

PLANTATION SECTOR POLICY GOVERNANCE BY THE REGIONAL GOVERNMENT OF RIAU PROVINCE (LEADING COMMODITIES STUDY)

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**PLANTATION SECTOR POLICY GOVERNANCE
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Abstract

This study tries to analyze the problems of the plantation sector in Riau Province from the point of view of governance policies carried out by the Riau Provincial government. Palm oil is still a leading commodity in Riau Province. The focus of this research problem is the governance of oil palm plantation policies in Riau Province on the first strategic issue. The added value of oil palm plantations has not been able to improve the community's economy due to the slow downstream program. The theory used in this research is Goran Hyden's theory of governance (1992). Using qualitative research methods, this study concludes that the policy governance of the oil palm plantation sector is influenced by the first dimension: actors are dominated by entrepreneurs, totaling 233 companies from an area of 1.569 million hectares. The two structural dimensions are dominated by six environmental studies on the management of oil palm plantation policies and the realization of the Riau Province APBD budget structure. The three empirical dimensions are dominated by land destruction and land conflicts for oil palm plantations which have an impact on the policies of the regional government of Riau Province.

Keywords: *Governance, Policy, Plantation Sector, Leading Commodities, Oil Palm.*

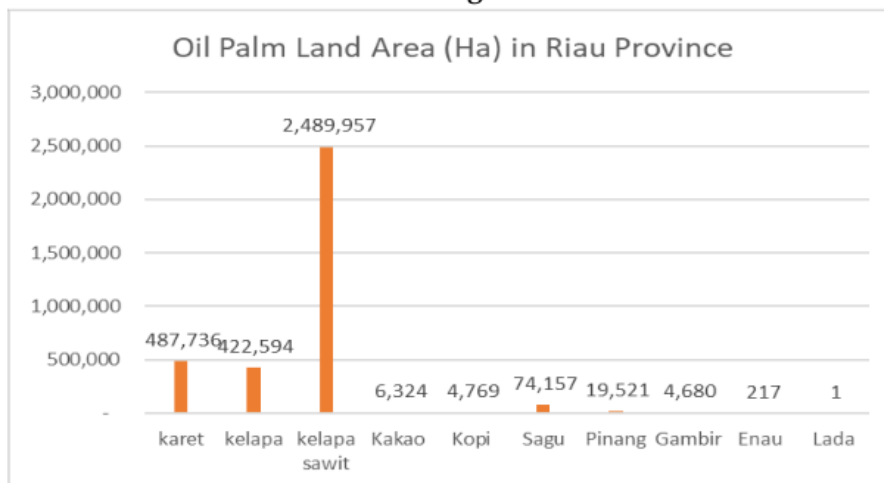
A. Introduction

Based on its geographical location, Riau Province is in a strategic position that has significant significance in national and regional geopolitics and economy. Some of the advantages derived from this geographical location are being on the international trade route of the Malacca Strait, close to Malaysia, and Singapore, in addition to being in the economic growth triangle of the three countries Indonesia, Malaysia, and Thailand.

Riau Province has the potential for plantation development to accelerate access to encourage the development of economic potential and create economic growth and equity in Riau Province. Most of the workforce population of Riau Province tries and works in the agricultural sector in a broad sense with an average of 34.57% in 2018. According to Regional Regulation No. 10 of 2018 concerning RTRW Riau Province, land use for the plantation sub-sector is 2,602. 746.47 hectares or 28.87% and an agricultural land area of 514,130.01 hectares or 5.7% of the total land use area of 9,012,875.96 hectares.

The land area for plantations is dominated by oil palm land as a leading commodity in Riau Province. Riau Province Plantation Service data for 2020 shows the following:

Figure I :



In general, the various problems and obstacles faced in the development of each commodity include problems from a technical aspect in the form of (1) the planting area and harvested area of plantation crops are decreasing due to the increase in old and damaged plants; (2) low productivity of plantation crops; (3) the condition of facilities and infrastructure is inadequate; (4) application of plantation technology is still low; (5) The issue of licensing for plantation business is not yet in order; (6) downstream plantation industry and its marketing is still limited; and (7) assistance is still needed in changing the attitude, behavior, and skills of farmers. Other problems were also found, including limited access to sources of capital and the low human resource capacity of farmers.

