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Stakeholder Mapping in Land Redistribution Implementation on Former HGU Land: Evidence from Cianjur Regency, Indonesia

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Abstract. *Land redistribution is a central component of Indonesia's agrarian reform program and is implemented as an integrated process comprising asset reform and access reform. Consequently, successful implementation depends on effective coordination among multiple implementing institutions. This study aims to analyze the institutional governance of land redistribution through stakeholder interest–influence analysis in Cianjur Regency, West Java, Indonesia. Primary data were collected in 2023 using structured questionnaires administered to representatives of five implementing institutions selected through purposive sampling. Stakeholder interest and influence were assessed using five indicators for each dimension and analyzed using the interest–influence matrix. The results indicate that the Cianjur Land Office occupies the most strategic position because of its central role in coordinating land redistribution implementation and inter-institutional collaboration. Other implementing institutions, including the Food Crops, Horticulture, Plantation and Food Security Agency, the Cooperative, SME, Trade and Industry Agency, the Housing and Settlement Agency, and the Government of Girijaya Village, contribute complementary functions in agricultural assistance, community empowerment, infrastructure support, and village facilitation. The findings demonstrated that land redistribution extends beyond land administration and requires collaborative governance among institutions responsible for implementing integrated agrarian reform programs. This study contributes to land governance and planning literature by highlighting stakeholder analysis as an effective approach for understanding institutional coordination in land redistribution implementation.*

Keywords. *agrarian reform, land redistribution, stakeholder analysis, collaborative governance, institutional coordination.*

Introduction

Agrarian reform has long been recognized as an important policy instrument for addressing inequality in land ownership and improving community access to productive resources. In Indonesia, agrarian reform is implemented through two complementary components, namely

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asset reform and access reform. Asset reform is primarily carried out through land redistribution, while access reform aims to strengthen beneficiaries' access to economic resources, institutions, technology, and supporting facilities. Through these mechanisms, agrarian reform is expected not only to improve land tenure security but also to support rural development and community welfare improvement. Land redistribution therefore represents a strategic intervention in addressing structural inequalities in land ownership while promoting more equitable utilization of land resources (Hetifah, 2003; Gonsalves et al., 2005). Consequently, the effectiveness of land redistribution depends not only on the transfer of land rights but also on the implementation of complementary support programs that enable beneficiaries to utilize redistributed land productively.

Since land redistribution in Indonesia is implemented as an integrated agrarian reform program combining asset reform and access reform, its implementation requires the involvement of multiple institutions with different mandates and sectoral responsibilities. Beyond land administration, these institutions contribute to agricultural development, economic empowerment, local governance, infrastructure provision, and other complementary interventions that support the effective utilization of redistributed land. Thus, understanding stakeholder configurations is essential for explaining how institutional coordination is organized to implement land redistribution programs. In this context, land redistribution can be understood as a governance process involving interactions among multiple actors who collectively influence policy outcomes (Freeman, 1984; Friedman & Miles, 2006). Despite its relevance, stakeholder configurations in land redistribution programs remain insufficiently examined in existing studies.

Previous studies on agrarian reform and land redistribution have examined the issue from several complementary perspectives. Research by Nurbaedah (2020), Mujiati et al. (2014), and Kusuma et al. (2021) primarily discusses the legal and institutional dimensions of land redistribution, emphasizing regulatory frameworks, implementation procedures, and legal certainty in agrarian reform programs. Meanwhile, studies by Sari et al. (2014) and Kurningsih (2004) focus on land tenure security, highlighting the importance of secure land rights in supporting livelihood improvement, reducing land conflicts, and strengthening beneficiaries' access to productive resources. Other studies have examined implementation mechanisms and administrative arrangements required for land redistribution, including institutional procedures and policy execution processes (Salfutra et al., 2019; Sari et al., 2014). Furthermore, socio-economic evaluations have demonstrated that land redistribution contributes to household welfare improvement, agricultural productivity enhancement, and rural development, particularly when accompanied by adequate post-redistribution support (Sugeng, 2012; Isnaeni, 2017; Harland et al., 2022). Although several studies have acknowledged the importance of post-redistribution support, they generally treated it as an implementation outcome rather than examining the institutional actors responsible for delivering the integrated land redistribution program.

