



Strategic Management Based Agrarian Reform Access Arrangement Strategies for Enhancing the Social Welfare of Agrarian Communities

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ABSTRACT

This study examines the strategic management of agrarian reform access arrangements and their role in improving the social welfare of agrarian communities in Pesurungan Lor Subdistrict, Tegal City, Indonesia. The research aims to evaluate the implementation of access arrangement programs, identify strategic challenges, and formulate improvement strategies for sustainable agrarian development. A qualitative case study approach was employed, utilizing in-depth interviews, participatory observation, and document analysis involving stakeholders such as the Agrarian Reform Task Force (GTRA), local government, farmer groups, and community business actors. Data were analyzed using an interactive model consisting of data reduction, data display, and conclusion drawing, complemented by a SWOT analysis to formulate strategic recommendations. The findings indicate that although the agrarian reform program has improved land tenure security and established local economic institutions, its implementation remains largely administrative and has not yet fully integrated strategic management principles. Weak coordination among stakeholders, limited business capacity, inadequate monitoring and evaluation systems, and exposure to market and production risks constrain the program's effectiveness. The study concludes that strengthening multi-stakeholder collaboration, risk management, business capacity development, and multidimensional welfare evaluation is essential to transform agrarian reform access arrangements into a sustainable strategy for improving the long term socio economic welfare of agrarian communities

INTRODUCTION

Indonesia, as an agrarian country, possesses vast and diverse land resources. However, it continues to face persistent challenges related to agrarian structural inequality, low land productivity, and limited economic access for small-scale communities to land resources. This condition aligns with findings indicating that agrarian issues are not merely concerned with land ownership but also involve land utilization, economic access, institutional strengthening, and the sustainability of social welfare within agrarian communities (Lubis et al., 2024). These inequalities have persisted for a long time and can be traced back to the colonial period. Consequently, various agrarian reform programs have been introduced as corrective efforts aimed at promoting social justice and strengthening rural livelihoods (Nuryasinta & Pangestika, 2025).

In Indonesia, agrarian reform generally focuses on two main components: asset redistribution and access arrangement. While asset redistribution has been widely implemented through land certification and legalization programs, access arrangement an essential strategic phase for improving community welfare remains underdeveloped and has not been optimally managed (Martalina & Puspita Sari A.P., 2024). In fact, access arrangement encompasses a range of strategic processes, including the provision of capital, market integration, business assistance, community-based empowerment, and multi-stakeholder partnerships, all of which aim to foster the transformation of the economic and social structures of agrarian communities (Saragih et al., 2024). However, in many regions, access arrangement initiatives remain sporadic, are not documented within a comprehensive strategic framework, and depend heavily on the initiatives of specific actors, resulting in limited sustainability (Nugroho & Rahmat, 2024).

Within the context of modern agrarian policy, access arrangement should not be understood merely as the distribution of assistance but rather as a community-based development strategy that must be managed through a strategic management approach. Strategic management enables all stages of a program from planning and strategy formulation to implementation and evaluation to be carried out in a measurable, adaptive, and collaborative manner involving multiple stakeholders (Martalina & Puspita Sari A.P., 2024). This concept also emphasizes the importance of mapping internal strengths, external opportunities, structural risks, and policy threats as the basis for developing long-term strategies capable of sustainably improving social welfare (Bulkhairova et al., 2024). Therefore, integrating agrarian reform with strategic management represents a relevant and more systematic approach to policy implementation.

Nevertheless, recent literature indicates that the implementation of agrarian reform in many regions remains heavily focused on the legal aspects of land assets, while the management of economic activities following land redistribution is poorly documented and lacks clear strategic planning (Nuryasinta & Pangestika, 2025). In fact, economic access and institutional strengthening are crucial elements in ensuring that beneficiaries do not remain dependent on middlemen, monopsony markets, and cycles of structural poverty

(Ruben, 2024). This perspective is reinforced by international findings emphasizing that twenty-first-century agrarian reform must integrate social, economic, institutional, and environmental sustainability dimensions in order to produce tangible social transformation (Queiroz et al., 2025).

On the other hand, studies examining access arrangement models based on strategic management remain limited and tend to be partial. Most existing studies focus primarily on the role of government institutions or the Agrarian Reform Task Force (GTRA), without sufficiently explaining how universities, private sector actors, and local communities can function as integral components of a long-term collaborative strategy (Martalina & Puspita Sari A.P., 2024). Furthermore, research integrating SWOT analysis, strategy formulation, risk management, and multidimensional welfare indicators within the context of agrarian reform in Indonesia remains relatively scarce (Riswanto et al., 2024). Such an approach is essential for understanding the effectiveness of policy implementation and for formulating adaptive strategies to address challenges such as price fluctuations, livestock health risks, limited capital, and low entrepreneurial literacy among agrarian communities (Yatulloh, Zahra, & Nagari, 2024).

The contextualization of this study in Pesurungan Lor Subdistrict, Tegal City, is particularly relevant because this area possesses distinctive coastal agrarian characteristics, with duck farming and salted egg production as dominant economic activities. These sectors have significant market potential but are not yet managed in a professional and strategic manner. The inconsistency between abundant resource potential and relatively low community welfare indicates problems in access arrangement and the strategic management of the local agrarian economy (Pemkot Tegal, 2023). This condition supports previous studies emphasizing that access arrangement can only be effective when accompanied by collaborative strategic models and sustainably managed economic institutions (Martalina & Puspita Sari A.P., 2024).

Therefore, this study seeks to fill this gap by formulating a Strategic Management-Based Access Arrangement Strategy for Agrarian Reform to Enhance the Social Welfare of Agrarian Communities in Tegal City. The study focuses on analyzing how access arrangement is planned, implemented, and monitored using a strategic management framework, as well as how these strategies contribute to improving social welfare based on multidimensional indicators (Kusumaningrum et al., 2025). This approach is expected to generate a more applicable, collaborative, and economically empowering strategic model for agrarian communities.

Accordingly, this research contributes not only empirically through a case study but also theoretically by proposing a strategic management model for agrarian reform policy in Indonesia. In addition, the findings are expected to serve as a practical reference for local governments, the Agrarian Reform Task Force (GTRA), universities, and the private sector in designing access arrangement strategies that are grounded in local needs, empirical data, and the long-term socio-economic sustainability of agrarian communities (Utami et al., 2022).

