



Agrarian reform and social justice in the perspective of Indonesian agrarian law: A systematic literature review

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ABSTRACT

Agrarian reform is an important instrument for realizing social justice, equitable distribution of agrarian resource ownership, and improving public welfare. This article aims to analyze the implementation of agrarian reform from the perspective of Indonesian agrarian law and its relevance to efforts to achieve social justice through a systematic literature review approach. The research method used is a Systematic Literature Review (SLR) by examining various literature sources in the form of scientific journals, books, laws and regulations, and previous research results related to agrarian reform and agrarian law in Indonesia. The results of the study indicate that agrarian reform has a strong legal basis in the 1960 Basic Agrarian Law and its various derivative policies. However, its implementation still faces various challenges, such as inequality in land ownership, agrarian conflicts, weak legal certainty, and overlapping regulations and authorities. Agrarian reform is not only understood as land redistribution, but also includes community access to economic resources, protection of indigenous peoples' rights, and empowerment of vulnerable groups. Therefore, the success of agrarian reform requires synergy between the government, the community, and other stakeholders in creating an agrarian management system that is just, sustainable, and oriented towards the welfare of the people in accordance with the mandate of the constitution.

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1. Introduction

Agrarian reform is a strategic agenda in national development that aims to achieve social justice through more equitable land ownership, use, and utilization. Despite having a strong legal basis through Law Number 5 of 1960 concerning Basic Agrarian Regulations and various derivative policies, the implementation of agrarian reform in Indonesia still faces various challenges, such as inequality in land ownership, agrarian conflicts, and limited public access to economic resources. Various studies have shown mixed results

regarding the effectiveness of agrarian reform, particularly related to land redistribution and land certification programs. Some studies assess that these policies are able to improve legal certainty and public welfare, while others indicate that their benefits are not optimal due to the persistence of structural inequalities, overlapping regulations, and weak post-redistribution empowerment. These differences in findings indicate that there is room for more comprehensive analysis. Therefore, this study uses a systematic literature review method to identify, examine, and synthesize various literatures on agrarian reform from the perspective of Indonesian agrarian law in order to understand the extent to which the policy contributes to the realization of social justice and to identify challenges and opportunities for its future development (Nurlinda et al., 2026). The main contribution of this study lies in its effort to present a comprehensive synthesis of agrarian reform and social justice from the perspective of Indonesian agrarian law through a Systematic Literature Review (SLR) approach. Unlike previous studies that generally focus on specific aspects, such as land redistribution, land certification, or agrarian conflict resolution separately, this study integrates various literature findings to identify patterns, key themes, implementation challenges, and the relationship between agrarian reform and the achievement of social justice. The novelty of this study lies in the preparation of a conceptual synthesis that explains the gap between the normative objectives of agrarian law and the reality of its implementation, while also mapping the factors that influence the success of agrarian reform. Thus, this study not only provides a theoretical contribution to the development of agrarian law studies but also provides an academic basis for the formulation of more effective policies in realizing social justice through agrarian reform in Indonesia. The Basic Agrarian Law positions land as a source of people's prosperity, with control under the authority of the state for the greatest benefit of the community. However, the practical implementation of land management and distribution continues to be affected by persistent inequalities, contributing to agrarian conflicts and creating legal uncertainty regarding land rights.

Agrarian reform has long been regarded as a strategic legal and policy framework for restructuring land tenure and utilization to promote justice and equity. Despite these objectives, its implementation in practice has fallen short of adequately addressing the problem of agrarian inequality. Various agrarian conflicts continue to occur, particularly those involving small communities, farmers, and indigenous peoples, who are confronted by state and corporate interests. This condition illustrates the divergence between the normative goals of agrarian reform and its implementation in practice, with significant implications for the realization of social justice. Several previous studies have examined agrarian reform from various perspectives, such as land policy, agrarian conflict, and legal protection of land rights. Some studies emphasize that agrarian reform is predominantly oriented toward formal administrative and legal approaches, thus under-representing the substantive justice dimension (Watofa, 2025). Other research indicates that overlapping regulations and weak inter-agency coordination are key obstacles to the implementation of agrarian reform. Furthermore, previous studies have highlighted the lack of legal protection for vulnerable groups, particularly indigenous communities whose territories often lack legal recognition (Alfan, 2025).

