

## THE EFFECT OF INCLUSIVE PARTICIPATION OF MARGINALIZED GROUPS AND WOMEN IN THE IMPLEMENTATION OF AGRARIAN REFORM FOR COMMUNITY WELFARE BASED ON SUSTAINABLE DEVELOPMENT GOALS (SDGS)

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**Abstract:** Agrarian reform, as a method to solve agrarian problems, has a crucial role in overcoming economic inequality in Indonesia and realizing equitable welfare for all citizens. This research aims to analyze the effect of inclusive participation of marginalized groups and women in the implementation of agrarian reform on equitable distribution of community welfare based on the Sustainable Development Goals (SDGs). In this context, inclusive participation is not only about involving marginalized groups and women in the decision-making process, but also ensuring that their voices and interests are fairly and equally represented at every stage of agrarian reform implementation. This study uses the normative law research method. In accordance with the types and properties of his research, the data sources used are secondary data consisting of primary law materials and secondary law materials consisting of books, scientific journals, papers and scientific articles that can give explanation about primary law materials.

**Keywords:** *inclusive participation, marginalized groups and women, Agrarian Reform, SustainableDevelopment*

### Introduction

Agrarian Reform, as a crucial agenda in national development, has transformative potential in realizing social and economic justice, especially for marginalized groups and women who are often marginalized in access to agrarian resources.<sup>1</sup> The implementation of inclusive and participatory agrarian reform is an important foundation in achieving equitable distribution of sustainable community welfare, in line with the goals of the Sustainable Development Goals.<sup>2</sup> Agrarian reform is not just land redistribution, but a complex process that involves fundamental changes in the structure of ownership, production, and supporting services in rural areas, which directly impacts people's lives.<sup>3</sup> In this context, the active participation of

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<sup>1</sup> Clarissha, V. S., Hapsari, R. A., Husna, N. A., & Renaldo, M. A. (2020). Implementasi Reforma Agraria pada Masa Orde Lama dan Reformasi. *Wajah Hukum*, 4(1), 78. <https://doi.org/10.33087/wjh.v4i1.85>

<sup>2</sup> Khan, S. A., Shakoor, A., & Ali, A. (2020). The Politics of Land Redistribution and its Implications for the Effectiveness of Land Reform Programmes: Evidence from South Africa and Zimbabwe. *Sir Syed Journal of Education & Social Research (SJESR)*, 2(2), 110. [https://doi.org/10.36902/sjesr-vol2-iss2-2019\(110-124\)](https://doi.org/10.36902/sjesr-vol2-iss2-2019(110-124))

<sup>3</sup> Isnaeni, D. (2018). Kebijakan Program Redistribusi Tanah Bekas Perkebunan Dalam Menunjang Pembangunan Sosial Ekonomi Masyarakat. *Masalah-Masalah Hukum*, 46(4), 308. <https://doi.org/10.14710/mmh.46.4.2017.308-317>

marginalized groups and women is essential to ensure that agrarian reform policies and programs are truly responsive to their needs and aspirations, and avoid reproducing existing inequalities.<sup>4</sup>

Agrarian Reform in the 2018 Presidential Regulation, has been revoked by Presidential Regulation Number 62 of 2023 concerning the Acceleration of the Implementation of Agrarian Reform (RA),<sup>5</sup> a scheme in which it is carried out in the form of Asset plus Access arrangement, which emphasizes the rearrangement of the structure of control, ownership, use,<sup>6</sup> and utilization of land by prioritizing the principles of justice and welfare for all Indonesian people. However, effective implementation of agrarian reform requires more than just a strong legal framework; it requires inclusive participation from all levels of society, especially marginalized groups and women who often face various structural and social barriers in accessing resources and participating in decision-making processes.

The involvement of various stakeholders, including the government, civil society, academia, and the private sector, is crucial in realizing inclusive and sustainable agrarian reform.<sup>7</sup> Therefore, this study aims to examine in depth the effect of inclusive participation of marginalized groups and women in the implementation of agrarian reform on equitable distribution of community welfare based on the Sustainable Development Goals.