Despite these valuable contributions, the existing literature has predominantly approached land redistribution from legal, administrative, tenure security, and socio-economic perspectives. In the Indonesian context, however, land redistribution is implemented as an integrated agrarian reform program combining asset reform and access reform, requiring coordination among institutions with different mandates and sectoral responsibilities. Consequently, implementation outcomes are influenced not only by legal frameworks and administrative procedures but also by the effectiveness of institutional coordination among agencies responsible for land administration, agricultural development, economic empowerment, infrastructure provision, and local governance. Recent studies have increasingly acknowledged the importance of governance and institutional arrangements in agrarian reform implementation (Harland et al., 2022); however, limited attention has been given to stakeholder configurations and the distribution of interests and influence among implementing institutions responsible for land redistribution programs.

Understanding stakeholder configurations is important because the implementation of land redistribution requires coordination among institutions operating across multiple sectors and administrative levels. Differences in stakeholder interests and influence may affect decision-making processes, institutional collaboration, resource mobilization, and program implementation. Stakeholder analysis therefore provides an analytical framework for examining governance structures that underpin land redistribution implementation by identifying the relative positions of implementing institutions and their contributions to policy coordination.

Cianjur Regency was selected as the study area because it represents one of the agrarian reform locations where former Cultivation Rights Title (*Hak Guna Usaha*/HGU) land was redistributed under a collective ownership arrangement. Unlike conventional land redistribution that primarily focuses on the transfer of land rights, this case requires coordination among multiple government institutions responsible for implementing the integrated land redistribution program. The case therefore provides an appropriate setting for examining stakeholder configurations and institutional coordination in land redistribution governance, while offering practical insights for similar agrarian reform programs in Indonesia.

This study addresses the above gap by examining stakeholder configurations in the redistribution of former Cultivation Rights Title (*Hak Guna Usaha*/HGU) land in Cianjur Regency, West Java Province, Indonesia. Specifically, the study identifies stakeholders involved in redistribution implementation and analyzes their interests and influence within the governance process. In doing so, the study extends existing land redistribution research beyond legal and socio-economic outcomes by highlighting institutional coordination and stakeholder relationships as important governance dimensions in agrarian reform implementation.

Literature Review

Land Redistribution as a Planning and Governance Process

In Indonesia, land redistribution constitutes an important component of asset reform, through which land rights are allocated to eligible beneficiaries to improve tenure security and support community welfare. However, beyond the transfer of land rights, land redistribution is expected to contribute to rural development, poverty reduction, and the enhancement of local economic activities through the integration of asset reform and access reform programs (Kementerian ATR/BPN, 2019; Widodo, 2017; Arisaputra, 2016; Sugeng, 2012). Thus, land redistribution should not be understood merely as the transfer of land rights but as an integrated institutional process designed to ensure the sustainability of agrarian reform outcomes.

The implementation of land redistribution involves multiple institutions operating at different administrative and sectoral levels. Consequently, redistribution should not be understood solely as a land administration activity but also as a governance process requiring coordination among actors responsible for land administration, agricultural development, economic empowerment, infrastructure provision, and local development. Such institutional interdependence reflects the collaborative nature of contemporary public policy implementation, in which policy outcomes depend on coordination among organizations with different mandates, resources, and responsibilities (Agranoff & McGuire, 2003; Ansell & Gash, 2008).

The collaborative governance literature emphasizes that complex policy problems cannot be effectively addressed by a single institution acting independently. Instead, successful policy implementation requires collaboration among public agencies and other stakeholders through collective decision-making processes, resource sharing, and institutional coordination (Ansell & Gash, 2008; Emerson et al., 2012). In the context of land redistribution, governance arrangements is particularly important because implementation requires coordination among multiple actors involved in planning, facilitation, implementation, and post-redistribution support activities.

