the Decree of Appointment in 1980 and the Decree of Determination in 2014. If referring to the Sulawesi Tengah Natural Resources Conservation Agency (BKSDA) in the letter Number: S.961/IV.K-22/2018, this

⁵ The term "land stateization" used in this text refers to Fauzi (2014) as "...the institutional practice of the colonial government (later continued by the post-colonial government) that exerted state power to control forest resources. In more detail, Fauzi writes about the "nationalization" of customary territory... (which includes settlements, agricultural land/cultivation, fallow land, grazing areas, hunting areas, forests containing plants and animals, coasts and beaches, as well as natural resources. Other lands on Earth), categorized by the government as "state land" and "state forest", then on the basis of authority based on legislation, public officials include part or all of these customary areas as part of the licenses granted by government agencies. Central and local governments to companies that extract natural resources and produce plantations/forestry/mining to produce global commodities, or to government agencies in managing conservation areas (national parks, grand forest parks, and others). This concept of stateization can also be traced through Fauzi (1999).

difference occurs due to the change in the status of protected forest areas into conservation forests.

In addition to being a conservation forest or TWA, part of Balumpewa Village also becomes a protected forest through the Decree of the Minister of Forestry No.869/Menhut-II/2014. This decree caused approximately 2,050.53 hectares (91.06%) of the Balumpewa Village area to become a forest area with protected and conservation functions. This process of "land stateization" led to extended state control in the Balumpewa Village. The implication of this process is that the condition of land tenure between the state and citizens becomes unequal, as shown in Table 1 below.

Table 1. Land Tenure in Balumpewa Village

Land Status	Area (Hectares)
Community owned land	201,53
State Forest	2.050,83
Total Area	2.252,18

Officially, the land in Balumpewa Village that can be used by the people for agricultural or residential activities is less than 10% of the total village area, or only equal to 201.53 hectares. This kind of unequal situation forces citizens to cultivate on state lands. The following picture will help us imagine that the inequality in the control of agrarian resources in Balumpewa Village is sharp.⁶

⁶ Shohibuddin (2020) termed this kind of inequality as "allocation inequality", namely the condition of land tenure inequality caused by unfair state policy in allocating land between the interests of the people and for the benefit of sectoral control on a large scale such as for forest areas, plantation HGU, and so on. This is distinguished from the "inequality of distribution" which more closely reflects the unequal land tenure conditions among the farmers themselves.

