

The Dynamics of Access Reform Arrangement in Salted Egg Entrepreneurship in Tegal City

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ABSTRACT

Objective: This study aims to analyze the implementation of access reform under Agrarian Reform in promoting local entrepreneurship and improving the welfare of salted egg artisans in Pesurungan Lor Village, Tegal City. **Method:** This research employs a qualitative case study approach, utilizing in-depth interviews, field observations, and document analysis involving local entrepreneurs, relevant government agencies, and the Agrarian Reform Task Force. **Results:** The findings indicate that training, business mentoring, access to capital, and institutional strengthening have significantly enhanced the skills, productivity, and income of the entrepreneurs. Approximately 60% of beneficiaries experienced an income increase of up to IDR 3,500,000 per month. The dynamics of access reform are reflected in changes in entrepreneurial behavior, group adaptation processes, and external challenges such as market limitations and legal compliance. **Novelty:** These findings affirm that context-responsive access reform can serve as an effective instrument to strengthen grassroots entrepreneurship and is worth replicating in other regions with similar characteristics.

INTRODUCTION

The inequality in land ownership and the limited access to economic resources remain fundamental problems within Indonesia's socio-economic structure [1], [2]. This inequality not only contributes to rising poverty levels but also reinforces the marginalization of small-scale groups such as landless farmers, small livestock breeders, and micro-entrepreneurs who rely on local resources [3]. Data from the 2023 Agricultural Census (ST2023), released by the Central Bureau of Statistics (BPS), shows a significant increase in the number of smallholder farmers – defined as farmers cultivating less than 0.5 hectares of land – from 14.25 million households in 2013 to 16.89 million in 2023 [4]. This growth reflects a national agrarian structure that still fails to support equitable land ownership and demonstrates the underperformance of economic empowerment programs for marginalized groups after land redistribution [5].

Agrarian reform, as a strategic policy of the Indonesian government, aims to address this inequality through two main strategies: asset restructuring and access restructuring [6]. Asset restructuring includes the legalization and redistribution of land to eligible communities, while access restructuring is designed as a sustainable economic empowerment initiative that connects agrarian reform beneficiaries with access to business capital, training, technical assistance, and markets [7]. This policy direction is reaffirmed in Presidential Regulation No. 62 of 2023 concerning the Acceleration of

Agrarian Reform Implementation, which mandates synergy among central and regional governments, as well as various stakeholders, to successfully implement both pillars [8]. However, in practice, agrarian reform implementation has largely emphasized asset restructuring, while access restructuring has yet to be fully optimized [9]. Without adequate access to economic resources, land redistribution risks becoming merely symbolic, failing to bring about real change in the welfare of the people.

Within this context, access restructuring is essential as a logical continuation of asset legalization. Access to capital, business training, production technology, and distribution and marketing channels are prerequisites for successful economic transformation among agrarian reform beneficiaries. Moreover, the success of access restructuring depends heavily on policy sensitivity to local contexts, regional potential, and the institutional capacity of the community [10]. Effective access restructuring is one that maximizes local potential, builds community-based economic institutions, and bridges communities with broader economic networks [11].

One region that offers valuable insights for studying the implementation of access restructuring based on local potential is Pesurungan Lor Subdistrict, located in Margadana District, Tegal City, Central Java. This area is renowned for its salted egg production, a tradition that has developed over generations through micro-enterprises operated by families or community groups. Salted egg production in this area not only serves as a primary livelihood for many residents but also plays a significant role in shaping the region's local economic identity [1]. As a form of community entrepreneurship, the salted egg industry reflects an economy rooted in traditional skills, yet it holds the potential to evolve into a competitive household industry through innovation, branding, and market network strengthening [5]. This entrepreneurial character is seen in the residents' willingness to start businesses independently, manage production and distribution risks, and create added value through product diversification.