The Riau Provincial Government's policy on the plantation sector referred to in this study is seen from the Riau Province's Regional Medium Term Development Plan (RPJMD) for 2020-2024. The focus of the issues raised in the research is on the leading commodity, namely oil palm. The problem in managing oil palm is that the added value of oil palm plantations has not been able to improve the community's economy. Downstream is not optimal so people who depend on oil palm plantations only enjoy fresh fruit bunches.

Second, data from the Sumatra Ecoregion Development Control Center (P3ES) of the Ministry of Environment and Forestry in 2020 found 1.628 million hectares of illegal oil palm plantations belonging to smallholders or people's plantations in Riau. This threatens its sustainability according to the provisions of Law Number 11 of 2020 concerning the Omnibus Law on Job Creation because the Government has established a policy for oil palm plantations owned by farmers to be in protected and conservation forest areas. So that the oil palm land belonging to the farmers will be returned to the State and no longer allowed to be controlled by farmers.

Third, there are 84 companies out of 224 plantation companies in Riau Province have not obtained a Cultivation Right (HGU) permit. On the other hand, law enforcement officers seem to be silent about this fact. Departing from these problems, researchers raised a study of plantation

sector policy governance by the Regional Government of Riau Province for a study on strategic issues of leading sectors.

The purpose of this study is to explain the results of the identification of problems in the governance of forestry sector policies in Riau Province from the leading commodity, namely palm oil, which is dominant in Riau Province

B. Method

This study uses a qualitative research method that is evaluative (Patton, 2014) on the management of plantation sector policies in Riau Province. Data collection techniques were carried out using documentation studies (Bowen, Glenn, 2009) on secondary data, interviews (*Medical Education - 2006 - DiCicco-Bloom - The Qualitative Research Interview.Pdf*, n.d.) with informants, namely the Head of the Riau Province Plantation Service, company public relations oil palm, oil palm farmer groups, and oil palm plantation observers.

Data were collected from the results of field research and then processed using a triangulation approach (Bachri, 2010) to explore and perform qualitative data processing techniques. Triangulation was carried out to check the validity of the data by comparing the results of interviews with the research object.

C. Result and Discussion

The results of this study are presented in a comprehensive manner from field data collection originating from interviews with informants, namely the head of the Riau Province plantation service, public relations companies for PT palm oil, oil palm smallholders, and observers of plantation policies in Riau Province.

The results of this study are dominated by findings on the root causes of the oil palm plantation sector in Riau Province as a leading commodity, including the slow downstreaming of policies that have an impact on oil palm smallholders as targeted actors, the limited budget structure of the Riau Provincial Government, land conflicts that have an impact on permits for oil palm plantations owned by society, and the

issue of environmental damage as an empirical dimension. To be more clearly explained in detail in the discussion of the following results.

1. Result

The concept of governance is used as an entry point in understanding plantation sector policies in Riau Province. From the description above it seems clear that governance is more than just government or administration. The government is an institution that has the power and authority to make policies in various sectors.

The Provincial Government of Riau as the leading sector to manage complex palm oil policies. This study is interesting because oil palm as a leading commodity is played by actors from oil palm smallholders with a land area of 61.57% of the total land in Riau Province. This research is relatively new from a policy governance perspective, based on previous research assistance governance studies have been widely used as an analytical tool to study policies in various sectors including the governance analytic framework (GAF). (Hufty, 2011), integration of sustainable policy governance (Sari, 2019), health policy governance models (Reddy et al., 2020), policy governance in Africa (Grant Lewis & Naidoo, 2004). However, no research specifically addresses the governance of plantation sector policies, so this research is relatively new to be conducted.

On the practical side, the study of the leading sector of oil palm plantations is interesting to do because of the dominance of plantation studies on practical studies in the plantation sector such as oil palm development in Indonesia (Goenadi. D. H., Drajat. B., Erningpraja. L., 2005), engineering studies (weeds assessment) that grow on peatland oil palm plantations (Syahputra et al., 2012), oil palm environmental policy management (Nasution et al., 2021), Rejuvenation of Community Oil Palm in Reducing Deforestation in Indonesia (Nurfatriani et al., 2019).

The use of the concept of governance can be operationalized in various sectors because after all the government still plays a very important role in the governance process (Dwipayana, A. A. G. N. Ari dan Eko, 2003). The government is tasked with formulating a series of

objectives for the governing process. As an institution authorized to allocate values to society, the government plays the role of formulating public policies based on the wishes and demands of society.