Stakeholder Analysis in Planning and Collaborative Governance

Stakeholders are individuals, groups, or organizations that can affect or be affected by the achievement of organizational or policy objectives (Freeman, 1984). In the context of land redistribution, stakeholder analysis facilitates the identification of implementing institutions and their respective roles in supporting policy coordination and program implementation. In public policy implementation, stakeholders often possess different interests, resources, authorities, and capacities that influence their involvement in decision-making processes. Friedman and Miles (2006) argue that stakeholder relationships are dynamic and shaped by institutional interactions, while Hetifah (2003) emphasizes that stakeholders include actors who are directly or indirectly affected by a development program.

Stakeholder analysis is a systematic approach used to identify stakeholders and evaluate their interests, influence, relationships, and potential contributions within a policy process (Bryson, 2004; Reed et al., 2009). In planning studies, stakeholder analysis is particularly relevant because planning processes commonly involve multiple actors with different objectives and institutional responsibilities. Stakeholder analysis provides a framework for understanding governance structures, institutional relationships, and power dynamics that influence policy implementation.

The relevance of stakeholder analysis is further strengthened by collaborative governance theory, which highlights the importance of interaction among actors in addressing public issues. Collaborative governance emphasizes the role of institutional coordination, shared responsibility, and collective action in achieving policy objectives (Ansell & Gash, 2008; Emerson et al., 2012). Consequently, stakeholder analysis provides an important analytical tool for examining governance arrangements and institutional coordination in land-related planning and development programs.

Stakeholder Interest–Influence Framework

Stakeholder analysis has been widely applied in land governance studies to understand institutional relationships, identify actors involved in policy implementation, and assess their respective interests and influence in achieving policy objectives. In the context of agricultural land governance in Bali, stakeholder analysis was used to identify the interests and authority of actors involved in controlling agricultural land conversion, demonstrating that differences in stakeholder positions significantly influence institutional interactions and governance outcomes (Widhianthini et al., 2016). Likewise, stakeholder analysis has been applied in Indonesia’s agrarian reform program to examine the institutional roles of implementing agencies responsible for asset management and access management, highlighting that stakeholder configurations affect the effectiveness of agrarian reform implementation (Gibran et al., 2024).

Recent international studies further demonstrate that stakeholder configurations are fundamental to institutional governance in land management programs. In comprehensive land consolidation, collaborative governance among stakeholders with different mandates and interests determines implementation effectiveness, while stakeholder roles and influence evolve throughout different stages of program implementation (Guo et al., 2026). Similarly, institutional configurations that appropriately distribute responsibilities and strengthen collaboration among implementing organizations contribute to more effective land governance and policy implementation (Li et al., 2026). These findings indicate that institutional governance in land redistribution depends not only on formal policies but also on stakeholder configurations and inter-institutional coordination.

Among the various stakeholder analysis approaches, the interest–influence framework is one of the most widely used methods for analyzing stakeholder positions because it simultaneously evaluates stakeholders' interests in program implementation and their capacity to influence policy processes and institutional coordination (Bryson, 2004; Reed et al., 2009). Stakeholders with high levels of interest and influence generally play strategic roles in program implementation, whereas stakeholders with lower levels of interest or influence require different engagement strategies to strengthen institutional collaboration and governance effectiveness.

Based on this perspective, the present study applies the stakeholder interest–influence framework to analyze stakeholder configurations involved in the implementation of land redistribution in Cianjur Regency. The framework is used to identify key implementing institutions, assess their interests and influence, and explain institutional governance supporting the implementation of integrated land redistribution programs.

Research Method

Study Area

This study was conducted in Cianjur Regency, West Java Province, Indonesia, where land redistribution was implemented on former Cultivation Rights Title (*Hak Guna Usaha*/HGU) land as part of the national agrarian reform program. This case was selected because it represents a distinctive form of land redistribution involving multiple institutions and a collective land ownership arrangement (*hak kepemilikan bersama*), making it relevant for examining governance processes in agrarian reform implementation.

