

Law Enforcement Against Absentee Ownership Of Agricultural Land In Malang Regency

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Abstract

Based on the provisions of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (hereinafter referred to as the 1945 Constitution of the Republic of Indonesia) that: "The earth, water and natural resources contained therein are controlled by the State and used for the greatest prosperity of the people". Earth is referred to as land in the narrow sense, which is also an important resource for human life to carry out various activities. The type of legal research used in this legal research is socio-legal or empirical research. This research uses socio-legal to find out the real situation that occurs in society and analyze the reasons that cause absentee ownership of agricultural land in Malang Regency. In this research, the author uses a sociological and administrative approach. Absentee ownership of agricultural land is regulated in articles 7, 10, 17, of the Basic Agrarian Law which is then regulated in Article 3 of Government Regulation number 224 of 1961 concerning the Implementation of Land Distribution and Provision of Compensation. The regulations for this prohibition are also reaffirmed in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 18 of 2016 concerning Control of Agricultural Land Tenure. However, absentee ownership of agricultural land is still common in society, especially in Malang Regency. Based on analysis using law enforcement theory, it can be said that absentee land ownership in Malang Regency cannot be carried out effectively because there are still many influencing factors, such as legal factors, society, facilities, authorities and culture.

Keywords: Law Enforcement, Absentee Ownership, Agricultural.

INTRODUCTION

Land can be a basis where humans can live a comfortable and peaceful life. Land cannot be separated from humans because land is a strategic natural resource for the people, nation and state. The objectives of the Indonesian state as stated in the 4th paragraph of the preamble to the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945) require public welfare to be transformed into social welfare for all Indonesian people. The 1945 Constitution of the Republic of Indonesia also regulates state control over land through its natural resources.

In the form of the state's presence in the goals of the state which are related to land, regulations regarding the land were made through Law Number 5 of 1960 concerning Basic Agrarian Regulations (LN 1960 No.104/TLN No.2043) known as the BAL. Through the UUPA as a national agrarian law instrument it is regulated regarding land that applies in Indonesia. Agrarian itself comes from the word *ager* or field, which means field; agrarian science means field science or soil science (land law) (Wiradiputra, 1954). The correct understanding regarding agrarian (land law) is very important to be owned by the Indonesian nation, because most of the work of its people is farming, that's why Indonesia is also known as an agricultural country. Starting from a geographical point of view, Indonesia is located in a tropical area which has high rainfall so that many types of plants can live and thrive, this is because from a geological point

of view there are many volcanoes which are scattered in almost all parts of Indonesia which are rich in minerals, so that placing Indonesia's position in the world's tectonic plates.

Indonesia is an agricultural country where the majority of its population earns their living as farmers, either as agricultural land owners, sharecroppers or agricultural laborers. Land also has a relationship with survival because humans live, carry out activities, or as a place when they die. (Surjono Wignjodiputro, 1982). However, land is not only used as a place to live, it can be used as a livelihood. Just as farmers work on land as agricultural land to earn a living as a livelihood. However, the greater growth in population can cause land to become smaller and more limited. Apart from that, land can also potentially become a crisis for society. Therefore, the important role of land for society needs to be regulated so that control and use of it is guaranteed for society. (Hasan, 1996)

Based on the provisions of Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (hereinafter referred to as the 1945 Constitution of the Republic of Indonesia) that: "The earth, water and natural resources contained therein are controlled by the State and used for the greatest prosperity of the people" . Earth is referred to as land in the narrow sense, which is also an important resource for human life to carry out various activities.

With the mandate of the Constitution, Indonesia provides regulations governing land, namely Law Number 5 of 1960 concerning Basic Agrarian Principles (hereinafter referred to as UUPA). The formation of UUPA certainly has important aspects that it wants to convey, one of which is land reform or Agrarian Reform, which is a series of actions that include overhauling land ownership and control as well as relationships related to land control. The existence of agrarian reform is directed at making changes to the structure of land tenure and changing the guarantee of certainty of land tenure for the people who use the land and the natural wealth that accompanies it.¹This land reform program includes: (Benhard Limbong, 2014).