LITERATURE REVIEW

Agrarian Reform and the Development of the Access Reform Concept

Agrarian reform in Indonesia has strong historical roots as a response to the unequal structure of land ownership inherited from the colonial era, during which a small elite controlled the majority of productive land while smallholder farmers experienced persistent economic and social marginalization (Yatulloh et al., 2024). This structural inequality in agrarian relations has not only resulted in an unequal distribution of land ownership but has also created disparities in access to livelihood resources necessary for improving farmers' welfare (Samosir & Moeis, 2023). Following independence, the government sought to restructure land tenure through the enactment of the Basic Agrarian Law (UUPA) of 1960, which introduced policies of land redistribution and asset legalization. However, its implementation tended to be more administrative in nature rather than oriented toward strengthening the economic capacity of farmers (Martalina & Puspita Sari A.P., 2024). This condition has led to the emergence of a new perspective that agrarian reform should not merely stop at asset reform but must be followed by access reform to ensure that land ownership can genuinely become a source of welfare for its beneficiaries (Nuryasinta & Pangestika, 2025).

The concept of access reform was introduced to strengthen the capacity of communities to manage land productively by providing access to capital, infrastructure, training, technology, economic institutions, and market networks for agrarian-based products (Yatulloh et al., 2024). Access reform emphasizes that land redistribution must be accompanied by guarantees of business access and continuous assistance in order to enhance productivity and agrarian self-reliance (Bulkhairova et al., 2024). Recent studies indicate that asset legalization and effective land management are key elements in strengthening agrarian reform, particularly in efforts to improve the welfare of smallholder farmers who have long been marginalized (Nuryasinta & Pangestika, 2025). Nevertheless, the implementation of access reform often faces challenges in accelerating access arrangements for redistributed land, especially for lands previously identified as abandoned or underutilized, which require specific strategies to ensure optimal utilization (Martalina & Puspita Sari A.P., 2024).

Several countries have demonstrated the importance of adopting a holistic approach to agrarian reform by integrating land redistribution with strengthened access to productive resources. A study conducted in Kazakhstan shows that sustainable rural development requires the integration of agrarian policies with infrastructure development, market access, and agricultural technological innovation (Bulkhairova et al., 2024). Meanwhile, the experience of agroecological farming in India illustrates how innovation in agricultural practices can enhance sustainability and productivity without relying heavily on expensive external inputs (Varaprasad & Rao, 2024). In Indonesia, studies have highlighted that agrarian reform must balance economic growth with social justice, particularly within the agribusiness sector where large-scale investments often generate conflicts of interest with the rights of smallholder farmers (Yatulloh et al., 2024). Case studies in West Java and Bengkulu reveal that agrarian reform can serve as a structural solution to plantation land conflicts;

however, its effectiveness depends on approaches that incorporate local contexts and community participation (Sakti et al., 2025).

Despite these developments, the implementation of access reform in Indonesia has not yet been carried out comprehensively through a systematic and measurable strategic management approach (Martalina & Puspita Sari A.P., 2024; Nuryasinta & Pangestika, 2025). The post-agrarian reform land structure indicates that although land redistribution has been implemented, farmers' livelihood capital remains limited due to restricted access to other productive resources (Abeng et al., 2024). Research on land redistribution and its impact on farmers' welfare confirms that the success of agrarian reform programs should not be measured solely by the amount of land distributed but also by the extent to which the program enhances the productive and economic capacities of its beneficiaries (Jundi et al., 2024). In the context of the twenty-first century, agrarian reform faces new challenges that require more adaptive perspectives and strategies in response to global socio-economic dynamics and climate change (Queiroz et al., 2025). Therefore, this study highlights the urgency of developing an agrarian reform access arrangement model based on long-term strategic planning within the framework of improving the social welfare of agrarian communities, while considering aspects of land legality, land management, institutional access, and sustainable economic development.

Strategic Management in Public Policy and Agrarian Reform

Strategic management was initially developed and applied within the corporate sector; however, it has increasingly evolved into a relevant approach for public policy, particularly in the context of social programs that involve multiple stakeholders and require adaptive strategies (Bryson, 2024). This approach has become increasingly important amid global administrative reforms that emphasize the integration of strategic planning with public value governance in order to address contingent challenges such as climate change and social inequality (Bryson, 2018). This perspective aligns with the broader understanding of strategic management as a process encompassing strategy formulation, implementation, and evaluation aimed at achieving long-term objectives in a systematic, measurable, and sustainable manner (Sukmiridianto et al., 2024). Bakhtizin, in his research, argues that strategic management is not solely a rational process but also requires creativity, environmental analysis, and continuous learning mechanisms, which have become increasingly relevant with the integration of digital technologies into public planning processes (Bakhtizin et al., 2022).

In the context of public policy, strategic management enables governments to design programs that are responsive to political, economic, social, and ecological dynamics while also capable of managing risks and uncertainties (Bryson, 2018). Within the agrarian sector, this approach supports the development of policies based on public-private partnerships to optimize land resources. Such an approach has been applied, for example, in Peru's agrarian development strategy, which emphasizes strategic planning to promote social inclusiveness (Vargas Aspillaga et al., 2022). Other studies have found that many failures in agrarian reform access arrangement programs are largely

attributable to weak strategic planning, the absence of stakeholder mapping, and the lack of evaluation mechanisms based on welfare indicators (Martalina & Puspita Sari A.P., 2024).

In Indonesia, the revitalization of agrarian reform policies through asset and access arrangements has generated significant economic value, estimated at approximately IDR 5,793 trillion from land certification programs between 2017 and 2023, although agrarian conflicts remain a persistent challenge that continues to hinder implementation (Luthfi, 2023). Strategic models such as SWOT analysis, the Balanced Scorecard, and Strategic Stakeholder Analysis can serve as relevant instruments for formulating more measurable and collaborative access arrangement strategies. These approaches may also facilitate policy synchronization between Agrarian Reform Object Land (Tanah Objek Reforma Agraria/TORA) and social forestry programs (Bryson, 2018; Kruhlov, 2021).

However, within the literature on agrarian reform in Indonesia, the strategic management approach has not been widely applied explicitly. Most studies tend to focus on normative, administrative, and legal aspects without sufficiently examining implementation strategies and long-term sustainability (Darmawan et al., 2023). Historical analyses reveal that Indonesia's agrarian policies have often been constrained by structural contradictions. For instance, agrarian reform initiatives during the administration of Joko Widodo have struggled to counterbalance the dominance of national strategic projects that have triggered land conflicts. In 2023, agrarian conflict cases increased by 12 percent, reaching 241 incidents affecting approximately 638.2 hectares of land (Afrizal, 2025; Konsorsium Pembaruan Agraria, 2024).