The government is also responsible for the policy implementation process, especially in terms of outcomes and impacts on society. In a competitive and complex society, the government's presence is needed as a facilitator, facilitating or bridging the game of political and economic actors in society.

Governance is a mechanism for managing economic and social resources that involve the influence of the state sector and the non-government sector in a collective activity (Rochman, 2000). Governance is the process of administering state power in carrying out the provision of public goods and services (Kimenyi, 2006), good governance, and global governance s (Weiss, 2012).

The best practice is called good governance (Mkandawire, 2007). Through the concept of governance, society can participate in managing social, political, economic, and institutional processes not only for development but also for creating cohesion, integration, and community welfare.

The problems in this study are seen from the perspective of governance theory. The theory used uses 3 (three) major dimensions in the context of governance (Hyden, 1992) & (Hydén, G., & Bratton, 1992), this concept is used as an entry point for deeper analysis of policy governance of the oil palm sector in Riau Province. The dimensions are as follows:

1. The actor dimension (Craps et al., 2019) which includes four indicators, namely power, authority, reciprocity/reciprocity, and exchange. From the research results, this dimension is dominated by the actor reciprocity sub dimension, namely oil palm smallholders affected by the slow downstreaming of oil palm management policies in Riau Province. Field data shows that from 13 to 19 July 2022 the price of FFB fell for each age group. For the age group of 10-20 years Rp. 263 per kg or dropped 14.48 percent. The central government's policy to stop CPO exports has a negative impact on policy downstream.

2. Structural dimensions. The interaction between the actor dimension and the structural dimension produces what Hyden calls the field of governance. The field of governance, according to Hyden, is produced by political relations between reciprocity and authority and between trust and accountability. Of course, political relations involve accountability, especially in the budget structure. Of course, political relations involve the administrators of power (government) and other actors such as oil palm smallholders and companies which give rise to conflicts, especially land conflicts. The indicators of the structural dimension are Sincerity (compliance), Trust (trust), Accountability (Turner & Hulme, 1997), Innovation (Richards, D., & Smith, 2002). Weak public trust in the acceleration of the bureaucratic structure of slow and uncertain land legality is a separate discussion.
3. The empirical dimension of governance includes three main indicators, namely Citizen Influence, Social Reciprocity, Leadership. The results of this study indicate that there are 84 companies out of 224 plantation companies in Riau Province that do not have a Cultivation Right (HGU) permit. On the other hand, law enforcement officers seem to be silent about this fact.

The concept offered by Goran Hayden is considered more comprehensive for analyzing the results of research on governance phenomena which usually discuss the dimensions of the actors involved such as the government, companies and smallholders in the oil palm plantation sector in Riau Province.

2. Discussion

A. Actor Dimension

The identification of actors in this study focuses on 2 actors, namely the head of the agency, oil palm smallholders, and oil palm company owners. The policy cannot be separated from decision-making actors and policy target actors (Emmet, 2017). The results of field research from data from the Riau Province Plantation Service for 2020, seen from the performance indicators for plantation commodities in Riau Province,

are a production for the commodities of oil palm, rubber, and coconut, the performance of which reached less than 95%, while for the commodity of sago 112% exceeded the target set. The problems encountered in the oil palm commodity include the use of counterfeit seeds (uncertified and unqualified seeds), changes in the selling price of FFB, and climate change (drought) which results in plantation fires.

One of the factors that cause the target of coconut production not to be achieved is that the plants are not harvested by farmers due to the low selling price. Based on the results of interviews with farmers as the target actor, they feel a loss because the cost of harvesting is higher than the selling price. In addition, many coconut plants are old and damaged, which greatly affects production and productivity.

The Riau Provincial Government's efforts to protect oil palm smallholders amid the decline in palm oil prices are considered slow for the palm oil head downstream program. Based on the results of an interview with Commission II DPRD Riau, the provincial government seems to have no long-term plans regarding the impact of oil palm commodities on the people of Riau. Because the welfare of oil palm farmers is highly dependent on the price of fresh fruit bunches (FFB).