“Restrictions on the maximum area of land ownership; Prohibition of land ownership in absentee (guntai); Redistribution of land that is in excess of the maximum limit, land that is subject to absentee prohibition, former self-government land and state land; Arrangements relating to the return and redemption of mortgaged agricultural land; rearrangement of agricultural land production sharing agreements; Determination of the minimum area of agricultural land ownership is accompanied by a prohibition on carrying out actions that result in the splitting of agricultural land ownership into too small parts." Land reform in Indonesia aims to increase income and living standards for farmers, especially those cultivating rice fields, because this is to achieve a just and prosperous society based on Pancasila. The prohibition on land ownership in absentee (guntai) is based on the provisions of article 10 paragraph of the UUPA which states that:

- 1) Every person and legal entity that has a right to agricultural land is in principle obliged to actively work or cultivate it themselves, by preventing extortion methods
- 2) The implementation of the provisions in paragraph (1) of this article will be further regulated by statutory regulations, and
- 3) Exceptions to the principle in paragraph (1) of this article are regulated in statutory regulations."

This means that agricultural land owners are obliged to work or cultivate their own land actively by paying attention to the provisions without using extortion methods. As an embodiment

of the implementation of this principle, a prohibition on controlling agricultural land in absentee (guntai) is regulated as a form of implementing land reform. Apart from being regulated in article 10 of the UUPA as mentioned above, it is also further regulated in article 3 paragraph (1) of Government Regulation Number 224 of 1961 concerning the Implementation of Land Distribution and Providing Compensation (State Gazette of 1961 Number 280, Supplement to State Gazette Number 2322) (hereinafter referred to as Government Regulation Number 224 of 1961), that:

"Land owners who live outside the sub-district where their land is located, within a period of 6 months are obliged to transfer rights to their land to another person in the sub-district where the land is located or move to the sub-district where the land is located."

This principle is reaffirmed in article 7 paragraph (1) of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 18 of 2016 concerning Control of Agricultural Land Tenure (State Gazette of 2016 Number 605) (hereinafter referred to as Regulation of the Minister of ATR/Head of BPN Number 18 of 2016) that:

The National Land Agency is also responsible for all issues regarding land and of course also regarding the ownership of Absentee Agricultural land that has been owned by people outside the Sub-district where the land is located. The Boalemo Regency Land Office has made efforts to create legal order by conducting counseling in every Sub-district in Boalemo Regency which is carried out 3 (three) times a year and also the last appeal issued by the Boalemo Regency Land Agency in the form of a notification letter Number 230/300-75.02/VII/2015 dated 28 July 2015 addressed to PPAT/temporary PPAT (sub-district heads) to pay attention to the provisions on Absentee land ownership in making a request for transfer of rights whose rights holder has absentee status or results in the rights holder becoming an absentee rights holder.

This counseling and appeal aims to collect information and prevent absentee ownership of agricultural land. The efforts made by the Malang District Land Office are expected to ensure that the community and related officials can implement and comply with applicable land laws, and specifically for the community to always apply discipline towards the law and not deviate from existing regulations.

Mr. Budi Taringan also hopes that there will be a tool that can continuously detect land ownership throughout Indonesia, for example, it can work together with the Civil Registry Office to find out the domicile of the land owner quickly and accurately, and can be accessed and connected to all Land Offices throughout Indonesia. Not only that, he also said that the orderly problem of land ownership will not be resolved if there is no cooperation from the community to notify/report the existence of absentee land owners.