In a global context, the Sustainable Development Goals (SDGs) provide a comprehensive framework for sustainable development, covering economic, social, and environmental dimensions. Goals such as poverty eradication, gender equality, and sustainable management of natural resources are closely linked to the implementation of effective and inclusive agrarian reform. Therefore, the involvement of marginalized groups and women in agrarian policies is not only relevant in the context of national justice but also forms part of the international commitment to achieving the SDGs.

The Sustainable Development Goals provide a comprehensive global framework for achieving sustainable development in various dimensions, including economic, social and environmental. Inclusive and participatory agrarian reform has a significant contribution in achieving various SDGs goals, such as poverty alleviation, hunger elimination, gender equality, inclusive economic growth, and sustainable management of natural resources.

This study aims to analyze the influence of inclusive participation of marginalized groups and women in the implementation of agrarian reform on efforts to achieve community welfare, particularly within the framework of Sustainable Development Goals indicators. This study is expected to contribute to the formulation of agrarian reform strategies that are more equitable, sustainable, and responsive to the needs of vulnerable groups.

## Literature Review

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<sup>4</sup> Moreno, F., & Leones, S. E. (2011). Agrarian Reform and Philippine Political Development. SSRN Electronic Journal. <https://doi.org/10.2139/ssrn.1967844>

<sup>5</sup> Onny Medaline, Juli Moertiono, Legalisasi Aset Tanah Transmigrasi Dalam Rangka Penguatan Reforma Agraria di Sumatera Utara, Jurnal Ilmiah Penegakan Hukum, 10 (1) Juni 2023 ISSN 2355-987X (Print), ISSN 2622-061X (Online), Hal. 21- 32

<sup>6</sup> Nuraeni, F., Supriatna, A. D., & Bachtiar, A. (2022). Sistem Informasi Geografis Pemetaan Lahan Garapan Serikat Petani Pasundan Kabupaten Garut. Jurnal Algoritma, 19(2), 527. <https://doi.org/10.33364/algoritma/v.19-2.1139>

<sup>7</sup> Santosa, S., Wicaksono, A., & Nugroho, R. (2020). Multi-Role Collaboration of Ministries and Institutions in the Implementation of Agrarian Reform in Indonesia. BHUMI Jurnal Agraria Dan Pertanahan, 5(3). <https://doi.org/10.31292/jb.v5i3.384>

### A. Marginalized Groups and Women

Marginalized groups are often defined as those who are marginalized from centers of power and resources in society, resulting in limited access to opportunities, rights, and representation.<sup>8</sup> Marginalization can occur due to a variety of factors, including social identity, personal characteristics, environment and experiences.<sup>9</sup>

Gender discrimination and gender-based violence are global issues that affect women in all walks of life. Sexual violence in education is one of the most pernicious and widespread forms of gender discrimination, which has long-term consequences for women's physical and mental health, economic well-being, and social participation.<sup>10</sup>

### B. Inclusive Participation

Inclusive participation is a multidimensional concept that involves the active involvement of individuals from diverse backgrounds and characteristics in the decision-making process, planning, implementation, and evaluation of a program, policy, or activity. Inclusive participation aims to ensure that all people, regardless of differences such as disability, ethnicity, religion, gender, socioeconomic status, or sexual orientation, have equal opportunities to contribute to and benefit from an initiative.<sup>11</sup>

### C. Agrarian Reform for Community Welfare

Agrarian Reform, as a transformative agenda, is not just land redistribution, but a comprehensive instrument that aims to reorganize the unequal agrarian structure, create social justice, increase productivity, and ultimately, realize community welfare.<sup>12</sup> In the Indonesian context, Agrarian Reform has a strong legal foundation, as stated in MPR Decree No. IX/MPR/2001 on Agrarian Reform and Natural Resource Management, which emphasizes the importance of reconstructing the control, ownership, use, and utilization of agrarian resources in a sustainable manner to achieve legal certainty, protection, justice, and prosperity for all Indonesian people.<sup>13</sup> Agrarian Reform in the latest regulation in Presidential Regulation Number 62 of 2023 concerning the Acceleration of Agrarian Reform Implementation, emphasizes the Asset plus Access structuring scheme, which aims to alleviate poverty, improve the welfare of rural communities, food independence, and land productivity.