However, salted egg producers in Pesurungan Lor face various challenges, including limited capital, lack of business management skills, marketing constraints, and underdeveloped business legality, which hinders access to modern markets. These dynamics show that grassroots entrepreneurship does not unfold in a linear fashion; rather, it is riddled with structural challenges that require adaptive and collaborative policy interventions. In this context, access restructuring within agrarian reform becomes a strategic avenue for strengthening the economic capacity of salted egg artisans, serving as a vehicle for area-based socio-economic intervention.

In 2023, Pesurungan Lor was designated as one of the Agrarian Reform Villages (Kampung Reforma Agraria) by the Tegal City Government and the local Land Office. This designation marked the government's commitment to enhancing economic interventions through access restructuring schemes. Programs implemented include product packaging training, digital marketing workshops, business legality support such as Business Identification Numbers (NIB), halal certification, and home industry permits (PIRT), as well as facilitation of capital access through the People's Business Credit (KUR)

scheme [13]. These activities are carried out collaboratively by the Agrarian Reform Task Force (GTRA), relevant local government agencies, academics from Politeknik Harapan Bersama, and private partners through corporate social responsibility (CSR) initiatives [12]. This effort serves as a concrete example of an intersectoral approach to the success of agrarian reform and offers a replicable model for other regions with similar characteristics.

Despite various efforts in access restructuring, several issues remain that warrant deeper analysis. For instance, are the training and mentoring programs truly effective in improving community business capacity? Has access to capital reached the most in-need entrepreneurs? What is the actual impact of access restructuring programs on the income and welfare of salted egg artisans? These questions are vital and can only be answered through field-based research that provides objective evaluations of policy implementation while developing strategic recommendations for future program improvements.

This study aims to analyze the impact of access restructuring under agrarian reform on the production and welfare of salted egg artisans in Pesurungan Lor. The research focuses on strengthening local economic empowerment based on regional potential and multi-stakeholder collaboration in agrarian reform implementation. Additionally, the study seeks to fill a research gap that has traditionally centered more on asset restructuring and land regulation by emphasizing the importance of socio-economic approaches in evaluating agrarian reform. Using a qualitative approach, this research is expected to contribute both theoretically and practically to designing a more inclusive, participatory, and needs-based agrarian reform policy framework.

RESEARCH METHOD

This study employs a descriptive qualitative method aimed at providing an in-depth understanding of the implementation of agrarian reform access structuring in enhancing salted egg enterprises in Pesurungan Lor Subdistrict, Margadana District, Tegal City [13]. This approach was selected because it allows the researcher to explore social processes, actors' experiences, and local dynamics that cannot be explained solely through statistical data. According to Silalahi, the qualitative approach is intended to present data obtained from the field in a systematic, factual, and accurate manner [14], making it suitable for explaining efforts to improve salted egg production through agrarian reform interventions.

The research location was determined purposively – Pesurungan Lor Subdistrict, which has been designated as one of the Agrarian Reform Villages (Kampung Reforma Agraria) by the Land Office of Tegal City. This area was selected due to its strong local economic potential based on duck farming and salted egg processing, as well as its exposure to various program interventions such as business training, access to capital, and institutional assistance under the access structuring scheme.

Data were collected through in-depth interviews, field observations, and document studies. Interviews were conducted with various stakeholders involved in the

implementation and beneficiaries of the program, including members of the Agrarian Reform Task Force (GTRA) of Tegal City, the Tegal City Land Office, representatives from local government agencies (Organisasi Perangkat Daerah/OPD) such as the Department of Cooperatives and SMEs, the Department of Marine and Fisheries, and Politeknik Harapan Bersama. Key informants also included leaders of farmer-breeder groups and salted egg entrepreneurs who are part of Kelompok Tani Ternak Itik (KTTI) and Kelompok Wanita Tani (KWT) in Pesurungan Lor.

These data collection techniques were enriched by the review of official documents, such as the Agrarian Reform Reports of the Tegal City Land Office for the years 2023 and 2024, as well as training and empowerment reports from relevant government agencies. Field observations were carried out by visiting production sites, training activities, and the centers for processing local signature products.