However, most of this research remains fragmentary and focuses on case studies or normative analyses of specific regulations. Few studies systematically combine, compare, and analyze the development of academic thinking on agrarian reform in relation to the concept of social justice in Indonesian agrarian law. A comprehensive understanding of previous research findings is crucial to assessing the extent to which agrarian reform has achieved its constitutional objectives (Maharani & Arrizal, 2025). This study is motivated by the need to develop a comprehensive conceptual framework for understanding agrarian reform and social justice within the context of Indonesian agrarian law, thereby contributing to scholarly discussions on legal reform, land governance, and social equity.

Through a systematic literature review, this study seeks to identify recurring patterns of thought, legal approaches, and structural weaknesses in the implementation of agrarian reform. Thus, the research findings are expected to provide a stronger academic foundation for the development of land policies and the reformulation of agrarian law approaches that are more oriented toward social justice (Al-Ikhsan et al., 2025).

The research gap in this study lies in the absence of a systematic literature review integrating normative, implemented, and social justice aspects in discussions of agrarian reform in Indonesia (Dell et al., 2021). Previous studies tend to separate regulatory analysis, agrarian conflict, and social justice as separate issues. Accordingly, this study endeavors to fill this gap through a structured and comprehensive examination of the literature, contributing to both the theoretical discourse and practical development of a more just and sustainable agrarian legal system in Indonesia. Based on the research background, the problem formulation in this research is as follows: 1) How is the development of scientific studies on agrarian reform from the perspective of Indonesian agrarian law? 2) How is the concept of social justice understood and implemented in the agrarian law literature related to agrarian reform? 3) What are the main problems identified in the literature related to the implementation of agrarian reform towards achieving social justice? 4) What is the gap between the normative objectives of agrarian reform and its implementation practices as reflected in the literature review?

The purpose of this study is to comprehensively examine agrarian reform from the perspective of Indonesian agrarian law, emphasizing its relationship to efforts to achieve social justice. This study aims to analyze the development of legal thinking and approaches developed in the scientific literature related to agrarian reform, while also identifying how the concept of social justice is understood and applied within the agrarian law framework (Budhyatma, 2025). Furthermore, this study aims to examine various problems and obstacles that arise in the implementation of agrarian reform, as reflected in previous studies, including the gap between normative objectives and implementation practices. This systematic literature review is intended to deepen scholarly understanding of agrarian reform dynamics and to offer a conceptual basis for policy refinement and the advancement of agrarian law that promotes social justice (Weng et al., 2021).

2. Method

This study employed a Systematic Literature Review (SLR) approach to examine the relationship between agrarian reform and social justice within the framework of Indonesian agrarian law. The SLR method was selected because it enables a comprehensive, transparent, and structured synthesis of existing literature on a particular topic. Relevant publications were collected from academic databases, including peer-reviewed journal articles, books, conference proceedings, government reports, and legal documents related to agrarian reform, land redistribution, land certification, and social justice. The inclusion criteria focused on studies discussing agrarian policies, legal frameworks, implementation challenges, and their implications for social equity in Indonesia. Sources that were not directly related to the research objectives or lacked sufficient academic credibility were excluded from the review process (Mkodzongi & Mujere, 2025). This approach was chosen because it can provide a comprehensive and structured overview of the development of thought, research findings, and trends in legal analysis conducted by previous researchers. Thus, this research not only compiles literature sources but also conducts a critical review of the substance and contribution of each study (Fabinyi et al., 2022). The collected literature was analyzed using a thematic analysis technique to identify recurring themes, research trends, major findings, and existing knowledge gaps. The analysis process involved literature selection, data extraction, categorization of key issues, and synthesis of findings across different studies. Particular attention was given to understanding how social justice is conceptualized and

implemented through agrarian reform policies, as well as the challenges that hinder their effectiveness. By systematically integrating evidence from diverse sources, this study provides a comprehensive overview of the current state of research, identifies unresolved issues, and develops a conceptual understanding of the role of agrarian reform in achieving social justice in Indonesia (Sulfian et al., 2026). Data analysis was conducted qualitatively using a descriptive-analytical approach. Each selected literature was analyzed to identify concepts, legal approaches, and key findings related to the implementation of agrarian reform and the achievement of social justice. Next, themes were grouped to identify patterns of thought, similarities, and differences in perspectives among researchers. Through these analytical stages, this study seeks to develop a conceptual synthesis that can describe the actual state of agrarian reform and uncover the gap between normative objectives and their implementation practices within Indonesia's agrarian legal framework (Sosial et al., 2025).