More holistic strategic approaches such as those proposed in historical materialist analyses are therefore required to integrate perspectives on class relations and agrarian production in order to avoid the failure of the government's target to redistribute nine million hectares of land (Fajar et al., 2022; IAG, 2014). At the global level, similar challenges can be observed in Russia's land resource management, where state strategic planning often faces obstacles related to legal complexities and inter-agency coordination problems (Zhavoronkova & Vypkhanova, 2021).

Therefore, this study seeks to address this gap by introducing a strategic management framework for agrarian reform access arrangement based on multi-stakeholder collaboration and social welfare evaluation. This framework incorporates indicators such as increased farmers' income and the reduction of agrarian conflicts through mechanisms including joint land surveys and the release of forest areas, as stipulated in Presidential Regulation No. 62 of 2023.

Multi-Stakeholder Collaboration in Agrarian Reform and the Strengthening of Local Institutions

The implementation of access reform within agrarian reform is highly dependent on multi-stakeholder collaboration, as it involves a wide range of actors, including central and local governments, the Agrarian Reform Task Force (Gugus Tugas Reforma Agraria/GTRA), financial institutions, private sector actors, universities, cooperatives, and local communities (ATR/BPN, 2023). Within this framework, the concept of Collaborative Governance offers a highly relevant approach, as it emphasizes formal coordination among stakeholders,

open communication, clearly defined roles, and the alignment of interests to achieve shared objectives (Emerson & Nabatchi, 2015).

Empirical studies indicate that such collaboration is essential for the success of agrarian reform. For example, research on the GTRA in Central Bangka Regency found that the Community Land Empowerment Program (Program Pemberdayaan Tanah Masyarakat/PTM) was successful due to cross-sectoral collaboration. In this case, the GTRA collaborated with agencies in the fisheries, agriculture, cooperatives, and small and medium enterprises (SMEs) sectors while also providing infrastructure and financial support. However, the study also identified several challenges, including low community participation, frequent rotation of public officials, inconsistencies in spatial data, and limited local institutional capacity (Sopyan & Sidipurwanti, 2023). These findings highlight that multi-stakeholder collaboration is not merely an ideal concept but a practical necessity for sustaining agrarian reform initiatives.

Furthermore, a national-level study on "Multi-Role Collaboration" revealed that relevant ministries, private sector actors, communities, academics, and the media need to establish collaborative commitment relationships supported by collaborative leadership and clearly defined role distribution (Wicaksono, 2021). Such collaboration should also be reinforced by strong local regulatory frameworks. For instance, support through gubernatorial or regency-level regulations whose legitimacy is recognized by all stakeholders can significantly accelerate the implementation of agrarian reform programs (Santosa et al., 2021).

Recent studies also reveal challenges in the implementation of such collaborative arrangements. Research examining the implementation of the Agrarian Reform Task Force in 2022 found that although a collaborative structure had already been established, the expected outcomes were not fully achieved due to limited local capacity and suboptimal coordination mechanisms (Brilianto, Mursa, Sabekti, Hutabarat, & Prakoso, 2024). This suggests that formal collaboration must be accompanied by continuous institutional capacity-building efforts and sustainable evaluation mechanisms (Brilianto et al., 2024).

In addition, stakeholder analysis conducted in East Lombok Regency demonstrated that mapping local actors such as the GTRA, farmer communities, and educational institutions helps formulate more realistic collaborative strategies. Through such mapping, local governments and the GTRA can design interventions that align with the interests and capacities of each stakeholder group (Gibran, Pujiriyani, & Sugiasih, 2024).

From a broader policy perspective, bibliometric studies on agrarian reform in Southeast Asia, including Indonesia, indicate that research on collaboration and cross-sector governance has been increasing in recent years. This trend reflects a growing recognition that multi-stakeholder collaboration has become a key pathway toward more inclusive and sustainable agrarian policy transformation (Gafuraningtyas et al., 2024).

Finally, the role of local institutions is critically important. Policy analyses from a governance perspective emphasize that agrarian reform cannot rely solely on central bureaucratic structures. Instead, it requires strong and legitimate local

institutions capable of mediating local conflicts, managing land resources effectively, and involving communities in decision-making processes (Kartodiharjo & Cahyono, 2023).

Multidimensional Social Welfare Evaluation in Agrarian Reform

The success of agrarian reform has often been measured through administrative outputs, such as the number of land certificates issued or the total area of land distributed. However, this approach is insufficient because it does not adequately reflect how land access (asset reform) contributes to long-term social welfare improvements (KPA, 2022). Land ownership alone does not guarantee improved welfare if it is not accompanied by enhanced access to capital, strengthened local institutional capacity, and the development of agrarian economic capabilities (Andreanto et al., 2022).

The Multidimensional Poverty Index (MPI) developed by Alkire and Foster (2011) provides a particularly relevant framework for evaluating agrarian reform because it goes beyond income-based indicators and incorporates deprivations in education, health, and living standards (Alkire & Foster, 2011). This perspective is important because beneficiaries of agrarian reform programs may still experience non-monetary limitations even when they have obtained access to land.

Recent MPI data in Indonesia indicate that although monetary poverty has declined, a proportion of the population remains multidimensionally poor or vulnerable to multiple forms of deprivation (UNDP, 2024). Contemporary welfare indicators should therefore be expanded to include dimensions such as access to technology, social participation, agrarian entrepreneurial capacity, and resilience to market and climate risks (UNDP, 2023; FAO, 2022). Within the context of agrarian reform, social welfare evaluation should incorporate dimensions such as agrarian business independence, participation in local institutions, and resilience to external shocks (FAO, 2022).

Several early studies in Indonesia suggest that multidimensional welfare measurement within agrarian reform programs remains limited. For example, a study by Isna Fajri (2023) evaluating access reform in urban areas found that improved access to livelihood assets following agrarian reform influenced the livelihoods of residents in Kampung Kenteng, Surakarta; however, these impacts were not assessed using a multidimensional deprivation framework such as the MPI (Fajri, Pujiriyani, & Christine, 2024). Additionally, research indicates that community participation in agrarian reform programs contributes to improving farmers' quality of life an aspect of social welfare that reflects a more holistic perspective (Nugraha, Firdausi, & M. Haikal, 2024).