The redistribution of former HGU land in Cianjur Regency provides an analytically meaningful case for planning and governance studies. Unlike conventional land redistribution programs that typically allocate individual land titles to beneficiaries, the Cianjur program adopted a collective ownership approach in which redistributed land is managed under a shared ownership arrangement. Such an arrangement requires stronger institutional coordination, collective decision-making, and stakeholder involvement during both implementation and post-redistribution stages. Consequently, the success of the program depends not only on the transfer of land rights but also on the effectiveness of governance arrangements among stakeholders responsible for supporting agrarian reform implementation.

In addition, the redistributed land is predominantly dryland with limited water availability, creating challenges for agricultural production and the long-term sustainability of beneficiary livelihoods. Addressing these challenges requires coordination among institutions responsible for land administration, agricultural development, infrastructure provision, economic empowerment, and community support. Therefore, the implementation process extends beyond land administration activities and involves broader planning and governance considerations related to rural development and resource management.

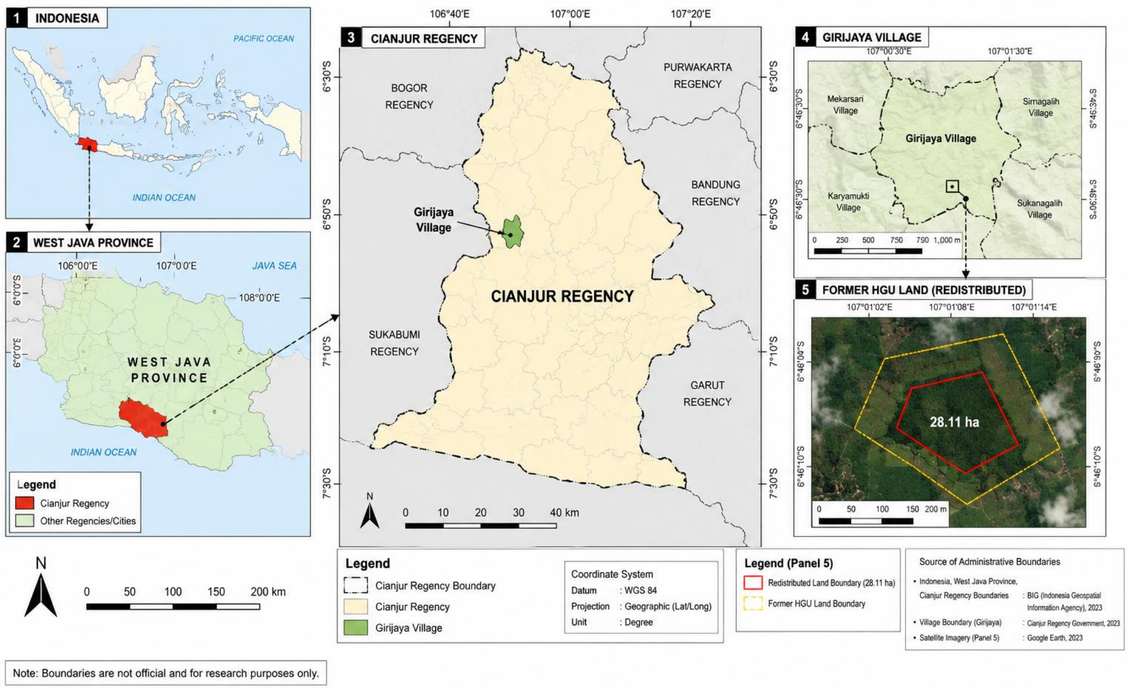

Figure 1. Location of the study area, with the administrative boundaries of Cianjur Regency, the location of Girijaya Village, and the former HGU land redistributed through Indonesia's agrarian reform program.

Stakeholder Identification

Stakeholders were identified through document review, institutional analysis, and consultations with key informants involved in the implementation of land redistribution. The identification process aimed to determine actors that were directly or indirectly associated with planning, implementation, coordination, and support activities related to the redistribution program. The identified stakeholders were subsequently evaluated according to their interests and influence in the implementation process. This procedure followed the stakeholder analysis approach proposed by Bryson (2004) and Reed et al. (2009), which emphasizes the importance of understanding stakeholder characteristics and relationships in public policy implementation.