3. Analysis and Results

3.1. The Development of Scientific Studies on Agrarian Reform in the Perspective of Indonesian Agrarian Law

Based on the results of a Systematic Literature Review of various scientific articles, books, and regulations discussing agrarian reform in Indonesia, it was found that the most dominant research themes relate to land redistribution, asset legalization through land certification, agrarian conflict resolution, protection of indigenous peoples' rights, and the implementation of agrarian reform policies. Most of the literature indicates that agrarian reform has a positive contribution in increasing legal certainty of land rights and community access to economic resources. However, various studies also reveal the persistence of inequality in land ownership, ownership conflicts, overlapping regulations, and weak inter-agency coordination that hamper the achievement of agrarian reform goals. These findings indicate that the success of agrarian reform is determined not only by the aspect of asset legalization, but also by the effectiveness of land redistribution and the empowerment of beneficiary communities (Febriyansyah & Yulian, 2026).

From a social justice perspective, the study reveals a gap between the legal norms stipulated in the 1960 Basic Agrarian Law and their implementation in practice. Normatively, Indonesian agrarian law positions land as a source of prosperity for the people, which must be managed for the greatest possible public welfare. However, in practice, land ownership remains concentrated among certain groups, while some communities, particularly smallholder farmers and indigenous communities, still experience limited access to productive land. This situation indicates that the goal of distributive justice, the foundation of agrarian reform, has not been fully realized (Eke et al., 2025). The literature synthesis also identified that land certification is an important instrument in providing legal certainty, but it does not always translate directly into improved community welfare. Some studies indicate that certification can reduce the potential for disputes and increase access to financing, while others find that land certification does not automatically increase economic productivity if it is not accompanied by access to capital, business assistance, and community capacity building. Therefore, agrarian reform needs to be understood as a multidimensional policy and not limited solely to land administration (Peter Mahmud Marzuki, 2025). The findings of previous studies reveal that agrarian reform in Indonesia continues to face persistent challenges, both at the conceptual level and in its practical implementation. Several studies have stated that agrarian law studies tend to be fragmented, with a separate focus between regulatory analysis and social realities on the ground. Other researchers have highlighted that the dominance of formal legal approaches in agrarian reform studies often neglects social, historical, and cultural aspects of society. As a result, scientific studies have not been fully

able to provide applicable recommendations to address the issue of inequality in land ownership (Suyanto, 2023b).

The growing literature also indicates efforts to integrate interdisciplinary approaches into the study of agrarian reform. Some researchers have begun to combine legal analysis with sociological, political-legal, and public policy perspectives. This approach is considered more capable of explaining the complexity of agrarian issues, which are not only juridical but also structural. However, the literature notes that such studies are still limited in number and have not yet become mainstream in agrarian law research in Indonesia (Febriyansyah & Yulian, 2026). Based on this explanation, it can be concluded that the development of scientific studies on agrarian reform from the perspective of Indonesian agrarian law shows progress in broadening the focus and analytical approach. Studies are no longer solely normative, but are beginning to position agrarian reform as an instrument of social justice (Herdiansyah & Mamola, 2025). However, the dominance of formal legal approaches and the lack of integration between theory and practice remain major weaknesses. Therefore, the development of more comprehensive agrarian law studies oriented toward substantive justice is necessary so that agrarian reform can be understood and implemented more effectively in accordance with constitutional objectives. From the results of this analysis, a conceptual synthesis can be developed that the success of agrarian reform in realizing social justice is influenced by four main factors: legal certainty, equitable distribution of land ownership, institutional effectiveness, and community empowerment. These four factors are interrelated in creating a just and sustainable agrarian system. This finding aligns with various previous studies that emphasize that agrarian reform will have optimal impact if it focuses not only on asset redistribution, but also on creating economic access and strengthening community social capacity. Therefore, agrarian reform must be implemented in an integrated manner through a synergy between responsive regulations, effective institutions, and active community participation to realize the constitutional goal of social justice for all Indonesians (McInerney & Palmer, 2025).