Furthermore, community empowerment through agrarian reform programs has proven to be an important strategy for strengthening non-monetary welfare dimensions. A study conducted in Mekarsari Village, Pandeglang Regency, found that empowerment patterns implemented through the Agrarian Reform Village Program (Kampung Reforma Agraria) emphasize the importance of capital assistance, business mentoring, and training programs to enable land beneficiaries to manage their assets and economic activities productively and independently (Arnowo, 2025). These findings support the

argument that the success of agrarian reform should not be evaluated solely based on asset distribution but also on improvements in the economic and social capacities of land recipients.

Based on these considerations, this study seeks to develop a multidimensional welfare evaluation framework specifically designed for agrarian reform. The framework integrates indicators such as educational deprivation, health conditions, living standards, business capacity, institutional participation, and resilience to climate-related risks. Through this framework, the study aims to provide a more accurate assessment of the social welfare impacts of agrarian reform and to generate more targeted policy recommendations.

From the literature reviewed above, four major gaps can be identified in both the research and implementation of agrarian reform in Indonesia. First, the application of access reform models designed using a strategic management approach remains limited, resulting in implementation practices that tend to be administrative and insufficiently adaptive to the socio-economic dynamics of agrarian communities. Second, systematic integration of multi-stakeholder collaboration strategies encompassing government institutions, academia, the private sector, and local institutions has not yet been fully developed to support the sustainability of agrarian reform programs. Third, there is an absence of a multidimensional social welfare evaluation framework capable of comprehensively assessing the impacts of agrarian reform on improving beneficiaries' quality of life. Fourth, there is still no conceptual model linking access reform with community-based strategies for enhancing agrarian welfare, which should serve as a fundamental basis for building the economic and social independence of land beneficiary farmers.

Addressing these gaps, this research aims to contribute to both the literature and the practical implementation of agrarian reform by developing a strategic access arrangement framework grounded in strategic management and multidimensional welfare evaluation. The study focuses on agrarian communities in Pesurungan Lor Subdistrict, Tegal City, as an empirical case expected to demonstrate how local institutional capacity can be strengthened, cross-sector collaboration fostered, and sustainable socio-economic welfare strategies developed for agrarian communities.

METHODOLOGY

This study employs a qualitative approach with a case study design to obtain an in-depth understanding of the dynamics of strategic management-based access arrangement strategies in agrarian reform and their role in improving the social welfare of agrarian communities (Creswell & Poth, 2018). A qualitative approach was selected because it allows researchers to explain phenomena holistically within their real-life context and to capture social interactions, institutional dynamics, and actors' perceptions in a naturalistic setting (Creswell & Poth, 2018). The case study design was applied to explore how agrarian reform access arrangements are planned, implemented, and monitored in a specific setting: Pesurungan Lor Subdistrict, Margadana District, Tegal City, Central Java (Yin, 2018).

The research location was selected purposively because Pesurungan Lor has been designated as a pilot agrarian reform village with agrarian potential based on duck farming and salted egg production. However, the community still faces challenges related to marketing, access to capital, and strengthening local business institutions (Sapardiyono et al., 2024). The selection of this location was also based on the involvement of multiple stakeholders including the municipal government, the Agrarian Reform Task Force (GTRA), universities, farmer groups, local micro and small enterprises, and private partners in the implementation of agrarian reform access arrangement programs (Tegal City Government, 2023).

The research population consists of actors involved throughout the entire program cycle, including planning, implementation, and evaluation of access reform initiatives. These actors include officials from the city-level Agrarian Reform Task Force, subdistrict government staff, university facilitators, farmer group leaders, salted egg entrepreneurs, and private sector partners (ATR/BPN, 2023). Informants were selected using purposive sampling to identify individuals with substantial knowledge and direct involvement in the program. This process was followed by snowball sampling, where additional informants were identified through recommendations from initial participants until the data reached a saturation point (Sugiyono, 2021). In this study, the researcher served as the primary instrument responsible for data collection, meaning interpretation, and verification of findings (Creswell & Poth, 2018).

Data collection was conducted using three main techniques: in-depth interviews, participatory observation, and document analysis (Chand, 2025). Semi-structured interviews were employed to explore the perceptions, experiences, and strategies of stakeholders involved in the implementation of agrarian reform (Santos, 2017). Participatory observation enabled the researcher to directly observe field dynamics, including GTRA coordination meetings, farmer group activities, and the salted egg production process (Yin, 2018). Document analysis included reviewing policy archives, program documents, activity reports, beneficiary maps, and socio-economic data related to the local community (Miles, Huberman, & Saldaña, 2014).

To ensure data validity, the study applied source triangulation, methodological triangulation, and time triangulation to verify the consistency and accuracy of field findings (Miles & Huberman, 1994). Additionally, member checking was conducted by asking informants to review the researcher's interpretations to confirm the accuracy of meanings and reduce potential bias (Sugiyono, 2021). These strategies support the credibility, dependability, and confirmability of qualitative research data (Ahmed, 2023).

Data analysis followed the interactive model proposed by Miles and Huberman, which consists of three stages: data reduction, data display, and conclusion drawing or verification. In the data reduction stage, field data were selected, categorized, and organized into analytical themes such as implementation strategies, multi-stakeholder collaboration, institutional constraints, and social welfare outcomes. The data display stage involved organizing findings into thematic matrices, detailed narratives, stakeholder

mapping tables, and a SWOT analysis to evaluate the program's strengths, weaknesses, opportunities, and threats (Bryson, 2018). Finally, conclusions were drawn through an iterative and reflective process by comparing field findings, validating analytical interpretations, and developing theoretical abstractions until empirically grounded and conceptually coherent conclusions were achieved (Miles & Huberman, 1994).

RESULTS

The research conducted in Pesurungan Lor Subdistrict, Tegal City, illustrates the dynamics of the implementation of agrarian reform access arrangements, which have evolved from merely a policy of asset redistribution into a cross-sector collaborative economic empowerment strategy (ATR/BPN, 2023). This program is no longer solely the domain of the central government but has involved various strategic actors such as the Agrarian Reform Task Force (GTRA), local governments, agrarian business groups, universities, financial institutions, and local entrepreneurs within a collaborative network aimed at strengthening the capacity and independence of agrarian communities (Rahmawati & Adi, 2022).