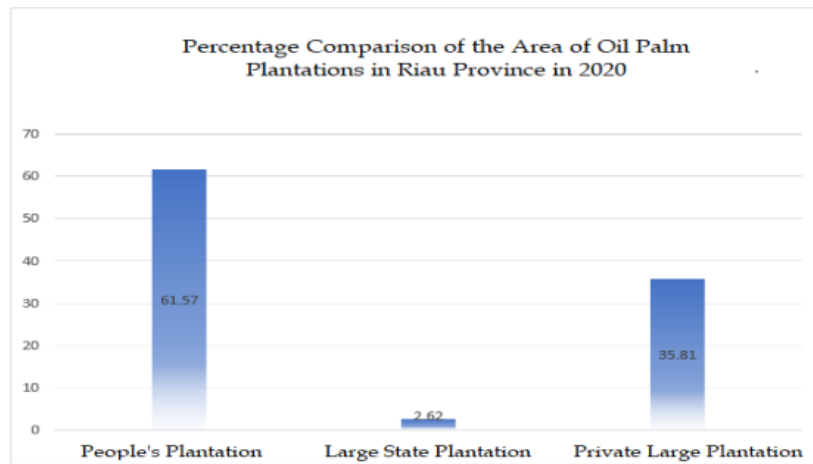
Based on the results of interviews with oil palm farmers from 13 to 19 July 2022, the price of FFB for each age group fell. For the age group of 10-20 years Rp. 263 per kg or dropped 14.48 percent. The Head of the Riau Province Plantation Service explained that this was caused by internal and external factors, namely the selling price of crude palm oil (CPO) and kernels from the companies that were the data sources. While the external factor is that the price of crude palm oil is predicted to drop due to global market fears of a recession that threatens the global economy.

The President as the main actor in national policy also had the impact of falling FFB prices due to the policy of banning the export of crude palm oil to suppress the price of cooking oil. However, the impact is that oil palm farmers lose money. Indonesia is the number one CPO-producing country in the world, even GAPKI data shows that throughout 2022 Indonesia exported 33.674 million tonnes of CPO and its derivatives.

In addition, another problem faced by smallholder farmers is land legality. Based on the results of interviews with farmers, the management of the legality of smallholder or self-help oil palm plantations is often faced with land overlapping. In Riau Province, some are in protected areas and some are ex-HPH and APL forest areas that are not problematic for planting oil palm. There were even cases of smallholder oil palm farmers being arrested because they were accused of encroaching on and destroying the land. So it is clear that oil palm smallholders are actors who are disadvantaged in this oil palm plantation sector policy.

Based on the announcement of research data, the area of oil palm plantations in Riau Province in 2020 covers 2.86 million hectares or 19.62 percent of the total area of oil palm plantations in Indonesia. Most of them are dominated by people's plantations as shown in the following figure:

Figure 2:



On the other hand, based on the results of interviews with oil palm plantation experts, said land legality constraints which are often accused in the oil palm black campaign (Choiruzzad, 2019) as a source of environmental destruction and forest and land burning have become a major issue in the plantation sector. However, this issue cannot be used as a reference because there is no accurate data regarding the number of independent smallholders' plantations.

Some circles have even urged the central government together with the regional government to validate and verify that oil palm plantation land is included in forest areas or illegal oil palm plantations in Riau Province. This is of course a solution so that the process of verifying the legitimacy and clarity of land, especially smallholder farmers who have garden land certificates in the forest area, is complete.

B. Structural Dimension

The budget structure has an impact on performance and regional financial accountability. The realization and budget of the APBD and APBN of the Riau Province Plantation Service which later became the Riau Province Food Crops, Horticulture and Plantation Service for the 2015-2019 period, seen from the use of indirect spending, there was a significant change where there was a change in the number of PNS (Retired Employees and Retired Employees) mutation and changes to the number of employee benefits. However, seen from the ratio between the realization and the indirect budget ceiling in 2018, it was quite good, namely 86.51.

While direct spending in 2018 there is a budget efficiency (Rationalization) which is quite large from Rp. 66,387,208,850 to Rp. 33,976,948,232,-. Meanwhile, the achievement of budget absorption between realization and pure budget ceiling only reached 51.18%. However, when viewed from the rationalization ceiling, the performance achievement is 82.19% and the physical implementation is following the predetermined progress.