Data Collection

This study employed a case study approach to examine stakeholder involvement in land redistribution implementation. Data collection was conducted in 2023 through structured questionnaires administered to stakeholders directly involved in the redistribution process (asset reform and access reform). Primary data were obtained from key stakeholders representing institutions associated with land redistribution implementation. Secondary data were collected from institutional reports, policy documents, regulations, and other supporting documents related to agrarian reform and land redistribution.

Five stakeholders participated in the assessment, consisting of representatives from the Cianjur Land Office, the Food Crops, Horticulture, Plantation and Food Security Agency of Cianjur Regency, the Cooperative, SME, Trade and Industry Agency of Cianjur Regency, the Housing and Settlement Agency of Cianjur Regency, and the Government of Girijaya Village. These institutions were selected because they have formal responsibilities in implementing the integrated land redistribution program, including land administration, agricultural assistance, community empowerment, local governance, and post-redistribution economic development.

Beneficiary farmers were not included because the analysis focused on institutions responsible for program implementation rather than program beneficiaries. Likewise, former HGU holders were excluded because they no longer had formal roles following land redistribution. Provincial and national offices of the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN) were not included because the Cianjur Land Office, as a vertically integrated local office, represents the implementation of national agrarian reform policies at the district level. Furthermore, no institution managing collective ownership had been established during the period of this study.

Assessment of Stakeholder Interests and Influence

Stakeholders were assessed using a structured questionnaire consisting of two assessment dimensions: stakeholder interest and stakeholder influence. Each dimension comprised five indicators evaluated using a five-point Likert scale, resulting in total stakeholder interest and influence scores ranging from 5 to 25. The midpoint value (15) was used as the threshold for classifying stakeholders into the interest–influence matrix. Stakeholders with scores of 15 or above were classified as having high interest or influence, whereas those scoring below 15 were classified as having low interest or influence.

Stakeholder interest was assessed using the following indicators: involvement in the program; expected benefits; authority; priority assigned to the program; and dependency on program outcomes. Meanwhile, stakeholder influence was evaluated using following indicators: capacity to advocate interests; contribution of facilities and resources; institutional capacity; budgetary support; and ability to support implementation processes. Scores for each indicator were assigned based on stakeholder responses and institutional characteristics. The scores obtained for each stakeholder were aggregated to generate total interest and influence values. This approach follows stakeholder assessment procedures commonly used in interest–influence analysis (Bryson, 2004; Reed et al., 2009).

Table 1. Dimension indicators

Dimension	Indicators
Interest	Stakeholder involvement
	Benefits obtained
	Authority
	Priority level
	Level of dependency
Influence	Ability to advocate interests
	Contribution of facilities and resources
	Human resource capacity

Dimension	Indicators
	Budget support
	Ability to facilitate program implementation

Stakeholder Mapping

The interest and influence scores were plotted in an interest–influence matrix to classify stakeholders according to their relative positions in the land redistribution process. Following the framework proposed by Bryson (2004) and Reed et al. (2009), stakeholders were categorized into four groups: key players, subjects, context setters, and crowds. The resulting stakeholder map was used to identify strategic actors, evaluate governance relationships, and examine institutional arrangements associated with land redistribution implementation in the study area. One limitation of this assessment is that stakeholder interest and influence were evaluated through institutional self-assessment rather than cross-assessment among stakeholders. Therefore, the resulting stakeholder positions should be interpreted as institutional perceptions of their respective roles within the implementation of the land redistribution program.

Results and Discussion

Stakeholder Identification

The implementation of former Cultivation Rights Title (*Hak Guna Usaha*/HGU) land redistribution in Cianjur Regency involves multiple stakeholders with different roles and responsibilities. Based on document review and key informant interview, five stakeholders were identified as having direct involvement in the implementation process: the Cianjur Regency Land Office, the Food Crops, Horticulture, Plantation and Food Security Agency of Cianjur Regency, the Cooperative, Small and Medium Enterprises, Trade and Industry Agency of Cianjur Regency, the Housing and Settlement Agency of Cianjur Regency, and the Government of Girijaya Village.