The involvement of multiple stakeholders indicates that the implementation of agrarian reform has undergone a paradigm shift from structural intervention in land ownership toward community-based socio-economic development, emphasizing access to resources, capital, and markets through a collaborative governance approach (Emerson & Nabatchi, 2015). However, the research findings show that the program's implementation at the local level has not yet been fully conducted within a strategic management framework that is planned, systematic, and long-term oriented. This is largely due to the absence of operational guidelines integrating vision formulation, SWOT analysis, stakeholder mapping, risk management, and sustainability-based evaluation mechanisms (Bryson, 2018; Wheelen & Hunger, 2020).

Based on field data obtained through in-depth interviews with 15 key informants, participatory observation of farmer group activities and salted egg production industries, and analysis of local policy documents, it was found that coordination among actors has not yet functioned effectively and that the roles of each stakeholder have not been optimally distributed (Miles & Huberman, 1994). In addition, community participation in the planning, implementation, and evaluation processes remains largely procedural and formalistic, and has not yet developed into strategic participation capable of influencing substantive decision-making processes (Purwaningsih, 2022). In fact, the success of agrarian reform as an access reform is highly dependent on the extent to which institutional support, access to capital, market access, and business networks can be consolidated in an integrated manner (Gafuraningtyas et al., 2024).

From the thematic analysis of the field data, this study identifies four major strategic issues that form the focus of evaluation: (1) strategic planning that remains underdeveloped and is not based on SWOT analysis or stakeholder mapping; (2) multi-stakeholder coordination that remains fragmented and has not yet been integrated within a collaborative governance system; (3) structural

challenges and adaptive risks both internal and external that have not been systematically managed through risk management mechanisms; and (4) social welfare outcomes that remain limited to economic dimensions and have not yet encompassed social, institutional, and environmental aspects in a multidimensional manner (Pearce & Robinson, 2019; UNDP, 2023).

Strategic Program Planning

The local government, through the Agrarian Reform Task Force (GTRA) of Tegal City, has developed an Access Arrangement Action Plan since 2021 by integrating various initiatives, including land asset redistribution, the establishment of joint business groups, economic empowerment based on duck farming, training in salted egg processing, and mentoring for agrarian-based micro, small, and medium enterprises (MSMEs) as an effort to strengthen local economic capabilities (Tegal City Government, 2023). However, the findings indicate that only around 52% of farmer group members and local business actors understand the substance of the planning process and its implementation flow. This condition indicates problems related to strategic communication and the limited internalization of program plans at the grassroots level (ATR/BPN, 2023).

These findings demonstrate that the planning process is still dominated by an administrative approach focused on asset legalization and the preparation of formal documents, without the formulation of participatory strategies that incorporate analysis of the community's internal and external conditions (Kambu, 2017). From a theoretical perspective, strategy formulation within the framework of strategic management should begin with vision setting, SWOT analysis, and stakeholder mapping to ensure that the resulting strategies are relevant, adaptive, and measurable in accordance with the opportunities and challenges within the policy environment (Wheelen & Hunger, 2020).

In the context of Pesurungan Lor Subdistrict, the planning process tends to follow a top-down approach and has not yet provided sufficient participatory space for beneficiary communities to act as co-creators in formulating the vision, setting activity priorities, and designing strategies to strengthen economic access (Rahmawati & Adi, 2022). Limited community participation during the formulation stage has resulted in planning processes that do not fully reflect the actual needs in the field. Consequently, several activities including entrepreneurship mentoring, access to capital strengthening, and market development have not demonstrated optimal effectiveness (Octaningrum et al., 2024).

From a strategic management perspective, planning should not be interpreted merely as the preparation of working documents but rather as a systematic process involving the formulation of strategic values, the organization of actor roles, and the development of multidimensional program success indicators (Pearce & Robinson, 2019). However, an analysis of the Access Arrangement Action Plan document of Tegal City shows that the planning process does not yet include risk mitigation strategies, market feasibility analysis, or the integration of social welfare indicators such as food security, education,

health, and social protection indicators that should constitute the primary focus of agrarian reform (Alkire & Foster, 2011).

These findings reinforce evidence of a gap between administrative planning and adaptive strategic planning, which remains a major challenge in the implementation of agrarian reform based on economic access at the local level (Erjavec & Rac, 2023). Therefore, the quality of access arrangement program planning in Pesurungan Lor can be categorized as strategically inadequate, as it has not yet fully met the principles of integrative, collaborative, and needs-based strategic management (Mintzberg, 1994). Moving forward, it is necessary to translate national policies into more operational and adaptive local implementation strategies that position agrarian communities as active subjects in planning and decision-making processes (Emerson & Nabatchi, 2015).

Implementation, Coordination, and Multi-Stakeholder Management

The implementation of agrarian reform access arrangements in Pesurungan Lor Subdistrict, Tegal City, indicates that multi-stakeholder coordination has taken place; however, it remains sporadic, partial, and not yet structured within a systematic strategic management framework (Tegal City Government, 2023). Although actors such as local governments, the Agrarian Reform Task Force (GTRA), universities, farmer groups, MSME actors, and private sector stakeholders are involved, their engagement has not yet been organized into a strategic partnership mechanism emphasizing clear distribution of responsibilities, cross-role collaboration, and measurable performance control (Novianti, 2024).

Current synergy activities are still largely concentrated on initial stages such as socialization, basic entrepreneurship training, and the distribution of production assistance. They have not yet developed into more strategic forms of collaboration, such as value chain strengthening, digital market development, business management mentoring, or the establishment of community-based agrarian cluster business models (Martalina & Puspita Sari A.P., 2024). In fact, sustainable cross-actor collaboration is a prerequisite for the success of agrarian reform based on economic access at the local level (Rahmawati & Adi, 2022).

Interview results indicate that 67% of salted egg entrepreneurs in Pesurungan Lor have never received intensive mentoring after the initial training stage. As a result, many businesses experience stagnation in product development, innovation, and market expansion (Sapardiyono, Widodo, & Rahayu, 2024). The lack of strategic coordination has also led to the underutilization of multi-stakeholder forums such as the GTRA forum, working groups (Pokja), and local partnership forums, even though these platforms are crucial for managing cross-actor interaction and strengthening community institutional capacity (Emerson & Nabatchi, 2015).