The data obtained were analyzed qualitatively using the interactive model by Miles and Huberman, Silalahi, which consists of data reduction, data display, and conclusion drawing [15]. Data reduction involved selecting and filtering relevant information in accordance with the research focus. The filtered data were then presented in descriptive and thematic narrative forms, followed by analysis to uncover key patterns that explain the relationship between access structuring under agrarian reform and the improvement of the salted egg business. Conclusion drawing was conducted progressively through a process of cross-confirmation between field data, theoretical frameworks, and policy documents.

To ensure the validity and reliability of the data, the research applied source and method triangulation, along with member checks by reconfirming the findings with the informants [16]. The research process was carried out with attention to ethical principles, including openly informing participants about the objectives and benefits of the research and ensuring the confidentiality of respondent identities. Through this approach, the study aims to comprehensively depict how collaboration among government, academia, and local communities in the agrarian reform access structuring program can make a tangible contribution to local economic empowerment in Pesurungan Lor, particularly in the salted egg production sector.

RESULTS AND DISCUSSION

The implementation of access reform under the Agrarian Reform program in Pesurungan Lor Subdistrict, Margadana District, Tegal City, presents a concrete example of how agrarian reform can contribute to measurable local economic empowerment. The interventions were specifically directed toward micro-entrepreneurs, particularly duck farmers and salted egg artisans who have long operated in the region but have previously faced various structural barriers such as limited capital, low managerial capacity, and weak access to modern markets. Access reform was carried out through training, business mentoring, capital facilitation, and institutional strengthening, involving synergistic collaboration between institutions including the Regional Government Units

(OPD) of Tegal City, the Land Office, Harapan Bersama Polytechnic, and the private sector.

Based on social mapping conducted by the Tegal City Land Office in 2023, data was obtained on the livelihoods of residents in Pesurungan Lor relevant to the Agrarian Reform program. Approximately 37% of residents work as duck farmers, 21% as salted egg artisans and vendors, while the remainder are engaged in other micro-enterprises such as grocery stalls (14%), fish processors (13%), food vendors (12%), and home-based cake producers (3%). This distribution indicates that more than half of the local population relies on sectors directly linked to livestock production and local food processing.

This mapping supports the selection of Pesurungan Lor Subdistrict as the locus for access reform under the Agrarian Reform program, as it fulfills key elements in the sustainable livelihoods approach proposed by Scoones [17], namely the availability of natural resource assets (such as ducks and fishponds), as well as social capital in the form of active farming and business groups. The presence of micro-entrepreneurs with basic skills but limited access to markets and capital makes this area highly suitable for access-based interventions.

The vulnerability of these businesses is also reflected in the SWOT analysis conducted by the Agrarian Reform Task Force (GTRA) of Tegal City in 2023. In terms of strengths, many residents possess skills in salted egg production and show strong interest in expanding their businesses. However, weaknesses include the classical problems of limited capital, non-professional business management, and suboptimal marketing strategies. The dominant external threats consist of high feed prices and difficulty in accessing bank loans, whereas opportunities arise from the area's strong human resource potential, availability of fishponds, and its established branding as a center of salted egg production.

Table 1. SWOT analysis of access reform in Pesurungan Lor.

Aspect	Description
Strengths	Many residents run salted egg processing businesses; local skills are well-established; MSME networks have grown post-pandemic.
Weaknesses	Limited capital, restricted marketing reach, weak business management, dependency on packaging suppliers from outside the region (Brebes).
Opportunities	Proximity to fishponds, enthusiastic human resources eager to learn, strong potential for the area to be developed as the salted egg hub of Tegal City.
Threats	High-interest informal loans, expensive feed prices, products are not yet widely recognized outside the city, absence of distinctive packaging representing Tegal City.