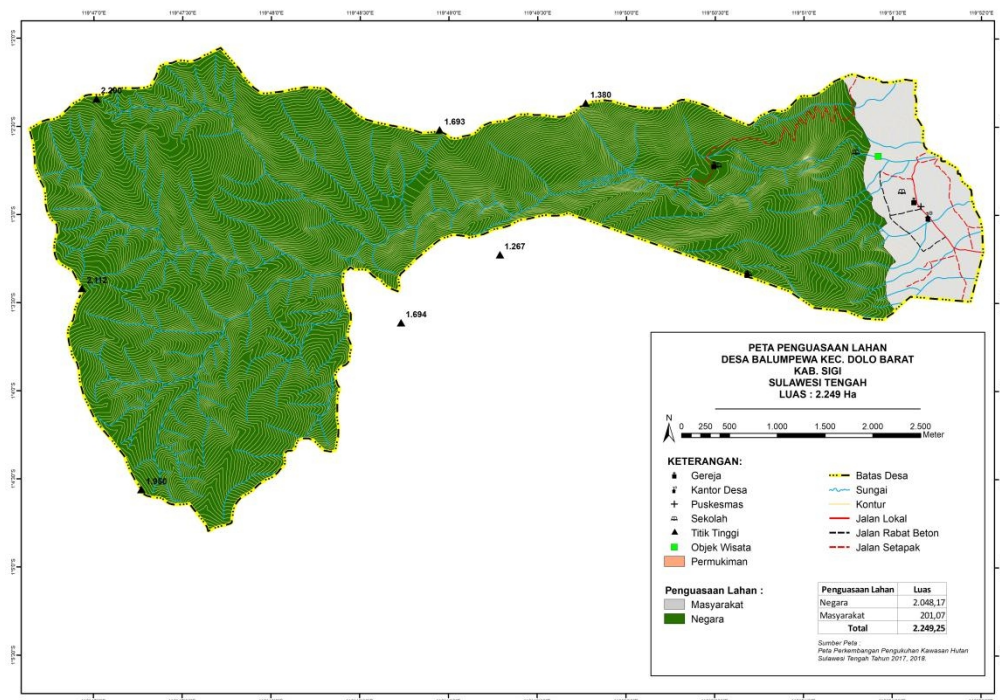


Figure 1. Map of Land Tenure in Balumpewa Village

The vast area of Balumpewa Village is not at all able to help the people's living conditions be better if the unequal land allocation, as stated in the map above, is not resolved first. The highest percentage of land owned by residents is less than 0.5 hectares. Meanwhile, for land tenure in forest areas, the highest percentage is at 0.5-2 hectares⁷. The means that the people's arable land is wider in the forest area than in APL. The results of this survey are in line with the macro data that shows the inequality of land allocation in Balumpewa Village.

Finally, the process of land stateization creates unequal allocations, which in turn brings people into a vulnerable situation. Now they live and farm on state land illegally so that they are constantly overshadowed by evictions, violence, and conflicts that can occur at any time. The sharpening of inequality in control, ownership, use, and allocation of land/forest/other natural resources is one of the root causes of structural agrarian conflicts (Fauzy, 2013). This situation motivates residents to move from controlling the land through cultivation to participatory efforts to reclaim their source of livelihood as legal property.

⁷ The data is processed from the survey results of the research team.

From Cultivation to Participation for Agrarian Reform

For several years after the land stateization process took place in Balumpewa Village, cultivation is away taken by the citizens as they have lived for decades before. It is an effort to maintain the livelihoods of Balumpewa residents when the land tenure in their village is uneven, as described in the previous section. So far, the residents of Balumpewa Village view the cultivation of land deep in the forest area as normal. Because all this time, they consider the land currently included in the forest area as their land cultivated for generations to be managed for farming.

So it is not surprising if the land included in the forest area has become a garden overgrown with seasonal and annual plants. We can find candlenut, cacao or coffee trees and acres of land to grow corn and kidney beans. All of these commodities are a source of livelihood for the people of Balumpewa. In addition to cultivating as has been going on, anxiety about the status of the land that has been designated as a forest area overshadows the people's days. Therefore, when the Sigi Regency Government established AR as one of the main programs, the Balumpewa Village Government and the residents and all traditional leaders in this village saw the AR program as an opportunity to free their arable lands from state control.

Officially the knowledge about the program that AR entered Balumpewa village was introduced by the Sigi Regency Government. Starting in 2016 and establishing the Agrarian Reform Task Force (GTRA) also carried out public dissemination activities of participatory forest and land governance within AR and RA preparation workshops at the district level that invited all villages. In 2017, the Regent of Sigi then wrote to the village head to participate in participatory mapping training activities represented by three villagers appointed by the village head. This activity is facilitated by the Sigi district government and various NGOs that support the implementation of the AR program.

Balumpewa residents participated in this participative mapping training process. Those who have been trained then return to the village to hold village deliberations, especially to discuss budgeting through RPJMDES for participatory mapping activities in Balumpewa Village. In addition, village-level PPRA was also formed. The establishment of PPRA is carried out through the process of deliberation in the village openly. PPRA formed in this village then held various meetings until then determine the time of implementation of participatory mapping in the village,

which is also an important part in determining the subject and object of AR that Balumpewa villagers will submit.

The process of determining the subject and object of AR proposed by the community is carried out through deliberation. In the rules, deliberation to determine the subject of the object is held twice, but in practice, it can be adjusted to the needs at the village level. The deliberation process in determining the subject of the AR object is carried out openly involving PPRA, assistants, residents or landowners in the village.

After the spatial data (map) along with the social data (subjects and objects) for AR are completed in a joint deliberation through the minutes set by the village government, then the data is then submitted to Balumpewa Village in this case, the GTRA of Sigi Regency to be proposed as the Sigi Regency TORA. The capacity of the residents and the GTRA of Sigi Regency has only reached here to propose the TORA that has been agreed upon by the residents to the Ministry of Environment and Forestry for the proposal of Tora in Forest Areas and the Ministry of ATR BPN for lands outside the forest area so that they can be officially released to community.

Local Institutions Supporting The Participation of Balumpewa Residents

Participation is not something that happens all at once. Rather, it is dynamic and related to internal factors within the village and those that come from outside. This participation is closely related to the peasant movement as we understand that both are not formed in an empty shell but are formed. Knowledge, as described above that there is a new knowledge flow mechanism regarding AR facilitated by the Sigi Regency Government and NGOs that support this issue is present amid the people of Balumpewa Village who are increasingly aware of their critical position on the land they are stepping on that is now under state control on behalf of the forest area.