This condition reflects weaknesses in the implementation of collaborative governance mechanisms, where interactions among actors have not yet produced integrated work plans, joint evaluation mechanisms, or co-creation systems for developing agrarian reform access arrangements (Rahmawati & Adi, 2022). From a strategic management perspective, the implementation phase should be accompanied by clear organizational functions, strategy execution

processes, and performance evaluation systems with measurable indicators of success (Wheelen & Hunger, 2020).

Within the strategic management cycle, successful implementation depends on strong cross-actor coordination structures, collaborative communication, and monitoring and evaluation mechanisms based on empirical field data (Pearce & Robinson, 2019). However, field findings reveal the absence of regular coordination schedules, formal documents outlining multi-stakeholder role distribution, and adaptive evaluation mechanisms capable of adjusting strategies to socio-economic dynamics (Miles & Huberman, 1994).

Limited coordination has also resulted in weak support for strengthening market access and developing business networks, particularly in product innovation related to salted egg derivatives and digital marketing strategies (Sapardiyono et al., 2024). Universities, which should function as sources of knowledge, innovation, and capacity building, have not yet optimally transferred processing technologies, business risk management knowledge, and digital business literacy to farmer groups and local MSMEs (Novianti, 2024).

Globally, the triple helix model, involving collaboration between government, the private sector, and universities, has proven effective in fostering social and economic innovation while strengthening the independence of agrarian community enterprises (Etzkowitz & Leydesdorff, 2000). Therefore, the current implementation of agrarian reform in Pesurungan Lor can be categorized as being in a functional implementation phase, but it has not yet reached the strategic execution phase, which requires integration of vision, stakeholder mapping, collaborative coordination, and adaptive evaluation systems (Mintzberg, 1994). Weak multi-stakeholder coordination is thus not merely a technical issue but also reflects the absence of strategic management principles grounded in collaborative governance in the implementation of local agrarian reform programs (Wheelen & Hunger, 2020).

Structural Challenges and Risks

This study identifies several structural challenges and risks that hinder the successful implementation of agrarian reform access arrangements in Pesurungan Lor Subdistrict, Tegal City. One of the primary external risks faced by the community is the fluctuation in feed prices and outbreaks of poultry diseases, both of which directly affect the income stability of local farmers. Approximately 78% of agrarian business actors in this area still rely on imported feed and have not yet developed a community-based local feed reserve system (Sapardiyono, Widodo, & Rahayu, 2024). This condition is further exacerbated by limited access to modern cultivation technologies and low levels of business management literacy, leaving farmers without adaptive strategies to respond to market pressures or production disruptions (Shubham et al., 2023).

Dependence on traditional production systems also reduces the economic resilience of agrarian households, making them highly vulnerable to price fluctuations, supply chain disruptions, and climate uncertainty (Andreanto et al., 2022). From an institutional perspective, the rotation of officials at the subdistrict level and changes in the structure of the Agrarian Reform Task Force (GTRA)

have disrupted the continuity of assistance programs and weakened knowledge transfer among program implementers (Martalina & Puspita Sari A.P., 2024).

The absence of institutional mechanisms that ensure the sustainability of mentoring programs, combined with the lack of systematic documentation of strategies and evaluation outcomes, has resulted in inconsistent program implementation from year to year. In fact, the effectiveness of strategic management heavily depends on institutional memory and the integration of knowledge among actors (Bryson, 2018). This condition indicates that the agrarian reform access arrangement program has not yet developed an adaptive institutional model capable of maintaining program continuity despite bureaucratic changes or leadership rotation (Rahmawati & Adi, 2022).

From a strategic management perspective, risk mitigation constitutes an integral component of long-term planning, involving risk identification, impact mapping, the formulation of anticipatory strategies, and the provision of resource reserves (Pearce & Robinson, 2019). However, in the context of Pesurungan Lor, access arrangements have not yet been supported by a structural risk analysis addressing market fluctuations, capital constraints, livestock diseases, or institutional risks such as weak coordination and dependence on a single actor (Mintzberg, 1994).

The absence of such mitigation strategies leaves agrarian communities without adaptive alternatives when facing harvest failures, rising feed prices, or declining market demand, resulting in unstable incomes and unsustainable welfare conditions (Chaithanya et al., 2024). Limited risk mitigation also hinders the development of resilient agrarian business systems, even though the objective of agrarian reform is not merely land redistribution but also the long-term strengthening of the economic and social resilience of agrarian communities (Winoto, 2019).

Therefore, agrarian reform access arrangement documents should be complemented by integrated risk analysis, contingency business strategies, livestock insurance support, the establishment of cooperatives for local feed supply, and price protection systems based on market partnerships (Pramono, Sari, & Hidayat, 2021). By strengthening risk mitigation within the framework of strategic management, agrarian reform implementation will become more resilient to external environmental changes and better positioned to improve the sustainable welfare of agrarian communities (Wheelen & Hunger, 2020).

Social Welfare Outcomes

The impact of the agrarian reform access arrangement program in Pesurungan Lor Subdistrict, Tegal City, shows mixed results. Administrative progress has been relatively significant, but the economic and social impacts have not yet reached the expected targets. From an administrative perspective, the program has successfully increased legal certainty over land and aquaculture areas through the issuance of land ownership certificates and the establishment of local economic institutions such as duck farmer groups, salted egg cooperatives, and agrarian micro and small enterprise forums (ATR/BPN, 2023). These institutions represent important forms of social capital that can expand business networks, strengthen the bargaining position of agrarian communities,

and foster sustainable cross-sector partnerships (Sapardiyono, Widodo, & Rahayu, 2024). This condition aligns with the concept of capital-based development, which emphasizes the strengthening of social capital, human capital, and institutional capital as a foundation for achieving sustainable welfare (Irwandi, 2024).

However, the economic impact of the program has not yet shown a significant improvement. Based on interview results and observational data, the average income increase among agrarian business actors in Pesurungan Lor ranges only between 8–12% per year, far below the 20% target set in the Agrarian Reform Access Arrangement Action Plan of Tegal City (Tegal City Government, 2023). This limited growth is largely attributed to the absence of value chain development strategies and the restricted market access for local flagship products such as salted eggs and duck farming products (Pramono, Sari, & Hidayat, 2021). This finding indicates that land asset legalization alone does not automatically enhance productivity and economic welfare if it is not accompanied by improved business management, access to financing, and continuous marketing assistance (Nuryasinta & Pangestika, 2025).