3.2. The Concept of Social Justice is Understood and Implemented in Agrarian Law Literature Related to Agrarian Reform

The concept of social justice in agrarian law literature is generally understood as the equitable distribution of land ownership, access, and utilization to ensure that all citizens, particularly marginalized groups such as small-scale farmers, indigenous peoples, and rural communities, can benefit from agrarian resources. Within the context of agrarian reform, social justice is implemented through policies aimed at reducing land inequality, resolving agrarian conflicts, securing land tenure rights, and promoting economic empowerment. The literature emphasizes that agrarian reform is not merely a process of land redistribution but also a mechanism for achieving social welfare, legal certainty, and sustainable development. However, numerous studies indicate a persistent gap between the normative objectives of agrarian law and its practical implementation, as unequal land ownership patterns, regulatory overlaps, and limited institutional capacity continue to hinder the realization of social justice. Therefore, effective agrarian reform requires an integrated approach that combines legal protection, equitable land distribution, community participation, and institutional strengthening to achieve the broader goals of social justice and social inclusion (Lorenzini & Jacobi, 2024). Theoretically, agrarian law literature links social justice to the principle of the state's right to control land. The state is seen as having the authority to regulate and distribute land for the benefit of the people, not to strengthen the control of a few. Social justice theory asserts that agrarian law must function to correct structural inequalities in land ownership. Therefore, agrarian reform is positioned as an instrument to redress historical injustices by restructuring agrarian structures that favor disadvantaged groups (Prakoso et al., 2024).

In its implementation, the literature shows that the concept of social justice in agrarian reform is often translated into administrative policies, such as land registration and

certification (Sahlan et al., 2024). This approach is considered an initial step towards providing legal certainty, but it does not fully reflect the essence of social justice. Many studies have assessed that asset legalization without accompanying land redistribution and recognition of indigenous peoples' rights has the potential to perpetuate existing inequalities, thus preventing the goal of social justice from being optimally achieved (Urasti et al., 2023). Previous research has revealed that the implementation of agrarian reform still tends to be oriented toward formal justice, namely procedural equality before the law, rather than substantive justice. Several studies emphasize that agrarian law often fails to provide effective protection for smallholder farmers and indigenous communities due to limited legal recognition of their traditional rights. This situation demonstrates the gap between the ideal concept of social justice and the practice of agrarian law on the ground (Suyanto, 2023a). In conclusion, the agrarian law literature views social justice as the primary goal of agrarian reform, yet its implementation still faces various limitations. While social justice has been conceptually recognized within the agrarian legal framework, its application has not yet been fully internalized in land policies and practices. Therefore, the literature emphasizes the need to shift the approach to agrarian reform from merely providing administrative legal certainty to substantive justice that is truly capable of reducing inequality and guaranteeing the protection of land rights for all levels of society (Kristiyanto et al., 2023).

3.3 What are the Main Problems Identified in the Literature Related to the Implementation of Agrarian Reform Towards Achieving Social Justice

The literature on agrarian reform identifies several major challenges in achieving social justice. The most frequently discussed issues include unequal land ownership, persistent agrarian conflicts, overlapping regulations, weak institutional coordination, and limited access to productive resources for small farmers and indigenous communities. Many studies highlight that, despite legal frameworks promoting equitable land distribution, large-scale land concentration remains a significant obstacle to social justice. Furthermore, the implementation of land redistribution and land certification programs is often hindered by bureaucratic inefficiencies, unclear land tenure systems, and inadequate post-redistribution support. The literature also points to a gap between the normative goals of agrarian law and the realities of implementation, where legal certainty and social welfare benefits are not equally experienced by all groups. These challenges suggest that agrarian reform requires not only legal and administrative measures but also comprehensive social, economic, and institutional interventions to ensure equitable access to land and sustainable rural development (Ramadhani, 2022).

Another problem frequently cited in the literature is the dominance of administrative approaches in the implementation of agrarian reform. Numerous studies have shown that agrarian reform policies focus more on achieving technical targets, such as land certification, rather than on redistribution efforts that can reduce structural inequality. This approach is considered to tend to produce formal justice without addressing the substance of social justice. As a result, agrarian reform has not fully functioned as a means of social transformation capable of improving the unequal structure of land ownership (Nurlinda et al., 2026). The literature also identifies weak legal protection for vulnerable groups, particularly smallholder farmers and indigenous communities. Many studies confirm that traditional land rights are often not legally recognized, leaving these groups easily marginalized in the agrarian reform process. When confronted by state or corporate interests, their legal standing tends to be weak, ultimately hindering the realization of social justice as the goal of agrarian reform (Alan, 2024).