Fortunately, the new knowledge and awareness are supported by local institutions in Balumpewa Village. Local institutions are one of the pillars of farmers' participation in various efforts to implement AR. In Balumpewa village, there are at least three forms of local institutions that have their respective functions, namely Customs, Religion and Village Government. These three institutional forms have arrangements that bind Balumpewa community lives.

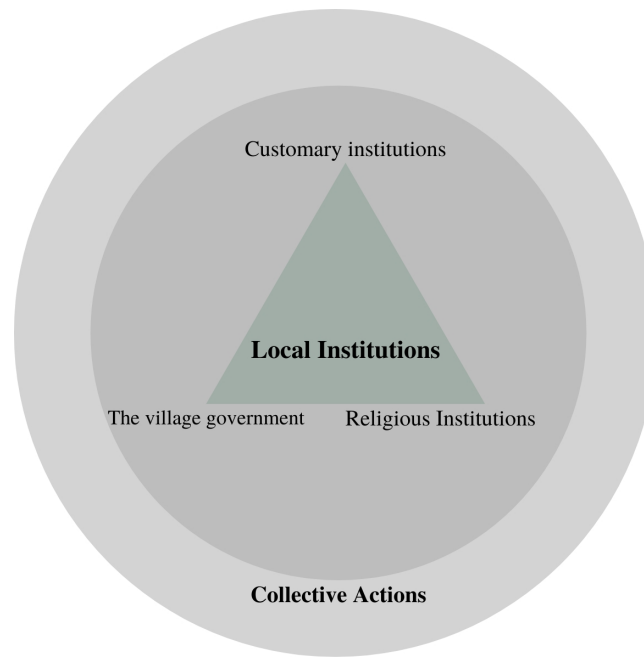


Figure 2. Local Institutions and Collective Actions of Community to Participate in Supporting AR

These three institutional forms in their daily functions are different carriages, but in the implementation of AR trying to be united in one locomotive, which is then boarded by the community on the way to realize AR in Balumpewa Village. These three things are important because it can be imagined that if the stakeholders in the three institutional systems have different orientations, it will certainly break down farmers' perspective and potentially break up the Balumpewa farmer movement. The roles of each of these local institutions in AR efforts supported from below (by leverage) are as follows:

Customary institutions are the oldest form of regulation in the village. Residents highly respect the prevailing customary system by fully carrying out all the rituals that bind their life cycle from birth to death. Although traditional rituals have economic consequences or require very large costs, residents still try to carry out various mandatory traditional rituals. With such great respect, if the Customary institutions do not agree on the agrarian reform being pursued, it will certainly become an obstacle at the village level. However, it turned out that the traditional stakeholders agreed that the AR could be carried out because it departed from the established knowledge that even though the lands in the entire Balumpewa village were ancestral lands, they did not mean anything before state law. This fact made the traditional stakeholders in the village agree to encourage access to land that has

become part of the forest area. Therefore, traditional stakeholders are always present in various deliberations and activities related to the implementation of AR in Balumpewa Village.

Religious Institutions or Churches considering that the religion adopted by the Balumpewa residents is Salvation Army Christianity which makes the Church an inseparable part of their daily lives. The Church is the centre of social activities, and so far, settlements have grown around the Church. In implementing the AR in Balumpewa, the Church functions as a medium to convey messages. Every time a service is held, various messages related to AR activities are announced by the Church so that every person or household gets information. The process of collecting personal or household identities to complete social data as TORA recipient subjects is also always announced through the Church and continues until the AR implementing committee completes the subject at the village level, then the data will be submitted to the assistant committee from the district. Meanwhile, the Officers participated in reading forest regulations and prayed for various activities carried out by the residents, including actions. Although praying is seen as a very weak form of involvement, prayers from officers are very important and meaningful for residents because they are considered to have spiritual support to strengthen residents that what they are doing is on the right path and is approved by God.

The village government is an institution that comes later in the lives of the Balumpewa residents but has power that covers all things in the village, has the authority and resources (money) to implement various policies that bind all community members in the village. The village government encourages the implementation of AR as a district government policy that directly assigns village funds to implement AR. The village government also facilitates various activities such as meetings, committee formation, and various correspondence processes needed to carry out RA activities in Balumpewa Village.