(Source: GTRA Tegal City, 2023)

The SWOT analysis of the salted egg processing businesses in Pesurungan Lor Urban Village reveals strong potential for local economic empowerment, yet several structural challenges remain. The main strengths lie in the high level of community participation in salted egg production, the existence of deeply rooted local skills, and the

growth of MSME networks in the post-pandemic period—indicating the community's socio-economic resilience. On the other hand, weaknesses such as limited access to capital, narrow market reach, weak managerial capacity, and dependency on packaging suppliers from outside the region (specifically Brebes) are significant obstacles to enhancing product value.

Significant opportunities are present, including the area's geographic proximity to fishponds as a raw material source, the high learning enthusiasm of local human resources, and the potential for developing the area into the salted egg production hub of Tegal City. However, various threats still loom over the sustainability of these businesses, including high-interest informal loans, fluctuating feed prices, limited market recognition beyond the region, and the lack of distinctive local packaging.

Therefore, strategies such as institutional strengthening, financial literacy improvement, and branding innovation based on local wisdom are essential to optimize these opportunities while mitigating the weaknesses and threats in a sustainable manner.

To facilitate the formulation of such strategies, the following SWOT Strategy Matrix was developed based on the SWOT analysis of salted egg businesses in Pesurungan Lor, using a strategic quadrant approach (Strength–Opportunity, Weakness–Opportunity, Strength–Threat, Weakness–Threat):

Table 2. SWOT strategy matrix.

Aspect	Opportunities	Threats
Strengths	S–O Strategy (Growth Strategy): <ol style="list-style-type: none"> Promote the development of a micro-enterprise-based production hub. Optimize product innovation training and digital marketing. Establish a cooperative or village owned enterprise (BUMDes) to manage production and distribution. 	S–T Strategy (Stability Strategy): <ol style="list-style-type: none"> Develop a collective brand with distinctive local packaging. Utilize MSME networks to expand promotion beyond the city. Diversify feed materials to reduce production costs.
Weaknesses	W–O Strategy (Improvement Strategy): <ol style="list-style-type: none"> Improve financial literacy and business management skills. Access government credit programs (KUR) and regional CSR funding for capital. Collaborate with local design institutions for distinctive packaging production. 	W–T Strategy (Defensive Strategy): <ol style="list-style-type: none"> Reduce reliance on informal capital by forming savings and loan cooperatives. Create a local entrepreneurs' forum to strengthen bargaining power for raw materials and packaging. Partner with local creative actors for product branding.

(Source: Developed by the Researcher from GTRA SWOT Analysis)

Based on the SWOT strategy matrix, it can be concluded that strengthening the salted egg business in Pesurungan Lor Subdistrict requires an integrated approach that

simultaneously leverages internal strengths and external opportunities. The growth strategy (S-O) encourages the development of MSME-based production hubs, supported by innovative training and solid institutional structures, while the stability strategy (S-T) focuses on strengthening product identity through distinctive packaging and supply diversification to cope with cost pressures. On the other hand, structural weaknesses such as limited capital and poor management can be addressed through improvement strategies (W-O), including facilitation of access to financing and capacity building. To face external threats, the defensive strategy (W-T) emphasizes the importance of reducing reliance on informal loans and external parties through the strengthening of local cooperatives and collaboration with creative industry players in building product branding. Thus, this strategic mapping provides a clear direction for the implementation of the Agrarian Reform access arrangement program, making it more sustainable in empowering the local economy based on existing potential.

Various training programs have been implemented as part of the access arrangement efforts, including product packaging training, business diversification, entrepreneurship, access to capital, e-commerce, fish processing, and business legality (NIB, halal certification, PIRT). These training activities involve technical regional offices and educational institutions such as Politeknik Harapan Bersama. These programs directly support the implementation of the S-O strategies in the SWOT matrix, particularly in developing business capacity based on local potential. In line with Cohen & Uphoff, such training and mentoring not only build technical skills but also strengthen social capital, increase entrepreneurs' self-confidence, and expand their networks [6]. With this approach, institutional synergy becomes stronger, and the success of access arrangements becomes more measurable due to the accompanying improvement in human resource quality and active community engagement in the local economic value chain. Therefore, training serves not only as a means to enhance individual capacity but also as a key driver in forming a resilient and competitive business ecosystem.