The ratio between realization and budget for the Deconcentration APBN Fund is very high at 93.51, the rest is efficiency or remaining contracts. Meanwhile, the average growth of the Deconcentrated APBN budget up to 2019 has decreased where a significant decrease occurred in 2018. APBN Co-Administration Funds, the achievement of the ratio between realization and the budget ceiling is quite good where in 2018 it reached 92.07 of the remaining budget represents the rest of the contract, while the average budget growth has decreased by an average of -25.05.

The performance of plantation development nationally for the last 3 years has shown satisfactory results. Macroeconomic indicators such as gross domestic product, trade balance, and employment of the people show a positive trend. The regional spatial layout plan is a planning product that is used as a guide in carrying out activities that use space so that all forms of development planning must refer to the applicable spatial layout plan. Based on Regional Regulation no. 10 of 2018 concerning the Regional Spatial Plan (RTRW) for Riau Province which is adjusted to the potential of the region, the direction for developing plantation crops for development in the coming year is more focused on optimizing land use and utilizing technological innovations.

Based on the development planning document, synergy is still needed with the Strategic Environmental Assessment (KLHS) so that plantation development policies become one of the spearheads of creating a green economy which is of course in harmony with environmental issues. The application of KLHS in spatial planning is also useful for increasing the effectiveness of the implementation of Environmental Impact Analysis (AMDAL) and/or other environmental management instruments, creating better governance through the development of strategic and participatory stakeholder engagement, collaboration across administrative area borders, and strengthen the unified approach. The results of this study describe the policy structure approach model from the perspective of environmental studies with 6 studies in the following figure :

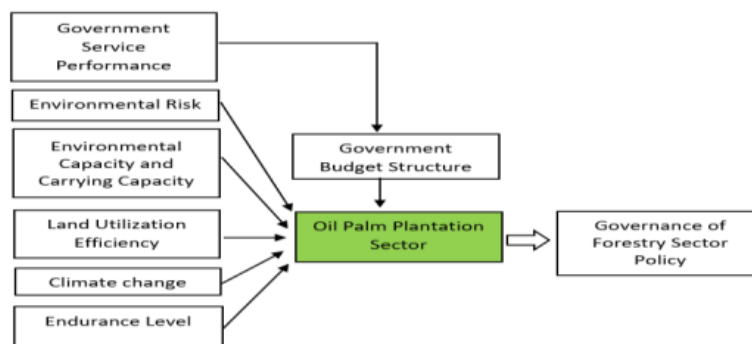


Figure 3 :
The policy structure approach model from the perspective of environmental studies.

Strategic issues are the fundamental policy or program priorities that determine the critical situations and choices that an organization faces now and in the future. Issues can also be interpreted as problems that have a significant impact, which are the main tasks and functions of the SKPD that are likely to be resolved in the future.

C. Empirical Dimensions

Data from the Sumatra Ecoregion Development Control Center (P3ES) of the Ministry of Environment and Forestry in 2020 found 1.628 million hectares of illegal oil palm plantations belonging to smallholders or people's plantations in Riau. This threatens its continuity according to the provisions of Law Number 11 of 2020 concerning the Omnibus Law on Job Creation because the Government has established a policy for oil palm plantations owned by farmers to be in protected and conservation forest areas. So that the oil palm land belonging to the farmers will be returned to the State and no longer allowed to be controlled by farmers. Empirical data shows that there are 84 companies out of 224 plantation companies in Riau Province have not obtained a Cultivation Right (HGU) permit. On the other hand, law enforcement officers seem to be silent about this fact.

Other empirical conditions are seen from a macro perspective. The area of old and damaged plants is increasing. Potential plantation area in Riau Province for the last 5 (five) years. Of the plantation area, there is an area of old and damaged plantation commodity crops (TTR) from the total plantation area in Riau Province. There is a reduced TTR in the following year due to two possibilities, firstly it has been replanted, and secondly or the plants have been converted into other types of plants.

Second, the production and productivity of plantation crops is still low. Plantation production in Riau Province for the last 5 (five) years. The productivity of plantation crops in Riau Province is still low, divided according to the productivity of smallholder plantations and the productivity of company plantations.