The collective action of Balumpewa Village residents to participate in various activities to encourage the implementation of AR in their village is supported by the three local institutions. Without the support of the Village Government, religious institutions and customary institutions, it is not easy to imagine the birth of solid participation at the village level. However, because all Balumpewa residents respect all important institutions with the same voice, the village participation is solid.

TORA in Balumpewa Villages: Fall Short of Expectation

Although the Balumpewa's residents have made participatory efforts to encourage the implementation of AR in their village, in reality, the results of the Verification of the PTKH Inver Team are fall short of expectation. The total proposed TORA in Balumpewa Village is 465.01 hectares. However, after being verified by the Inver PTKH TIM, the recommendation for boundary changes to be released from forest areas so that they can be processed as TORA is only 62.03 hectares. This result is certainly very disappointing, considering the various participatory efforts that the residents have made by sacrificing much time, energy, and budget to safely own agricultural land.

The rejection of TORA submitted by the Balumpewa residents is related to the status of the land submitted by the Balumpewa residents. Almost one hundred per cent comes from forest areas which in the verification process must pass through various filters following (1) Presidential Regulation Number 88 of 2017 concerning Settlement of Land Tenure in Forest Areas; and (2) Regulation of the Coordinating Minister for Economic Affairs Number 33 of 2018 concerning Guidelines for the Inventory and Verification Team of Land Tenure in Forest Areas.

In principle, the above two regulations are still very conventional. Namely, the process of releasing forest areas still refers to the old regulations that tend to maintain the status quo of forest areas through the verification process based on the function of forest areas, require the length of time of land management worked, as well as distinguish the type of use of TORA in the forest area whether for plantations, public facilities, social or residential facilities. So the above regulations have not supported the Acceleration of Land Tenure Settlement in Forest Areas (PPTKH) because specific programs such as AR in forest areas require special policies.

Learning from the case in Balumpewa Village, the most widely proposed TORA proposal came from conservation forest as much as 326.29 hectares, then from protected forest covering an area of 136.37 hectares, and the rest came from APL covering an area of 2.35 hectares. The filtration process refers to the two regulations used when verifying the TORA proposal of the residents of Balumpewa Village. So the area of TORA in this village differs greatly between the community's proposal and the verification results issued by the government.

This very wide difference is mainly an implication of the status of conservation forest. TORA in conservation forest cannot be processed further

automatically due to resettlement as "the only solution" provided. Meanwhile, for protected forests, only a portion of the community proposals can be processed as TORA. While others require changes to the Spatial Plan (RTRW) first before it can be further processed to be used as a TORA, It can be seen clearly in the following figure, which at the same time shows how the filtering process works and resulted in the area of forest area that may be released for the AR concerns to be very small.