RESEARCH METHODS

The type of legal research used in this legal research is socio-legal or empirical research. This research uses socio-legal to find out the real situation that occurs in society and analyze the reasons that cause absentee ownership of agricultural land in Malang Regency. Which aims to examine positive legal provisions in this case criminal law as a source of law. Moris L Cohen expressed the opinion of Peter Mahmud Marzuki who stated "Legal Research is the process of finding the law that governs activities in human society" (Marzuki, 2005). Legal research essentially starts from human curiosity expressed in the form of problems or questions, where each of these legal problems and questions requires answers and will gain new knowledge that is considered true. Besides that, this legal research is Doctrinal Research which provide or

produce systematic explanations regarding legal norms or rules governing a particular category (Riyadi, 2017).

The problem approach in this legal research uses a statutory approach which is carried out by examining the laws and regulations that are related to the legal issues being discussed. This legal research also uses a conceptual approach which according to Peter Mahmud Marzuki is to move on the views of experts so researchers need to search system of law as well as the ontological basis for the birth of the law and researchers can understand the philosophical content behind the law and conclude whether or not there is a philosophical clash between the law and the issues at hand, and accompanied by a case approach

The statutory approach as stated by Philipus M. Hadjon and Tatiek Sri Djatmiati explained that the "statute" approach begins with a constitution in terms of aspects of legal principles and concepts law and its by-laws or organic regulations. Then the conceptual approach is an approach used to obtain scientific clarity and justification based on legal concepts originating from legal principles (H.M.Hadin Muhjad, 2012).

RESULT AND DISCUSSION

Arrangements Concerning Absentee Land Ownership In The National Agrarian Law System

Definition of agricultural land Absentee etymologically comes from English, where the word "Absentee" which means not present or absent (Echols, 2012). According to the Joint Instruction of the Minister of Home Affairs and Regional Autonomy with the Minister of Agrarian Affairs dated January 5, 1961 No. Sekra 9/1/12 defines agricultural land as all plantation land, ponds for fisheries, livestock grazing land, shrubland, former fields and forests that become place of livelihood for those who are entitled.

During the Dutch colonial era, ownership of land rights did not reflect justice and equity. This is proven by the introduction of the term "landlords" who control private lands. These landlords own land that is monopoly in nature, and these landlords have enormous rights and abuse their rights a lot, causing a lot of suffering and misery for the people. Because there is no equitable distribution of sources of livelihood. The attitude of these landlords in exercising their rights which is very detrimental to the community has hampered the progress of the population, so that of course it is contrary to the principle of social justice which is upheld by the community and the State (Soimin, 2004).

In connection with the existence of the state's right to control land which has been discussed in the previous discussion, it will raise a legal issue, namely the extent to which the existence of the provisions governing individual rights. It also raises the question of the extent to which legal entities is regulated regarding the rights to control over a plot of land. In other words, how in practice is the implementation of existing legal provisions related to their implementation and application of the law? abstract contained in the positive legal order with regard to land rights contained in statutory regulations into law in konkrito. (Effendi, 1993).

Boedi Harsono's opinion states the prohibition of private ownership of agricultural land absentee This is intended for agricultural land that is mostly enjoyed by rural communities where agricultural land is located, because with the land owner residing in the area of the land, the results from the agricultural land are maximized. Differing opinions regarding this matter, the exception to the ownership of agricultural land in principle absentee In addition to what is explained in Article 10 paragraph (3) of the BAL, it is also related to the prohibition on land ownership.

Absentees do not apply to landowners whose residence is directly adjacent to the District where the land is located, provided that the distance to the landowner's residence is Absentee it is still possible to work the land Absentee.

Owned agricultural land Absentee prohibited by Laws and Regulations because agricultural land is the main and only source of life for farmers. Absentee land, of course, the owner is a legal subject who lives outside the place where the land is located. Absentee land, the owner sometimes is not someone who works as a farmer, but someone with another profession and only owns the absentee land for use as an investment in the future. Obviously this is very detrimental for farmers and residents around where the land is located.