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<sup>8</sup> Botifar, M., & Friantary, H. (2021). Refleksi Ketidakadilan Gender dalam Novel Perempuan Berkalung Sorban: Perspektif Gender dan Feminisme. *Disastra Jurnal Pendidikan Bahasa Dan Sastra Indonesia*, 3(1), 45. <https://doi.org/10.29300/disastra.v3i1.3559>

<sup>9</sup> Siller, H., & Aydin, N. (2022). Using an Intersectional Lens on Vulnerability and Resilience in Minority and/or Marginalized Groups During the COVID-19 Pandemic: A Narrative Review [Review of Using an Intersectional Lens on Vulnerability and Resilience in Minority and/or Marginalized Groups During the COVID-19 Pandemic: A Narrative Review]. *Frontiers in Psychology*, 13. *Frontiers Media*. <https://doi.org/10.3389/fpsyg.2022.894103>

<sup>10</sup> Sadiyah, E., Yanti, P. G., & Tarmini, W. (2023). Berita Kekerasan Seksual Terhadap Perempuan Dalam Dunia Pendidikan: Analisis Wacana Kritis Model Sara Mills. *Lingua Rima Jurnal Pendidikan Bahasa Dan Sastra Indonesia*, 11(3), 230. <https://doi.org/10.31000/lgrm.v11i3.8010>

<sup>11</sup> Mahdi, R. (2020). Perpustakaan Umum Berbasis Inklusi Sosial: Apa dan Bagaimana Penerapannya? (Sebuah Kajian Literatur). *Fihris Jurnal Ilmu Perpustakaan Dan Informasi*, 15(2), 201. <https://doi.org/10.14421/fhrs.2020.152.201-215>

<sup>12</sup> Isnaeni, D. (2018). Kebijakan Program Redistribusi Tanah Bekas Perkebunan Dalam Menunjang Pembangunan Sosial Ekonomi Masyarakat. *Masalah-Masalah Hukum*, 46(4), 308. <https://doi.org/10.14710/mmh.46.4.2017.308-317>

<sup>13</sup> Dwi, B., & Wahanisa, R. (2018). The Implementation Of Agrarian Reform In Semarang Regency. *Journal of Strategic and Global Studies*, 1(2). <https://doi.org/10.7454/jsgs.v1i2.1008>

#### D. Sustainable Development Goals (SDGs)

The SDGs or Sustainable Development Goals are a comprehensive global agenda, adopted by all United Nations member states in 2015.<sup>14</sup> The SDGs include 17 mutually integrated goals, recognizing that action in one area will affect outcomes in other areas, so development must balance social, economic and environmental sustainability, and are designed to address pressing global challenges such as poverty, hunger, inequality, climate change, environmental degradation, peace and justice. Sustainable development requires a very high level of commitment and a long timeframe.<sup>15</sup> As such, the SDGs provide a comprehensive and inclusive framework for achieving sustainable development globally.

The program is inherently linked to several SDGs goals, especially those related to poverty alleviation, inequality reduction, food security, and sustainable management of natural resources. The implementation of Agrarian Reform is the first step to the redistribution of land managed and controlled by the community, often referred to as land for cultivators.

#### Method

Study This use method study law normative (*Normative Law Research*). In accordance with types and properties his research, the data sources used is secondary data consisting from material primary law and materials law secondary consisting of from books, journals scientific, papers and article scientific that can give explanation about material primary law. Data collection techniques are carried out with study literature (*library research*) with data analysis was performed in a way qualitative.

Based on problems and desired goals achieved in research This Approach Legal is reviewed research from corner regulation legislation, decisions, documents in the form of applicable laws and regulations.<sup>16</sup> This is to obtain secondary data. In this study the approach used is an empirical juridical approach, namely by identifying and conceptualizing land law in addition to being a form of rule is also conceptualized as a real and functional social institution in life in society, especially in the process of directing and forming patterns of behavior given to Marginal Groups and Women in the Implementation of Agrarian Reform.