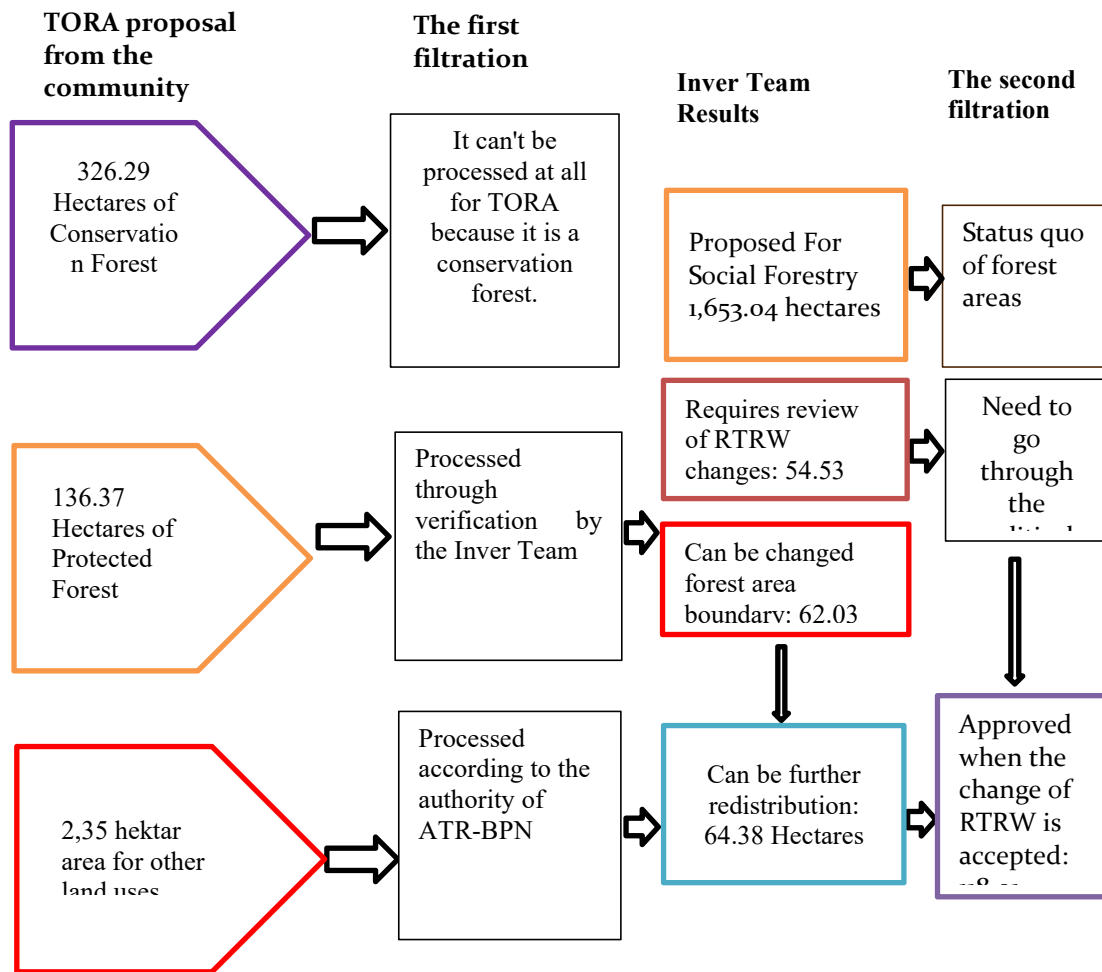


Figure 3. Filtration of the TORA proposal in Balumpewa

The filtration process, as shown above, causes the TORA proposal of the residents of Balumpewa Village, after going through verification, to only leave an area of 64.38 hectares which may be designated as TORA. Thus, what is happening in Balumpewa Village is a small snapshot of the conditions in the Sigi Regency or in other parts of Indonesia that are trying to implement AR in forest areas. The area of land that residents may manage as a living space for living and farming is very small compared to the land area allocated as a forest area for various functions.

The case above illustrates how the regulations or policies themselves hinder the implementation of the AR agenda in forest areas, especially in conservation and protection areas. Therefore, the current regulations need to be reviewed. More diverse policy alternatives are needed besides resettlement schemes for conservation forests and for protected forests that are not used for plantation activities or used for gardening, but the tenure is still less than 20 years, instead of changing the boundaries, Presidential Regulation Number 88 of 2017 instead suggests to implementing the Social Forestry (SF) scheme.

The Jokowi Government's AR policy, framing SF as part of the AR⁸, although in principle these two things have a different spirit in which Social Forestry has an interest in maintaining the status-quo of forest area while Forestry AR is primarily aimed at overhauling the allocation gap between the state and citizens. Which later is also expected to resolve the structural inequality of land tenure between citizens.

The government sees the social forestry scheme as a way out for regions that apply for TORA in areas that have been designated as forest areas with a protected function in provinces with a forest area equal to or less than 30% (thirty percent) of the total area of watersheds, islands, and the province will be given access to forest management through the social forestry program. This means that in areas where the forest area is still more than 30% but the proposed TORA is arable land whose tenure is still less than 20 (twenty) years in a row, the settlement pattern is to provide access to forest management through the SF program⁹.

Therefore, the PTKH Inver Team results in Balumpewa Village, in addition to deciding on a recommendation to change the boundary covering an area of 62.03 hectares, also provide recommendations for social forestry covering an area of 1653.04 hectares. These two very unequal figures show how logical the government views the forestry AR program today. The release of forest areas is very difficult to do with various strict conditions that work as a filter for TORA proposals submitted by residents. However, this does not apply to efforts to provide access to SF. The government seems very generous to the people by proposing access to social forestry,

⁸ The Jokowi administration divides the RA policy into two terms, namely Asset Management and Access Management. This asset arrangement is further divided into two, namely land redistribution and asset legalization. The forestry RA policy is in the category of land redistribution (release of forest areas). Meanwhile, social forestry is part of the arrangement of access.