Land reform on the other hand has the meaning of changing and rearranging the order and procedures that apply in an effort to make the land tenure system more consistent with the overall requirements of economic development (Doner, 1972) (Wiriadi, 1984). Further definitions are related Land reform mentioned in the United Nations (UN) as follows: "Land reform refers to integral reform of the tenure, production and supporting services structure to eliminated obstacles to economic and social development a rising out defects in the agrarian struture by redistribution of wealth, opportunity and power as manifest in ownership and control of land, water and other resources" there is also an understanding of Agrarian Reform as follows: "Agrarian reform is mean to cover all aspects institutional development including land reform. Tenure production and supporting services structure and relate institution, such as local government, public administration in rural areas, rural education and rural social welfare institution and so forth from that understanding Land reform intended to remove obstacles to the development of social economic development by way of redistribution in the field of wealth, opportunity and power as a manifestation of the ownership and control of land, water and other resources. Whereas Agrarian Reform intended to overcome all aspects related to development including Land reform. (Sibirian, 2009).

As previously explained, the ownership of agricultural land isabsentee in essence it is prohibited, various existing legal provisions are very strict in regulating this matter. The latest legal provisions related to the prohibition of land ownership in a mannerabsentee This can be seen in the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency of the Republic of Indonesia Number 18 of 2016 concerning Control of Agricultural Land Tenure, In general, absentee land ownership is prohibited because it is considered ineffective, because landowners who are outside the sub-district make the land inactive. This is also in accordance with the provisions of Article 3 of Government Regulation Number 224 of 1961 concerning Implementation of Land Distribution and Provision of Compensation.

The provisions of Article 7 of the Regulation of the Minister of Agrarian Affairs and Spatial Planning / Head of the National Land Agency of the Republic of Indonesia Number 18 of 2016 concerning Control of Agricultural Land Tenure are stated as follows: "Agricultural landowners who live outside the District where the land is located within 6 (six) months from the date of acquisition of the rights, must: Transfer the rights over the land to another party who is domiciled in the District where the land is located; or Move to the location of the land."

In accordance with the legal provisions above, the owner of agricultural land is:absentee within a period of 6 (six) months from September 24, 1961, he must transfer his land rights to another person in the District where the land concerned is located or move to said District. It turns out that a period of 6 (six) months is apparently not enough to transfer agricultural landabsentee That. So the Minister of Agrarian took a policy to extend the period of transfer of his rights until

December 31, 1962 as stipulated in the Decree of the Minister of Agrarian Affairs of the Republic of Indonesia No. SK VI/6/Ka/1962.

However, the existing legal regulations are often violated and not obeyed, related to the domicile of someone who wants to own the Absentee's land. For this reason, the Minister of Agriculture and Agrarian Affairs in his Guidelines No. III of 1963 provides an explanation that "moving to the district where the land is located" must be interpreted that they are truly married and carry out community life activities in daily life in a new place, so as to enable efficient cultivation of their own land. Thus it is not enough if someone only has an Identity Card in the new place, even though in reality that person is still in his old place of residence.

Factors Influencing Law Enforcement of Absentee Agricultural Land Ownership in Malang Regency

Absentee ownership of agricultural land is one of the land reform programs highlighted by the UUPA with the aim of to improve the welfare of farmers, eliminate land ownership only by certain groups which is detrimental to agricultural workers and to create a just and prosperous society. Absentee ownership of agricultural land is prohibited by UUPA. According to Boedi Harsono, the aim of the prohibition on absentee ownership of agricultural land is so that the results of land control can be maximally enjoyed by the owner and the local community, because it is hoped that the land owner will live in the area where the agricultural land he owns is located. (Effendi Wargan, 1986)

Regulations regarding land reform are regulated in several articles in the UUPA, namely in articles 7, 10 and 17 of the UUPA. The absentee ownership of agricultural land is substantially regulated in the provisions of Article 10 of the UUPA which states that:

"(1) Every person and legal entity that has a right to agricultural land is in principle obliged to work or cultivate it actively themselves, by preventing extortion methods, (2) The implementation of the provisions in paragraph (1) of this article will be regulated more continue with statutory regulations, and (3) Exceptions to the principle in paragraph (1) of this article are regulated in statutory regulations."