#### Result and Discussion

##### A. Participation of Marginalized Groups and Women in the Implementation of Agrarian Reform in Indonesia

Reorganizing the structure of control, ownership, use, and utilization of land by prioritizing the principles of justice is the essence of the implementation of Agrarian Reform.<sup>17</sup> The main objective of this program is to provide wider access to the community, especially marginalized groups and women, to agrarian resources, which in turn is expected to improve their welfare and reduce social inequality. Agrarian Reform as an effort to reconstruct ownership, control, and use of agrarian resources, must be implemented in a sustainable manner in order to provide legal

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<sup>14</sup> Azaria, D. P. (2022). Penguatan Kelembagaan Penanganan Pengungsi pada Agenda 2030 Sustainable Development Goals. *Esensi Hukum*, 4(1), 55. <https://doi.org/10.35586/esh.v4i1.122>

<sup>15</sup> Rimang, S. S., & Soadiq, S. (2015). Pengembangan Sistem Dan Teknologi Home Industri Kanrejawa Bannang-Bannang Melalui Kkn-Ppm Di Desa Maccinibaji Kecamatan Batang Kabupaten Jeneponto Sulawesi Selatan. *Ajie*, 4(2), 71. <https://doi.org/10.20885/ajie.vol4.iss2.art1>

<sup>16</sup> Ramlan, Surya Perdana Tengku Erwinsyahbana, 2023, *Metode Penelitian Hukum dan Pembuatan Karya Ilmiah*, UMSU Press, Medan, UMSU Press, Medan

<sup>17</sup> Nuraeni, F., Supriatna, A. D., & Bachtiar, A. (2022). Sistem Informasi Geografis Pemetaan Lahan Garapan Serikat Petani Pasundan Kabupaten Garut. *Jurnal Algoritma*, 19(2), 527. <https://doi.org/10.33364/algoritma/v.19-2.1139>

certainty, protection, justice, and prosperity for all Indonesian people.<sup>18</sup> The goal to improve the welfare of the Indonesian people has been outlined in Law Number 5 of 1960 concerning Agrarian Principles. Article 9 paragraph 2 of Law No. 5/1960 has mandated that “Every Indonesian citizen, both men and women, has the same opportunity to obtain a right to land and to benefit from the results, both for themselves and their families.” Therefore, Agrarian Reform must specifically address the interests and needs of women, and ensure that they have the same opportunities as men to benefit from the program.<sup>19</sup>

In this context, the active involvement of marginalized groups and women is very important to ensure that the Agrarian Reform program is truly inclusive and provides equitable benefits for all levels of society. In reality, based on data from the National Land Agency (BPN) in 2018, the land owned by women only amounted to 15.88% of the 44 million fields. Likewise, with the results of Solidaritas Perempuan's research in 2019, only 24.2% of proof of land ownership is in the name of women.

One form of empowerment that can be done is by providing training to farm women's groups. Women's participation in this program can increase family income, improve women's social status, and strengthen family food security.<sup>20</sup> Strengthening the capacity of farmer groups, including farmer women groups, can be done through various training and mentoring programs, such as farm business management training, agricultural technology training, and marketing training. The success of the Agrarian Reform program is highly dependent on the support and active participation of all stakeholders, including the government, civil society, the private sector, and international institutions. Synergy and collaboration between various parties are essential to create a conducive environment for the implementation of inclusive and sustainable Agrarian Reform.<sup>21</sup> The government needs to develop an effective coordination mechanism between various relevant agencies, as well as involve civil society in the monitoring and evaluation process of the program.

## **B. The Contribution of Marginalized Groups and Women's Participation in Agrarian Reform to the Equitable Distribution of Welfare in Society in Accordance with SDG Indicators**

Active participation of marginalized groups and women in the agrarian reform process ensures that their rights are recognized and protected and their interests are accommodated in agrarian policies and programs. In the global development agenda, attention to social, economic, and environmental dimensions has become increasingly important, especially in the context of achieving the Sustainable Development Goals. The SDGs provide a universal framework for addressing global development challenges, including poverty, inequality, climate change, and environmental degradation. In this context, inclusive and equitable agrarian reform can be an effective tool for achieving a number of SDG targets, such as reducing poverty, improving food security, and achieving gender equality.