Third, the condition of some of the plantation facilities and infrastructure is still far from what was expected, both in the form of agricultural machinery and irrigation facilities as well as plantation

production roads. In several downstream areas (Indragiri Hilir, Rokan Hilir, Bengkalis, Siak, and Meranti Islands) the embankments, canals, and valve gates (water system trio) were damaged, causing seawater intrusion. The entry of seawater causes the physical, chemical, and biological properties of the soil to be damaged, and causes agriculture and plantations to be damaged, unable to grow properly. Some coastal areas, in addition to experiencing seawater intrusion, are also abrasion, namely the loss of land area due to being eroded by sea waves. The condition of production roads on plantations with mineral soils is also inadequate, causing higher costs for transporting plantation crops.

Fourth, the application of technology, both cultivation and harvest, and post-harvest technology, is still low, overall, only around 60% of the set recommendations. The use of quality seeds, planting patterns and spacing, pest control, and fertilization is also still low.

Fifth, the rapid increase in population and its unequal distribution resulted in the carrying capacity of land being exceeded. Such conditions give rise to unhealthy utilization competition for multi-sectoral interests which often trigger cases of disturbances to plantation businesses. The total plantation area in Riau Province in 2018 was 3,520,775 ha. Based on the spatial pattern map of Riau Province's RTRW according to Regional Regulation No. 10 of 2018, the allocation for plantations is only 2,602,746.47 ha, consisting of large plantations covering 1,632,242.78 ha and smallholder plantations covering 970,503.70 ha, thus there is a difference of 918,028.53 ha. In this regard, it is necessary to carry out an inventory, identification, and verification of the plantation area in Riau Province.

The status of plantation permits in Riau Province is supervised by the Corruption Eradication Committee (KPK), which is included in the province which is a pilot project for the National Movement to Save Natural Resources (GNPSDA). All data on plantation permits should be complete, including a decree giving the permit from the Directorate General of Plantations, the Governor, or the Regent/Mayor by their authority, supported by a Location Permit initially, all of which must be

accompanied by an attachment to the SK and a map in the form of a shapefile.

Based on monitoring carried out at the Riau Province Plantation Service and the results of attending meetings at the Ministry of Agriculture level, it is possible to identify the types of business disturbances and plantation conflicts, which are divided into 2 (two) categories of disputes, namely land disputes and non-land disputes. Land disputes are plantation disputes and/or conflicts that are directly related to land. To describe the empirical dimension, based on the research results can be mapped in the following figure:

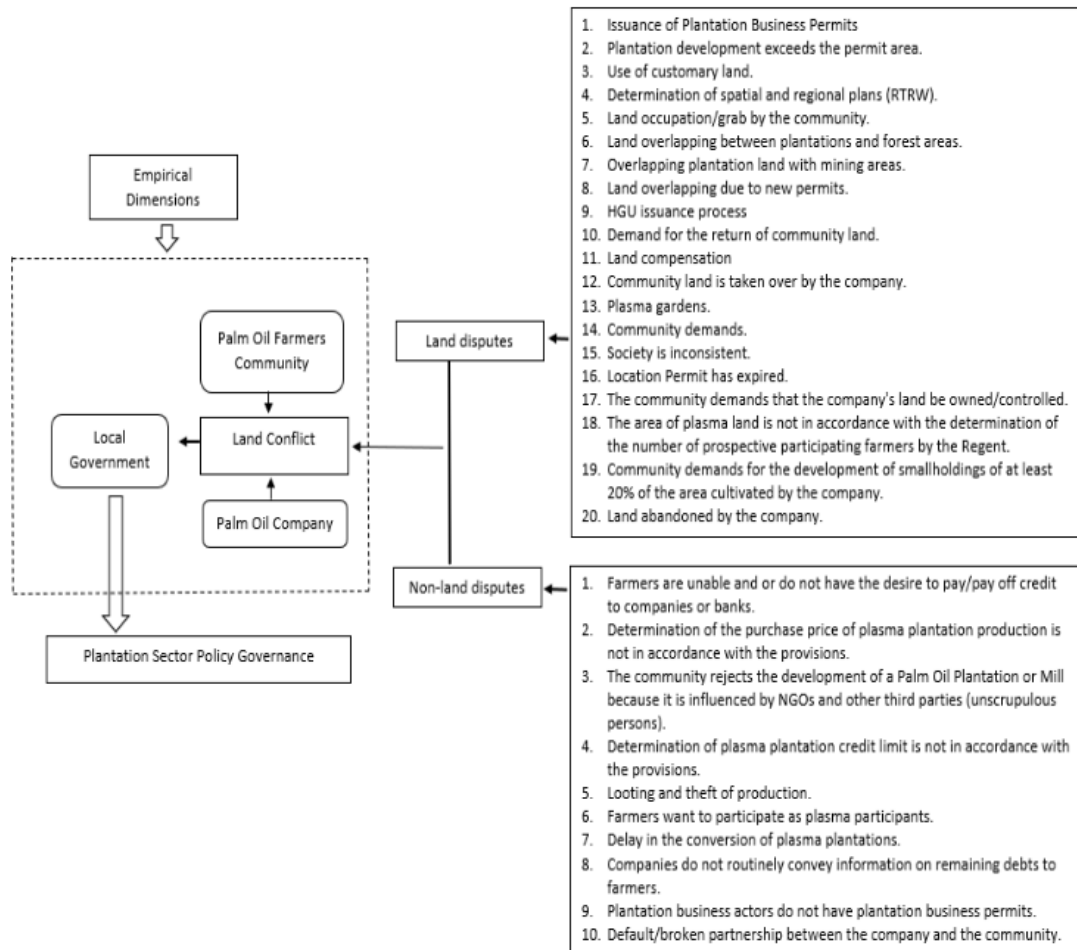


Figure 4 : *The empirical dimension of land conflict in oil palm plantation governance*

Plantation conflicts can result in decreased plantation production. Given the high number of conflicts in plantations, it is necessary to make efforts to deal with plantation business disturbances, both internally and in coordination with other relevant agencies.

In addition to palm and coconut products that have been cultivated by large plantation industries, the downstream industry conditions for rubber, cocoa, coffee, and sago commodities are still very limited, only developing on a small scale at the household level. Most of the new exports are in the form of raw materials. For this reason, the processing of plantation commodities is important to provide added value to a product, open up employment opportunities and expand market uptake of commodities.

The Palm Oil Processing Industry (PKS) currently has 227 units, 12 rubber processing factories, and 18 coconut processing factories. The potential for processing products from coconut trees can be carried out by household scale farmers by forming Small and Medium Enterprises (SMEs), namely from coconut water (28%) made of nata de coco, soy sauce, vinegar, and drinks. From the shell (16%), coconut shell charcoal, powdered charcoal, activated charcoal, and household handicrafts such as ladle and ladles are made. From coconut coir (20%) you can make doormats, carpets, ropes, and mattresses, while from sticks (5%) you can make broomsticks, various baskets, and plates. This also applies to rubber derivative products, cocoa, sago, and coffee.

The level of value-added from plantation commodities as the main product both in terms of quality and type is still low because supporting facilities and infrastructure are not yet available. Therefore it is necessary to facilitate community empowerment to be able to process resources in their respective regions.

E. Conclusion

This research was conducted on the governance of the plantation sector policy by the Regional Government of Riau Province specifically for the leading commodity, namely oil palm plantations. Based on the results of the research, it was concluded on the research findings of the 3 dimensions of governance, namely:

1. The actor dimension is dominated by the condition of oil palm smallholders as actors who are disadvantaged in terms of policy, namely the slow downstream program so that when there is a decrease in the price of oil palm fresh fruit bunches (FFB) due to unclear CPO prices and the policy to stop CPO exports has an impact on the welfare of oil palm smallholders. The government's unclear policy regarding the legality of people's oil palm land is very detrimental to oil palm smallholders who own illegal land, so it is necessary to immediately validate and verify policies carried out by the central government together with local governments.
2. Governance on the structural dimension is dominated by the budget structure which has an impact on the performance and accountability of the Regional Government of Riau Province. The realization and budget of the APBD of the Riau Provincial Government through the Riau Province Plantation Office, seen from the use of indirect expenditure, there was a significant change and the achievement of budget absorption between the realization and the pure budget ceiling only reached 51.18%.
3. Data from the Sumatra Ecoregion Development Control Center (P3ES) of the Ministry of Environment and Forestry in 2020 found 1.628 million hectares of illegal oil palm plantations belonging to smallholders or people's plantations in Riau. Empirical conditions also show that there are 84 companies out of 224 plantation companies in Riau Province have not obtained a Cultivation Right (HGU) permit.

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in Riau Province, as well as all research informants. We hope that this research will be useful for developing knowledge and evaluating policies for managing the oil palm plantation sector in Riau Province.

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