Furthermore, the social welfare achievements of agrarian reform beneficiaries have not comprehensively addressed non-economic dimensions. Critical aspects such as access to education, household food security, health insurance, and social stability have not yet been incorporated into the program evaluation framework, even though these elements constitute key components of multidimensional welfare (Alkire & Foster, 2011). For example, some farming households still face difficulties in continuing their children's education to the upper secondary level, while participation in the national health insurance program (BPJS Kesehatan) and livestock insurance schemes remains relatively low (Andreanto et al., 2022). These findings suggest that agrarian reform implementation continues to focus primarily on an income-based economic paradigm rather than a broader community-based social development strategy (Rahmawati & Adi, 2022).

From the perspective of public policy and sustainable development, the success of agrarian reform should not be measured solely by asset legalization or income growth, but also by the extent to which the program improves the overall quality of life of agrarian communities, including education, health, food security, and social protection (UNDP, 2021). This perspective is consistent with the Multidimensional Poverty Index (MPI) and the Sustainable Livelihood Framework, which emphasize the interconnection between economic, social, human, and institutional capital in building long-term welfare (Alkire & Foster, 2011). Therefore, the findings of this study highlight the need to reformulate the performance indicators of agrarian reform access arrangements so that they are not solely oriented toward economic outcomes, but also incorporate social, institutional, and sustainability dimensions within a strategic evaluation framework (Wheelen & Hunger, 2020).

SWOT Analysis and Strategy Formulation for Agrarian Reform Access Arrangements

This study employs SWOT analysis to identify internal and external conditions influencing the effectiveness of the agrarian reform access arrangement program in Pesurungan Lor Subdistrict, Tegal City. The use of SWOT analysis is intended not only to map strengths, weaknesses, opportunities, and threats, but also to serve as a foundation for formulating implementable strategies based on adaptive, collaborative, and social welfare-oriented strategic management (Wheelen & Hunger, 2020). Through this approach, access arrangements are not merely interpreted as administrative activities or capital distribution, but as a strategic process requiring multi-stakeholder synergy, strengthened business capacity, and an orientation toward the economic and social sustainability of agrarian communities (Mintzberg, 1994).

SWOT data were obtained through triangulation of in-depth interview results, review of regional policy documents, and field observations of farmer group activities, salted egg microenterprises, and Agrarian Reform Task Force (GTRA) forums. This triangulation approach allows the analysis to reflect the actual conditions of program implementation and the local socio-economic context (Miles & Huberman, 1994).

Table 1. SWOT Analysis Matrix

Internal & External Factors	Positive (+)	Negative (-)
Internal	Strengths	Weaknesses
	1. An active GTRA at the city level.	1. Weak coordination among actors.
	2. Presence of farmer groups and salted egg enterprises.	2. Limited monitoring and evaluation systems.
	3. Initial support in the form of capital and business infrastructure.	3. Limited management and marketing capacity.
External	Opportunities	Threats
	1. High market demand for salted eggs.	1. Fluctuations in feed and product prices.
	2. Potential partnerships with universities and the private sector.	2. Risk of duck disease outbreaks.
	3. National policy support for agrarian reform.	3. Rotation of officials and policy changes.

The SWOT identification results indicate that the agrarian reform program in Pesurungan Lor possesses relatively strong initial institutional foundations, including the presence of an active GTRA and the establishment of farmer groups and salted egg microenterprises. However, internal weaknesses such as weak

coordination among stakeholders and limited managerial capacity remain major obstacles to program sustainability (Martalina & Puspita Sari A.P., 2024).

Externally, significant opportunities exist through increasing market demand for salted eggs, strong national policy support, and the potential for partnerships with the private sector and universities. At the same time, several threats must be considered, including fluctuations in feed prices, the risk of poultry diseases, and bureaucratic dependence on specific officials. Therefore, strategy formulation based on the SWOT-TOWS matrix is required to convert opportunities into implementable strengths while minimizing weaknesses through sustainable external support (Pearce & Robinson, 2019).

Table 2. Implementative Strategies Based on the SWOT-TOWS Matrix

SO Strategies (Strengths-Opportunities)	WO Strategies (Weaknesses-Opportunities)
1. Establish formal partnerships among GTRA, universities, and the private sector to strengthen agrarian business value chains.	1. Improve business management capacity through training in marketing, digital literacy, and business planning.
2. Utilize business capital funds to expand production based on regional market demand.	2. Develop an integrated monitoring and evaluation system through a village-based digital dashboard.
3. Develop a salted egg cluster model with the local branding "Pesurungan Lor Agribusiness."	3. Initiate a monthly multi-stakeholder forum involving community members, government, and business partners.

The strategies generated through the SWOT-TOWS matrix demonstrate efforts to optimize internal strengths such as GTRA institutions, business groups, and social capital in order to leverage market opportunities and external collaboration. At the same time, external threats are addressed through strengthened risk management, business diversification, and the development of community-based economic systems (Emerson & Nabatchi, 2015). WO and WT strategies particularly emphasize enhancing internal capacity and strengthening multi-stakeholder governance, enabling beneficiary communities to become active actors in planning, managing, and developing agrarian enterprises independently (Octaningrum et al., 2024). Thus, the access arrangement strategies formulated in this study are not merely administrative instruments, but function as tools for institutional transformation and local economic empowerment, aimed at improving sustainable social welfare through the principles of collaborative strategic management (Wheelen & Hunger, 2020).

DISCUSSION

The findings of this study confirm that the implementation of agrarian reform access arrangements in Pesurungan Lor Subdistrict, Tegal City, has been carried out in accordance with the national legal framework. However, its implementation has not fully adhered to the principles of strategic management, which emphasize the integration of planning, organizing, implementation, and

control functions within data-driven and sustainability-oriented policies (Wheelen & Hunger, 2020). Most program activities remain focused on land legalization and the provision of physical assistance, resulting in an implementation orientation that is more inclined toward administrative outputs rather than long-term strategic outcomes, such as improving social welfare, strengthening economic empowerment, and enhancing the social capital of agrarian communities (Pearce & Robinson, 2019).

This condition reinforces criticisms raised in several studies indicating that agrarian reform in Indonesia still tends to prioritize asset certification and redistribution, without being accompanied by strategies that strengthen economic access and ensure sustainable community empowerment (Novianti, 2024).