Strengthening community economic institutions is a strategic step to ensure the sustainability of training outcomes and the effectiveness of access arrangement efforts. The establishment of three Livestock Farmer Groups (LFG) and one Women Farmer Group (WFG), each consisting of approximately 28–35 members, serves not only as a channel for training and aid facilitation but also as a collective entity that strengthens the bargaining position of entrepreneurs at the local level. These institutions play a crucial role in implementing strategies from the SWOT matrix, especially in reducing individual dependence on external aid and increasing business competitiveness through group cooperation. The existence of these groups aligns with the perspective of Sihalo et al, who argue that the success of Agrarian Reform is not merely about land redistribution or access provision, but also requires institutional support capable of managing resources collectively and sustainably [18]. In this context, local institutions act as a bridge between individual capacity and market systems, while also serving as a social foundation that supports a sustainable economy based on Agrarian Reform.

Table 3. Active business groups in Pesurungan Lor.

No	Business Group Name	Address	Number of Members
1	LFG Satelit	Pesurungan Lor	28
2	LFG Angkasa Jaya	Pesurungan Lor	31
3	LFG Berkah Abadi	Pesurungan Lor	35
4	WFG Pesurungan Lor	Pesurungan Lor	30

(Source: GTRA Tegal City, 2023)

In addition to the presence of formal institutions such as LFG (Livestock Farmer Groups) and WFG (Women Farmer Groups), the socio-economic dynamics developing in Pesurungan Lor Urban Village indicate a behavioral shift in entrepreneurship among residents as a result of Agrarian Reform access arrangements. Entrepreneurs have begun to adopt a more open entrepreneurial mindset, marked by growing awareness of the importance of business legality, product quality, and marketing strategies. Some residents have started using simple digital platforms for promotion, developing product variations such as smoked salted eggs and herbal-spiced salted eggs, and experimenting with more attractive and eco-friendly packaging materials. This adaptation is also evident in group dynamics, where labor division, production management, and collective strategies for sourcing raw materials and reaching out-of-town markets are being formulated through participatory processes.

These local innovations emerge as responses to external challenges such as competition from producers in Brebes, rising feed costs, and limited distribution and branding of local products. Nonetheless, challenges persist in the form of limited digital literacy, lack of access to advanced processing technology, and weak managerial capacity among some business actors. These findings suggest that Agrarian Reform not only impacts material economic aspects but also triggers social transformation by shifting mindsets, institutional adaptation, and communitybased innovation, reflecting the dynamics of grassroots entrepreneurship.

The program has also generated tangible impacts on income improvement for business actors, reflecting the success of access reform interventions in economic terms. Data from 2023 shows that 60% of beneficiaries earned over IDR 3,500,000 per month; 25% earned between IDR 2,500,000 and 3,500,000; 12% between IDR 1,500,000 and 2,500,000; and only 3% remained below IDR 1,500,000. This composition indicates a significant shift in the community's income structure, where the majority have moved from the low-income bracket to the lower-middle class. These results demonstrate that strategies involving capacity building, market facilitation, and institutional strengthening, when integrated into access reform programs, can effectively drive upward economic mobility. Moreover, the relatively equitable distribution of income gains highlights the success of participatory and group-based approaches used throughout the program's implementation.

The 2024 Agrarian Reform Report also affirms that this shift is part of a broader positive trend in Agrarian Reform-based economic empowerment. Empirically, these

data strengthen the argument that access reform, when designed with consideration for local needs and supported by multi-stakeholder involvement, can generate measurable, inclusive, and sustainable economic outcomes.