The Cianjur Regency Land Office serves as the leading institution responsible for land administration and the implementation of land redistribution activities. The Food Crops, Horticulture, Plantation and Food Security Agency contributes to agricultural development and supports beneficiaries in utilizing redistributed land productively. The Cooperative, Small and Medium Enterprises, Trade and Industry Agency supports economic empowerment and post-redistribution development through capacity-building and business development programs. The Housing and Settlement Agency contributes to infrastructure and settlement-related support, while the Government of Girijaya Village facilitates communication between beneficiaries and government institutions and assists in local implementation processes.

The involvement of stakeholders from different sectors indicates that land redistribution in Cianjur Regency extends beyond land administration activities and requires coordination among institutions responsible for agricultural development, economic empowerment, settlement development, and local governance.

Stakeholder Interest and Influence Analysis

Stakeholder interest and influence were assessed using structured questionnaires based on five indicators for each dimension. Interest reflects the extent to which stakeholders are concerned with and committed to the implementation of land redistribution, whereas influence represents their capacity to affect decision-making, institutional coordination, and program implementation. The assessment was conducted using a five-point Likert scale, where higher scores indicate higher levels of stakeholder interest and influence. The scores for each indicator were aggregated to obtain the total interest and influence scores of each stakeholder.

Table 2. Aggregate indicator score result

Stakeholder	Interest Score	Influence Score	Category
Cianjur Land Office	25	22	Key Player
Food Crops Agency	16	16	Key Player
Cooperative and SME Agency	20	18	Key Player
Housing and Settlement Agency	13	10	Crowd
Government of Girijaya Village	18	18	Key Player

The results indicate variations in the levels of interest and influence among the stakeholders. The Cianjur Regency Land Office obtained the highest scores in both dimensions, reflecting its central role in implementing land redistribution and coordinating related activities. As the institution directly responsible for land administration, the Land Office possesses substantial authority and resources to influence program implementation.

The Cooperative, Small and Medium Enterprises, Trade and Industry Agency also demonstrated relatively high levels of interest and influence. This finding reflects the importance of economic empowerment and post-redistribution support in ensuring that redistributed land contributes to sustainable livelihood improvement. Similarly, the Food Crops, Horticulture, Plantation and Food Security Agency exhibited high levels of interest and influence due to its role in supporting agricultural production and improving land utilization among beneficiaries.

The Government of Girijaya Village showed a relatively strong position within the stakeholder network. Although village governments generally possess limited formal authority compared to sectoral agencies, their close interaction with beneficiaries enables them to influence local implementation processes and facilitate communication among stakeholders. Meanwhile, the Housing and Settlement Agency obtained comparatively lower scores than other stakeholders but remained actively involved in supporting implementation through infrastructure and settlement-related programs.

Overall, the assessment indicated that the implementing institutions possess relatively high levels of both interest and influence because each institution has formal responsibilities within the integrated land redistribution program. As land redistribution combines asset reform and access reform, implementing institutions are mandated to contribute according to their respective sectoral functions, including land administration, agricultural assistance, economic empowerment, infrastructure support, and village facilitation. Consequently, differences among stakeholders are reflected primarily in the magnitude of their institutional roles rather than in the presence or absence of stakeholder commitment.

Stakeholder Mapping Based on the Interest–Influence Matrix

The stakeholder mapping results indicate that the Cianjur Land Office occupied the most strategic position in the land redistribution process, characterized by very high levels of both interest and influence. This position reflects the institution's central role in administering land redistribution and coordinating implementation activities among institutions involved in the integrated agrarian reform program. The Cooperative, SME, Trade and Industry Agency, the Government of Girijaya Village, and the Food Crops, Horticulture, Plantation and Food Security Agency were also positioned within the Key Player quadrant. These institutions function as key implementing actors because they possess both strong commitment and substantial institutional capacity to support land redistribution implementation. In contrast, the Housing and Settlement Agency demonstrated a relatively lower level of influence despite maintaining moderate institutional interest. This finding suggests that the agency plays a supporting rather than a determining role in redistribution governance.