⁹ Referring to the Presidential Regulation of the Republic of Indonesia Number 88 of 2017 concerning Settlement of Land Tenure in Forest Areas.

which is very broad like the figure above, which reaches thousands of hectares. The problem then is that apart from the issue of substance which differs greatly from AR as previously explained, PS itself contains problems in itself both in terms of policy and implementation, as shown in Pambudi (2020), Naibaho (2019) and Kasmiasi (2019).

Caged in Chaos: AR Participatory Actions Under AR Regulations

Learning from the TORA proposal for forest areas by the Balumpewa Villagers shows us that any participatory efforts carried out by residents as long as the basic rules related to forestry AR are still conventional, efforts to achieve the national target of releasing 4.1 million hectares of forest area are increasingly impossible to achieve. Because even in areas where the District Government and the Village Government have a political commitment and are serious about running a forestry AR and are supported by the participatory work of citizens, regulations are ultimately suffocating.

The regulations that serve as the basis for implementing the forestry AR have standard and rigid requirements. So it is very inflexible in responding to socio-ecological situations at the site level. As a result, even the most participatory proposals cannot be accommodated because the requirements for releasing forest areas in the current regulations work as a filtration tool for TORA proposals for forest areas.

So the Government, in this case, the PTKH Inver Team working at the village level, should be able to show scientific evidence of the Verification process carried out to residents, as shown by Junarto and Djurdjani (2020)¹⁰ in their text. However, when the PTKH Inver Team went to the Village to carry out socialization, they only brought a map of the Verification results and without adequate explanation except on behalf that most of the land that the Balumpewa residents proposed for TORA was in forest areas, especially Conservation and Protection forests, so they could not be processed further. If referring to the Presidential Regulation of the Republic of

¹⁰ In this manuscript, Junarto and Djurdjani show how to prove the 20 years of mastery. First, image change data is used to answer questions regarding spatial pattern analysis resulting in abstraction and classification of the distribution of community land biophysical appearances in forest areas in forest biophysical pattern maps. Then, based on the map, scientific questions form what, when and where are answered. Meanwhile, other scientific questions related to social criteria are answered through the questions of why, who and how. This kind of thing should have been shown by the PTKH Inver Team to residents when conducting socialization in the village, but it was not carried out, only showing the final result in the form of the PTKH Inver Team's decision regarding the amount of land that could be released and suggestions to encourage PS in Balumpewa Village.

Indonesia Number 88 of 2017 concerning Settlement of Land Tenure in Forest Areas, the types and functions of forests proposed as TORA is a shield against releasing forest areas.

D. Conclusion

The case of Balumpewa shows us that the active participation of citizens in promoting forestry agrarian reform only has the power to the extent of proposing forest areas as TORA for verification by the PTKH Inver Team. After assigning the proposal stage is complete, participation no longer has any meaning for policymaking. So far, community participation has not been considered and neither able to influence the Inver Team's decision-making to change or release the status of the Forest Area to suit the residents' proposals. Because the PTKH Team only adheres to two main rules for implementing forestry AR, namely (1) Presidential Regulation Number 88 of 2017 concerning Settlement of Land Tenure in Forest Areas; and (2) Regulation of the Coordinating Minister for Economic Affairs Number 33 of 2018 concerning Guidelines for the Inventory and Verification of Land Tenure Teams in Forest Areas, in which these two regulations take the participatory roles of the residents themselves hostage. Because in the regulation, there is no participatory space that gives residents the right or opportunity to object to the decision of the PTKH team. the results of the verification team issued by the PTKH Team become an absolute decision.

Community do not have the opportunity to sue or reject the results of the verification. So that various participatory works ended up deadlocked because of rigid regulations and generalized the whole situation at the site level. Various participatory efforts of citizens in order to propose forest areas as objects of AR have stalled. Too many conditions to be met while the offer of solutions from the state is restricted. The current regulations have not been able to respond to the diversity of socio-ecological situations in the villages that apply for AR. A new and comprehensive mechanism for resolving land tenure patterns in forest areas is needed as it supposed to be more flexible and diverse.

More options are needed in the process of releasing conservation and protected forest areas. Various alternatives need to be presented following the situation of the ecological and social landscape in the village. For example, considering the level of needs of citizens for land, the possibility of conflict and

various other situations of the locality. Therefore, it is necessary to immediately formulate a policy that can be catch up with a factual condition of land tenure in a very varied forest area.

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