Similar findings were also identified in the study by Prasetyo, Kurniawan, and Dewi (2021), which highlighted the weak role of post-land redistribution assistance, particularly in strengthening business capacity, financial management, access to capital, and product marketing. A comparable phenomenon can be observed in Pesurungan Lor, where assistance activities occur only during the initial phase of the program and are not supported by a continuous monitoring and evaluation system based on a strategic plan. As a result, local business actors face difficulties in adapting to market dynamics, including price fluctuations, changes in demand, and the need for value-added product innovation (Sapardiyono et al., 2024). This situation contradicts Mintzberg's (1994) view that effective strategies must be flexible, adaptive, and responsive to external environmental changes in order to ensure program sustainability.

Nevertheless, this study also reveals a new contribution in mapping the multi-stakeholder roles in the implementation of agrarian reform access arrangements. The involvement of universities, the private sector, and community business groups demonstrates significant strategic potential in creating collaborative models based on co-creation of knowledge and co-management of resources (Emerson & Nabatchi, 2015). Universities, for instance, play an important role in knowledge and technology transfer, including the development of alternative feed innovations, agro-industrial product processing, and the strengthening of local branding through digital marketing strategies (Rahmawati & Adi, 2022). Therefore, this study emphasizes that non-government actors hold a crucial position as key drivers of collaborative agrarian reform models, rather than merely serving as complementary actors to government interventions.

Beyond institutional aspects, this research also highlights the importance of developing multidimensional social welfare indicators. To date, income growth has often been considered the sole measure of success, whereas agrarian welfare encompasses broader dimensions such as food security, family education, health access, social stability, and community participation (Alkire & Foster, 2011). Consequently, the application of the Multidimensional Poverty Index (MPI) and the Human Development Index (HDI) at the local level can enrich the evaluation of agrarian reform policies, ensuring that assessments do

not focus solely on economic dimensions but also on the overall quality of life and social cohesion of agrarian communities (UNDP, 2021).

Furthermore, the risk analysis results indicate that agrarian reform programs face both internal and external risks. Internal risks include limited business management capacity, weak local institutions, and the lack of continuity in mentoring programs. External risks include fluctuations in feed prices, disease outbreaks, and the rotation of government officials, all of which may disrupt program sustainability (Amam & Soetrisno, 2019). Risk management, however, has not yet been fully integrated into the strategic planning process, even though it constitutes a fundamental element of the strategic management cycle (Wheelen & Hunger, 2020). Previous studies have also shown that regions that successfully implement agrarian reform generally possess risk mitigation mechanisms, such as cooperative-based economic systems, livestock insurance schemes, and strengthened technical capacity (Golmohammadi, 2018). These mechanisms, however, remain insufficiently developed in Pesurungan Lor.

From a practical perspective, the results of this study highlight the urgent need to develop strategic access arrangement documents based on strategic management principles. Such documents should include vision and mission statements, SWOT analysis, stakeholder mapping, risk management frameworks, business mentoring schemes, and data-based monitoring and evaluation mechanisms (Bryson, 2018). Through this approach, access arrangements would no longer function merely as administrative activities but rather as holistic, inclusive, and strategic processes aimed at strengthening the sustainable socio-economic empowerment of agrarian communities (Wheelen & Hunger, 2020).

Thus, this study contributes to the literature by enriching the discussion on the integration of strategic management within agrarian reform policy, while also offering a conceptual model that can potentially be replicated in other regions with similar socio-economic characteristics (Pearce & Robinson, 2019).

CONCLUSIONS AND RECOMMENDATIONS

This study concludes that the strategy for implementing agrarian reform access arrangements in Pesurungan Lor Subdistrict has been carried out with regulatory support and institutional structures through the Agrarian Reform Task Force (GTRA). However, it has not yet been fully optimized within a systematic and adaptive strategic management framework. The findings indicate a gap between administrative planning and strategic implementation, particularly in terms of multi-stakeholder coordination, post-redistribution business assistance, monitoring and evaluation mechanisms, and the utilization of multidimensional social welfare indicators. Thus, this study successfully achieves its research objectives: evaluating the implementation of access arrangements, identifying strategic weaknesses, and formulating improvement strategies based on SWOT analysis aimed at enhancing the sustainable welfare of agrarian communities.

From a theoretical perspective, this research contributes to enriching the literature on public strategic management by integrating SWOT analysis, stakeholder mapping, and multidimensional welfare evaluation within the

context of agrarian reform. From a practical standpoint, the findings offer an implementative strategic model that can be utilized by local governments, the Agrarian Reform Task Force (GTRA), universities, and the private sector to strengthen program synergy through formal coordination mechanisms, enhanced business capacity development, and data-driven mentoring based on the welfare conditions of agrarian communities. This model is also relevant for adaptation in the formulation of Agrarian Reform Access Arrangement Action Plans in other regions with similar socio-economic characteristics.

FURTHER STUDY

Like most empirical studies, this research is subject to several limitations that open opportunities for further investigation. First, the study focuses on a single case, namely the implementation of agrarian reform access arrangements in Pesurungan Lor Subdistrict, Tegal City. Although the case study approach provides an in-depth understanding of local dynamics, the findings may not fully represent the diversity of agrarian reform implementation across different regions in Indonesia. Future research could therefore adopt comparative or multi-site studies to examine variations in institutional arrangements, stakeholder collaboration, and socio-economic outcomes in other agrarian reform areas.

Second, the analysis primarily relies on qualitative methods, including interviews, observations, and document analysis. While these methods allow for a comprehensive exploration of institutional processes and stakeholder perceptions, further studies could complement this approach with quantitative assessments, such as measuring income growth, productivity levels, and multidimensional welfare indicators among agrarian reform beneficiaries. Integrating quantitative data would enable a more robust evaluation of the long-term impacts of access arrangement strategies on community welfare.

Third, this study highlights the importance of multi-stakeholder collaboration, strategic management, and risk mitigation in strengthening agrarian reform outcomes. However, the operational mechanisms of such collaborative governance models require deeper exploration. Future research may focus on developing and testing institutional governance models, cooperative-based economic systems, or digital monitoring frameworks that support sustainable agrarian reform implementation.

Finally, further investigations may also explore the integration of multidimensional welfare indicators, such as the Multidimensional Poverty Index (MPI) or the Sustainable Livelihood Framework, into the monitoring and evaluation systems of agrarian reform programs. Such approaches would help policymakers move beyond purely economic indicators and better assess the broader social impacts of agrarian reform on education, health, food security, and social resilience within agrarian communities.

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