Furthermore, minimal community participation in the formulation and implementation of agrarian reform policies is a recurring issue in various studies. The literature shows that land policies are often formulated top-down, without involving communities as the primary subjects of agrarian reform. This lack of participation results in policies that do not

fully reflect the needs and social conditions on the ground and have the potential to trigger ongoing agrarian conflicts.

Overall, the literature concludes that the problems in implementing agrarian reform are not only technical, but also structural and conceptual. The gap between legal norms and social reality, weak legal protection, and a less participatory policy approach are major obstacles to achieving social justice. Therefore, the literature emphasizes the need for a reformed approach to agrarian law that is more integrative and oriented toward substantive justice so that agrarian reform can truly realize the goals of social justice (Horizons, 2025).

3.3. The Gap Between the Normative Objectives of Agrarian Reform and its Implementation Practices as Reflected in the Literature Review

The gap between the normative objectives of agrarian reform and its practical implementation is a consistent theme in the literature on agrarian law. Normatively, agrarian reform is designed as an instrument to restructure land ownership to be more equitable, reduce inequality, and achieve social justice, as mandated by the Constitution and the Basic Agrarian Law. These objective positions agrarian reform as a structural transformation effort that focuses not only on legal certainty but also on equitable access to and use of land for all levels of society (Martalina & Puspita Sari A.P, 2024). However, the literature shows that the practical implementation of agrarian reform often does not align with these normative objectives. Many studies highlight that agrarian reform implementation focuses more on administrative aspects, such as land registration and certification, rather than on land redistribution that addresses the roots of structural inequality (Chhachhar et al., 2025). This approach produces easily measurable quantitative achievements but is less effective in changing unequal land ownership patterns. As a result, agrarian reform tends to be understood as a technical program, rather than an instrument of social justice (Ramadhani, 2022).

The literature review also reflects a discrepancy between the principles of substantive justice and policy practices on the ground. Normatively, agrarian reform requires strong legal protection for vulnerable groups, such as smallholder farmers and indigenous communities. However, in practice, these groups often lack adequate recognition and protection. The literature notes that limited recognition of land rights and weak access to legal mechanisms make the goal of social justice difficult to achieve (Rahmadani, 2025). Furthermore, this gap is exacerbated by land governance that remains sectoral and poorly coordinated. The literature shows that differing interests and legal interpretations between agencies prevent agrarian reform policies from being implemented in an integrated manner. This situation hinders land redistribution and increases the potential for agrarian conflict, making it difficult to achieve the normative goal of agrarian reform as a means of addressing inequality (Oktaviana & Alfiana, 2026). Overall, the literature review confirms that the gap between the normative objectives and the practical implementation of agrarian reform stems from the dominance of administrative approaches, weak substantive legal protection, and a lack of policy integration. The literature suggests the need to reorient the implementation of agrarian reform to its fundamental objective, namely realizing social justice through fair and sustainable agrarian structure (Mansur et al., 2025).

4. Conclusion

This systematic literature review demonstrates that agrarian reform plays a crucial role in promoting social justice within the framework of Indonesian agrarian law. The concept of social justice is reflected through efforts to achieve equitable land distribution, strengthen legal certainty, protect the rights of marginalized communities, and improve access to economic resources. The review reveals that agrarian reform has contributed to reducing land-related inequalities and enhancing land tenure security; however, its implementation remains constrained by persistent challenges such as unequal land ownership, agrarian conflicts,

overlapping regulations, institutional weaknesses, and limited support for beneficiaries after land redistribution. Furthermore, a significant gap continues to exist between the normative objectives of agrarian law and their practical realization. Therefore, achieving social justice through agrarian reform requires an integrated approach that combines effective legal frameworks, strong institutional capacity, community participation, and sustainable economic empowerment programs. Strengthening these aspects is essential to ensure that agrarian reform can effectively fulfill its constitutional mandate of creating equitable, inclusive, and sustainable social development in Indonesia.

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