Beyond income improvements, progress in business legality also serves as a key indicator of local economic formalization. Many businesses that previously operated informally now possess a Business Identification Number (NIB), halal certification, and home industry production licenses (PIRT), which not only strengthen legal standing but also enhance product credibility and competitiveness in broader markets. This legality opens access to modern supply chains such as supermarkets, e-commerce platforms, and inter-regional distribution channels – opportunities that were previously out of reach for micro-entrepreneurs.

This progress is supported by structural initiatives from the Tegal City Government, including the establishment of a CSR-based flagship product center that functions as a shared production facility, promotional space, and product showroom. This infrastructure serves as a catalyst for integrating production, marketing, and local branding, aligning with the principles of ecological modernization as articulated by Mol & Spaargaren [9], [20], which assert that economic modernization can be socially inclusive and supportive of local structures. As such, Agrarian Reform extends beyond land access and production to become a sustainable business ecosystem grounded in modern and participatory governance.

The findings of this study reveal dynamics that differ from those in the study by Muhammad Luthfi Rohman in Jepara, which highlighted the failure of access reform programs due to weak interagency coordination and limited community participation [21]. In contrast, the success of access reform implementation in Pesurungan Lor has been driven by collaborative program design and active involvement of various stakeholders, including the Land Office, technical government agencies, educational institutions, and local entrepreneurs. This success suggests that cross-sector coordination and direct community involvement are key variables in Agrarian Reform implementation – factors often overlooked in field practices.

These findings also reinforce the understanding that Agrarian Reform cannot be seen merely as a land redistribution process, but rather as an integrated agrarian development process that requires robust support systems. These include continuous training, empowerment of community-based economic institutions, legal facilitation, and marketing strategies that are responsive to market developments. In this way, Agrarian Reform becomes more than just a spatial intervention; it evolves into a socio-economic transformation achievable only through a holistic and participatory approach.

Considering the overall findings, it can be concluded that the access reform approach implemented in Pesurungan Lor represents a best practice in the execution of Agrarian Reform rooted in integrated and adaptive local potential. The program's success has not only depended on the availability of natural resources and community skills but also on the presence of effective coordination mechanisms, consistent

institutional support, and the use of information technology in marketing and business management.

The active participation of the community from planning to evaluation stages proves the importance of participatory approaches as the foundation of empowerment. Synergy among institutions—government, education, and private sector—strengthens the support structure for small enterprises to survive and grow in an increasingly competitive local economic ecosystem. Additionally, the integration of legal compliance, ongoing training, and collective institutions creates a framework that enables the sustainability of impacts beyond the initial intervention.

Therefore, the successful model implemented in Pesurungan Lor is not only worthy of replication in other regions with similar social and resource characteristics but also serves as a strategic and contextual policy reference for designing more effective and sustainable access reform initiatives at the national level.

CONCLUSION

Fundamental Finding : The implementation of agrarian reform access restructuring in Pesurungan Lor Subdistrict, Tegal City, has demonstrated a successful practice of community empowerment. Training programs, business mentoring, capital assistance, and support in legal matters and marketing have significantly improved the income and business capacity of salted egg producers. This success is the result of collaboration among various stakeholders, including government institutions, educational institutions, and the private sector. Beyond structural support, the program's success has been strongly influenced by field dynamics. The entrepreneurial spirit of the community, their adaptability, and their willingness to continuously learn and innovate have become the driving forces behind tangible change. **Implication :** The business groups that have emerged are now capable of growing independently and are better equipped to face market challenges. To ensure that this success can be replicated elsewhere, sustained mentoring, promotion of local products, equitable access to financing, and capacity building must be maintained. **Limitation :** Beyond structural support, the program's success has been strongly influenced by field dynamics. The entrepreneurial spirit of the community, their adaptability, and their willingness to continuously learn and innovate have become the driving forces behind tangible change. **Future Research :** This approach could serve as a model for local economic development based on regional potential and community participation.

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