This means that the owner of agricultural land is obliged to work or cultivate his own land actively by paying attention to the provisions without using extortion methods. This is because, absentee ownership of agricultural land, the term "Absent" means absence or absence in place, which refers to land ownership whose owner lives outside the sub-district where the land is located. As an embodiment of the implementation of this principle, a prohibition on absentee control of agricultural land is regulated as a form of implementing land reform. (Boedi Harsono, 2018).

As an implementer of the mandate regulated in article 10 of the UUPA regarding absentee ownership of agricultural land, this is further regulated in article 3 paragraph (1) of Government Regulation Number 224 of 1961 concerning Implementation of Land Distribution and Provision of Compensation (hereinafter referred to as Government Regulation Number 224 of 1961), that:

"Land owners who live outside the sub-district where their land is located, within a period of 6 months are obliged to transfer rights to their land to another person in the sub-district where the land is located or move to the sub-district where the land is located"

This principle is reaffirmed in article 7 paragraph (1) of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 18 of 2016 concerning Control of Agricultural Land Tenure (hereinafter referred to as Regulation of the Minister of ATR/Head of BPN Number 18 of 2016) that:

"Agricultural land owners who reside outside the sub-district where the land is located within 6 (six) months from the date of acquisition of rights, must:

- a. transfer the rights to the land to another party who is domiciled in the sub-district where the land is located, or
- b. move to the sub-district where the land is located.”

Furthermore, it is also regulated in additional Article 3 letters a to letter e Government Regulation Number 41 of 1964 concerning Amendments and Additions to Government Regulation Number 224 of 1961 Implementing Land Distribution and Providing Compensation (hereinafter referred to as Government Regulation Number 41 of 1964). In article 3d of Government Regulation Number 41 of 1964 concerning Amendments and Additions to Government Regulation Number 224 of 1961, it also explicitly regulates the prohibition on transferring rights which could result in absentee ownership of land, that:

"It is prohibited to carry out any form of transfer of new rights to agricultural land which results in the owner of the land concerned owning a plot of land outside the sub-district where he lives."

Thus, it can be concluded that there are several things that are the essence of absentee ownership of agricultural land, namely: (Dinalara, 2015)

1. Agricultural lands must be actively cultivated or cultivated themselves.
2. The owner of agricultural land must live in the subdistrict where the land is located.
3. Owners of agricultural land who live outside the sub-district where their land is located must transfer their land rights or move to the sub-district where the land is located.
4. It is prohibited to transfer rights to agricultural land to someone who resides outside the sub-district where the land is located.
5. The prohibition on absentee land ownership only applies to agricultural land,

As explained above, although the regulations regarding absentee land ownership clearly state that it is prohibited, and that it is mandatory to comply with the provisions that have been regulated, this phenomenon still occurs frequently in society, especially in Malang Regency. This can be proven by showing that the owner's residence is outside the sub-district, but he actually owns agricultural land in the sub-district. This can affect law enforcement in society. As is known, thatThe success of law enforcement will determine and become an indicator of legal legitimacy in the midst of social reality. Based on the results of the author's research in the field, it can be seen that the factors causing absentee/guntai agricultural land in Malang Regency will be analyzed in accordance with law enforcement theory, namely:

1. Legal Factors

This is related to the rules governing the prohibition of absentee ownership of land. As previously explained, the rules regarding the prohibition of absentee ownership of land are clearly regulated in the UUPA, Government Regulation Number 224 of 1961 concerning Implementation of Land Distribution and Provision of Compensation, as well as Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 18 of 2016 concerning Control of Agricultural Land Tenure.

2. Community Factors

Namely, the public is less aware of the rules governing the prohibition of absentee ownership of agricultural land. According to Soerjono Soekanto, there are 4 types of indicators contained in legal awareness, namely: (Soerjono Soekanto, 2004).