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<sup>18</sup> Dwi, B., & Wahanisa, R. (2018). The Implementation Of Agrarian Reform In Semarang Regency. *Journal of Strategic and Global Studies*, 1(2). <https://doi.org/10.7454/jsgs.v1i2.1008>

<sup>19</sup> Rathod, R. (2018). Women's Farming Collectives: An Inquiry into the Resource Sharing Patterns across 3 Districts of Maharashtra to Provide Evidence for Sustainable Environmental Collective Action. *Sociology and Anthropology*, 6(3), 283. <https://doi.org/10.13189/sa.2018.060302>

<sup>20</sup> Mustanir, A., Hamid, H., & Syarifuddin, R. N. (2021). Pemberdayaan Kelompok Wanita Tani Di Kawasan Perdesaan Prioritas Nasional. *Prosiding Seminar Nasional Program Pengabdian Masyarakat*. <https://doi.org/10.18196/ppm.25.450>

<sup>21</sup> Sihombing, Y. (2023). Inovasi Kelembagaan Pertanian dalam Mewujudkan Ketahanan Pangan. *Proceedings Series on Physical & Formal Sciences*, 5, 83. <https://doi.org/10.30595/pspfs.v5i.707>

Agrarian reform, therefore, is not merely a land redistribution program, but also a strategic instrument for achieving broader and more sustainable development goals. The participation of marginalized groups and women in agrarian reform has a significant contribution to equitable distribution of welfare in society in accordance with SDG indicators, namely:

1. Inclusive participation ensures that the benefits of agrarian reform programs are distributed fairly and evenly, thereby reducing economic disparities between rich and poor groups.
2. The participation of marginalized groups and women increases agricultural productivity and household food security. When women have equal access to land and other agrarian resources, they tend to be more productive and able to increase household income.
3. The participation of marginalized groups and women strengthens participatory and accountable agrarian governance. When they are involved in agrarian decision-making, agrarian policies and programs become more responsive to the needs and aspirations of the community.
4. The participation of marginalized groups and women contributes to environmental preservation and natural resource sustainability.

Thus, it can be concluded that agrarian reform is an important step in efforts to achieve equitable welfare in accordance with SDG indicators.<sup>22</sup> In order to implement the acceleration of agrarian reform in Presidential Regulation of 2023 Article 3 paragraph (1) which states: In order to support the acceleration of Agrarian Reform, Local Governments in accordance with their authorities must: include programs and activities related to Agrarian Reform in regional development planning documents. Establish the implementation of Agrarian Reform in the region as one of the indicators for assessing the performance of Local Governments. The implementation of Presidential Decree No. 62 of 2023 has substantively attempted to integrate several regulations at technically applicable level.<sup>23</sup>

According to the SDGs Technical Guidelines for local governments and local stakeholders, reference should be made to the instruments prepared by the central government to accelerate the mainstreaming of gender, namely the Gender Analysis Pathway, which is a planning framework for identifying gender disparities, planning policies, and formulating programs to address gender disparities. The following are the program steps to address gender inequality:<sup>24</sup>

<b>Step 1</b>	Determine the objectives and targets of the analysis of existing policies, programs, and activities/sub-activities.
<b>Step 2</b>	Present gender statistics/data disaggregated by sex and age. Insight-providing data (quantitative and qualitative).
<b>Step 3</b>	<ol style="list-style-type: none"> <li>1) Access, namely identifying development policies/programs, whether they have provided fair space and opportunities for women and men?</li> <li>2) Participation, namely identifying development policies or programs, whether they involve women and men equally in voicing their needs and constraints,</li> </ol>