The concentration of stakeholders within the Key Player quadrant reflects the institutional characteristics of land redistribution implementation in Indonesia. Since land redistribution is implemented as an integrated program consisting of asset reform and access reform, each institution has formally assigned responsibilities in supporting program implementation according to its respective mandate. The Land Office functions as the coordinating institution, while sectoral agencies contribute through agricultural assistance, post-production economic empowerment, infrastructure support, and village-level facilitation. Therefore, the stakeholder positions should be interpreted as representing institutional mandates and implementation capacities rather than competition among stakeholders.

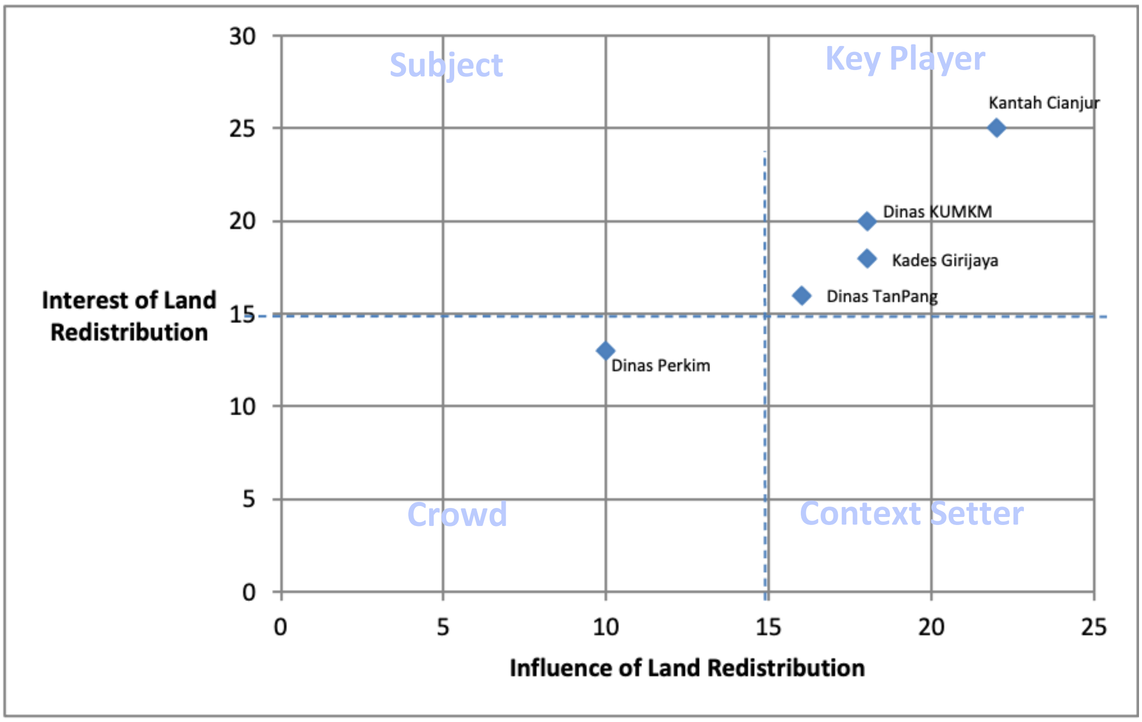

Figure 2. Distribution of interests and influence of stakeholders on land redistribution in Cianjur Regency.

Implications for Land Redistribution Governance

The stakeholder mapping results provide important insight into the governance dimension of land redistribution, which has received limited attention in previous studies. Earlier research on agrarian reform and land redistribution has primarily focused on legal frameworks (Nurbaedah, 2020; Mujiati et al., 2014; Kusuma et al., 2021), land tenure security (Kurningsih, 2004; Sari et al., 2014), implementation mechanisms (Salfutra et al., 2019), and socio-economic outcomes of redistribution programs (Sugeng, 2012; Isnaeni, 2017; Harland et al., 2022). These studies have contributed significantly to understanding how land redistribution is implemented and how it affects beneficiaries. However, relatively limited attention has been devoted to examining the stakeholder configurations and governance arrangements among institutions responsible for implementing integrated land redistribution programs.