- a) Legal Knowledge
- b) Understanding of Law
- c) Legal Attitude

d) Legal Behavior

Apart from the public's unawareness of existing regulations, this cannot be separated from the community's participation in complying with existing regulations. People tend not to comply with existing rules and regulations, and ignore the existence of provisions that need to be taken into account as provided in the article article 3 paragraph (1) Government Regulation Number 224 of 1961), that: "Land owners who live outside the sub-district where their land is located, within a period of 6 months are obliged to transfer rights to their land to another person in the sub-district where the land is located or move to the sub-district where the land is located".

3. Facilities or facilities factor

Namely related to facilities or facilities that support law enforcement regarding absentee ownership of agricultural land, especially in Malang Regency. That, so far the Malang Regency Land Office does not have accurate data especially in terms of presenting information about the area of land that is included in the absentee category. This lack of complete data and effective facilities actually causes law enforcement from the Malang Regency land office to not be optimal and causes violations of the prohibition on absentee ownership of agricultural land to continue to occur.

4. Factors such as officers or law enforcement

That is Law enforcers have a crucial role in implementing the law. Laws are only rules if there is no institution responsible for enforcing them. However, the parties who should be helping each other to enforce this law often do not cooperate. According to PPAT, the BPN, in this case the land office, must be more firm in rejecting any transfer of rights that could cause land owners to own agricultural land outside the location of their land. Because it is expressly prohibited that any form of transfer could result in new ownership resulting in absenteeism, as stipulated in article 3d Government Regulation Number 41 of 1964 concerning Amendments and Additions to Government Regulation Number 224 of 1961.

5. Culture factors

According to Soerjono Soekanto, culture has a role for individuals and society in regulating them so that they understand how they should act. In relation to the factors causing absentee/guntai land from a cultural aspect, namely due to inheritance. Inheritance is a legal event that commonly occurs in society. However, this incident is important to pay attention to regarding the prohibition on absentee/guntai ownership of agricultural land, especially if the heirs are far outside the sub-district where the agricultural land is located. This will still be land ownership in absentee or the owner is not located in the location of the agricultural land, because land ownership due to inheritance will transfer ownership to the heirs, if the heirs are outside the location of the agricultural land which is the object of inheritance.

As we know, the prohibition on absentee land ownership should aim to ensure that the results obtained from agriculture can be enjoyed by the majority of people in the region where the land in question is located. This is because land owners are expected to live in the agricultural land area and actively work on their agricultural land. (Boedi Harsono, 2018).

CONCLUSION

This UUPA adheres to the principle that land for agriculture should be cultivated by the owners themselves based on Article 10 of the UUPA. But considering the current situation, the structure of agricultural society for the time being will still require the use of agricultural land by people who are not the owners. Coupled with the lack of awareness of the farming community about their rights, it causes enthusiasm Landreform in the BAL is getting far from expectations.

Criminal sanctions in the regulation regarding land ownership absentee this has been regulated in Article 19 of Government Regulation Number 224 of 1961 which is no longer in accordance with the times. Likewise, even though criminal sanctions regarding agrarian law have been regulated in Law Number 1 of 2023 concerning the New Indonesian Criminal Code, there is no express regulation regarding land ownership absentee. Absentee ownership of agricultural land is regulated in articles 7, 10, 17, of the Basic Agrarian Law which is then regulated in Article 3 of Government Regulation number 224 of 1961 concerning the Implementation of Land Distribution and Provision of Compensation. The regulations for this prohibition are also reaffirmed in the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 18 of 2016 concerning Control of Agricultural Land Tenure. However, absentee ownership of agricultural land is still common in society, especially in Malang Regency. Based on analysis using law enforcement theory, it can be said that absentee land ownership in Malang Regency cannot be carried out effectively because there are still many influencing factors, such as legal factors, society, facilities, authorities and culture.

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