<sup>22</sup> Hababil, M. P., Firdaus, M., Nazhmi, N., Hamdani, M. D., Alghifary, M. R., & Fadilla, A. (2024). Analisis Pengaruh Pemerataan Ekonomi Dalam Upaya Menghapus Ketimpangan Sosial-Ekonomi Antar Masyarakat. *Journal of Macroeconomics and Social Development*, 1(4), 1. <https://doi.org/10.47134/jmsd.v1i4.276>

<sup>23</sup> Rahmat Ramadhani, Ida Hanifah, Farid Wajdi, Presidential Decree Number 62 of 2023: Distortion Regulation or Acceleration Solution for Agrarian Reform. *Jurnal Penelitian Hukum De Jure*. 24 (1), 031-042

<sup>24</sup> Yekti Hesti Murthi, dkk. Mewujudkan Kesetaraan Gender Panduan Teknis Goal 5 SDGs Untuk Pemerintah Daerah dan Pemangku Kepentingan Daerah, International NGO Forum on Indonesian Development

	<p>including in decision-making?</p> <p>3) Control, namely identifying policies/programs that provide equal opportunities for women and men to control development resources.</p> <p>4) Benefits, namely identifying policies/programs that provide fair benefits for women and men.</p> <p>This identification includes examining the root causes of gender inequality that arise from patriarchal culture, role stereotypes, sexuality, and power over women's bodies, which influence access. It also takes into account the participation, control, and benefits obtained by women and men.</p> <p>In certain conditions, it is necessary to conduct gender and class analysis, or gender analysis related to majority-minority relations (race/ethnicity and religion). This should take into account the social diversity of the community being studied.</p>
<b>Step 4</b>	Identify and recognize the causes of gender inequality within the institution (organization).
<b>Step 5</b>	Identify and recognize the causes of inequality outside the institution, i.e., outside the program implementation unit, other sectors, and the target community/environment.
<b>Step 6</b>	Reformulate policy objectives, programs, and development activities/sub-activities to be gender-responsive (if the current objectives are not yet gender-responsive). This reformulation must address the gaps and causes identified in steps 3, 4, and 5.
<b>Step 7</b>	Develop an action plan and its targets by referring to the gender issues that have been identified. The action plan is a plan of activities/sub-activities to address gender gaps.
<b>Step 8</b>	Establish a baseline or selected data to measure progress in policy or program implementation. The baseline data can be taken from relevant and strategic open data to serve as a measure.
<b>Step 9</b>	Establish performance indicators (both output and outcome) to address gender gaps based on steps 3, 4, and 5.

In the context of the accelerated agrarian reform program, gender-responsive planning workflows must consider several specific aspects, such as recognizing women's customary rights to land, providing access to land for female heads of households, and developing environmentally friendly sustainable agricultural models that provide fair economic benefits for women and men. Given that land redistribution is the first step in agrarian reform, it is important to ensure that farmers' unions are able to collect data on the objects and subjects of agrarian reform.

By systematically integrating a gender perspective into the planning process, local governments can create more effective, fair, and sustainable policies and programs, and make a significant contribution to achieving gender equality and women's empowerment in the agricultural sector. Appropriate public policies are needed to address social issues and social inequalities.

**Conclusion**

Agrarian reform is a strategic and transformative policy that aims not only to restructure land ownership and control but also to achieve social justice, economic empowerment, and environmental sustainability. The inclusive and participatory implementation of agrarian reform is key to achieving these goals, particularly in providing equal access to and utilization of agrarian resources for marginalized groups and women.

The active participation of marginalized groups and women in the implementation of agrarian reform has a significant impact on the equitable distribution of welfare among the community. This is evident from their contributions to increasing agricultural productivity, strengthening food security, and promoting more accountable and responsive agrarian governance that

addresses the needs of grassroots communities. However, the structural and social barriers still faced by these groups require serious attention and more targeted policy interventions.

In the context of the Sustainable Development Goals (SDGs), fair and inclusive agrarian reform contributes directly to the achievement of a number of important indicators such as poverty eradication, zero hunger, gender equality, inclusive economic growth, and sustainable management of natural resources. Therefore, the success of agrarian reform is highly dependent on government commitment, cross-sectoral coordination, and the active participation of all stakeholders, particularly marginalized groups and women as the primary agents of change.

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