The findings of this study indicate that four identified stakeholders are positioned within the Key Player quadrant, suggesting that land redistribution in Cianjur Regency is supported by a governance structure characterized by both high stakeholder commitment and substantial institutional influence. This finding extends previous land redistribution studies by demonstrating that implementation outcomes are not only shaped by legal provisions, administrative procedures, or socio-economic interventions, but also by the configuration of relationships among institutions responsible for implementing asset reform and access reform. While previous studies have largely treated stakeholder involvement as part of implementation processes, the present study highlights stakeholder configuration itself as an important factor influencing program delivery.

The findings challenge the tendency to view land redistribution primarily as a land administration function. Although the Land Office remains the central coordinating institution, effective implementation depends on complementary roles performed by sectoral agencies and village government. Agricultural agencies provide extension services and agricultural production support, the Cooperative, SME, Trade and Industry Agency facilitates post-production development and access to financial institutions, the Housing and Settlement Agency supports land affairs within the local government, while the Government of Girijaya Village facilitates community participation and village-level implementation. These complementary responsibilities demonstrate that land redistribution operates as a multi-sector governance process rather than solely as a land administration program.

The significance of multi-stakeholder involvement is particularly evident in the context of former HGU land redistribution under a collective ownership arrangement (*hak kepemilikan bersama*). Unlike conventional redistribution programs based on individual land titles, collective ownership requires continuous institutional coordination to support agricultural development, community empowerment, and sustainable land management. Moreover, the predominance of dryland conditions and limited water availability in the study area creates challenges that cannot be addressed solely through land certification. These conditions require complementary interventions related to agricultural support, infrastructure provision, local economic empowerment and village governance. Consequently, governance capacity is a critical factor in determining whether redistributed land can contribute to sustainable livelihood improvement.

Therefore, this study contributes to planning scholarship by demonstrating how stakeholder analysis can be used to reveal governance structures underlying land redistribution programs. Rather than viewing land redistribution solely as an agrarian or land administration issue, the findings highlight its character as a planning and governance process requiring institutional coordination, collective action, and collaboration among agencies with complementary mandates. The analytical approach adopted in this study may therefore provide useful insights for evaluating governance arrangements in other agrarian reform and land-related development programs.

Conclusion

This study examined the institutional governance of integrated land redistribution in Cianjur Regency by analyzing stakeholder interest and influence in the implementation of agrarian reform programs. The findings demonstrate that land redistribution in Indonesia should be understood as an integrated program comprising asset reform and access reform, requiring coordinated involvement from multiple implementing institutions. The stakeholder analysis identified five key implementing institutions: the Cianjur Land Office, the Food Crops, Horticulture, Plantation and Food Security Agency, the Cooperative, SME, Trade and Industry Agency, the Housing and Settlement Agency, and the Government of Girijaya Village.

The Cianjur Land Office emerged as the most influential stakeholder because of its central role in coordinating land redistribution implementation and facilitating inter-institutional collaboration. Meanwhile, sectoral agencies and the village government contribute complementary functions through agricultural extension, economic empowerment, infrastructure support, and village-level facilitation. These findings indicate that successful land redistribution depends not only on land administration but also on effective institutional coordination among agencies responsible for implementing asset reform and access reform.

This study contributes to planning and land governance literature by demonstrating that stakeholder analysis provides a useful approach for understanding institutional governance arrangements underlying land redistribution implementation. Rather than viewing land redistribution solely as a land administration program, the findings highlight its character as a collaborative governance process involving multiple institutions with complementary mandates. Future studies should incorporate broader stakeholder groups and cross-stakeholder assessments to provide a more comprehensive understanding of governance dynamics in land redistribution programs.

This study was limited to a single case of former HGU land redistribution in Cianjur Regency and focused primarily on stakeholder interests and influence. Future research may expand the analysis by comparing stakeholder configurations across different land redistribution cases, examining stakeholder networks using social network analysis, or investigating how governance arrangements influence long-term socio-economic outcomes of land redistribution programs.

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