

Revitalization of Plantation Strategic Policies To Promote Regional Competitiveness in South Kalimantan Province

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Abstract. This study aims to identify and analyze the revitalization of strategic policies in the plantation sector to boost regional competitiveness in the province of South Kalimantan. The policies are in line with Nawacita Program, directing the future agricultural development to achieve food sovereignty; so that Indonesia, as a nation, can manage and feed its people through food sovereignty. South Kalimantan is a province in Indonesia that relies on its regional income from mining and plantation sectors, after the mining (and quarrying) sector particularly coal mining, decreased. This study applies the action research approach based on Soft Systems Methodology with hybrid SWOT analysis at the mapping stage, focusing on the plantation policy revitalization for rubber and palm oil commodities during 2006 to 2015, since these two commodities are the most dominant commodities in South Kalimantan Province. The results show that it is necessary to do the re-formulation of strategic policies in the plantation sector, through the formulation of policy of Regional Regulation on Regional Budgets and National Medium-Term Development Plan (RPJMD) in plantation sector with emphasis on the harmonization of: (1) the Public Policy; (2) Technical Policy; (3) Resource Allocation Policy; and (4) Financial Policy in South Kalimantan Province. These transformations should lead to: (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality Development, Product Marketing and Resource Infrastructure, Eco-Friendly and Sustainable Plantation; and (3) Development of Professional and Responsible Mutual Performance Services. State of the art of this study is the importance of integrating the local wisdom and local wealth variables in revitalizing the strategic policies in the plantation sector in order to boost the regional competitiveness in the province of South Kalimantan that is in line with Central Government Policy of Nawacita Program to achieve food sovereignty.

Keywords: agricultural policy, competitiveness, plantation, public policy, soft systems methodology-based action research

Abstrak. Studi ini bertujuan untuk mengidentifikasi dan menganalisis revitalisasi kebijakan strategik di bidang perkebunan guna mendorong daya saing daerah di Propinsi Kalimantan Selatan. Kebijakan ini sejalan dengan Program NAWACITA, yang mengarahkan pembangunan pertanian ke depan untuk mewujudkan kedaulatan pangan, agar Indonesia sebagai bangsa dapat mengatur dan memenuhi kebutuhan pangan rakyatnya secara berdaulat. Kalimantan Selatan adalah propinsi di Indonesia yang mengandalkan pendapatan daerahnya dari sektor pertambangan dan perkebunan, setelah sektor pertambangan (dan penggalian) khususnya batubara mengalami penurunan. Kajian ini menggunakan pendekatan riset tindakan berbasis Soft Systems Methodology dengan hybrid analisis SWOT pada tahap pemetaan ini, memfokuskan kajian pada revitalisasi kebijakan perkebunan komoditas karet dan kelapa sawit sepanjang 2006 hingga 2015. Mengingat kedua komoditas ini adalah komoditas yang paling dominan di Propinsi Kalimantan Selatan. Hasil kajian menunjukkan bahwa perlu dilakukan perumusan kebijakan strategik di bidang perkebunan, melalui perumusan kebijakan PERDA APBD dan RPJMD di bidang Perkebunan dengan menekankan harmonisasi pada: (1) kebijakan umum; (2) kebijakan teknis; (3) kebijakan alokasi sumberdaya; dan (4) kebijakan keuangan di Propinsi Kalimantan Selatan. Perubahan ini harus mengarah pada: (1) Pengembangan Pembinaan dan Perlindungan Tanaman Unggulan Perkebunan; (2) Pengembangan Mutu, Pemasaran Hasil dan Sarana Prasarana Sumberdaya, Perkebunan yang Ramah Lingkungan dan Berkelanjutan; dan (3) Pengembangan Pelayanan Kinerja Kebersamaan yang Profesional dan Bertanggung jawab. State of the art dari kajian ini adalah pentingnya memasukkan variabel kearifan lokal (local wisdom) dan kekayaan lokal (local wealth) dalam melakukan revitalisasi kebijakan strategik di bidang perkebunan guna mendorong daya saing daerah di Propinsi Kalimantan Selatan, yang sejalan dengan Program NAWACITA kebijakan Pemerintah Pusat, yaitu mewujudkan kedaulatan pangan.

Kata kunci: daya saing, kebijakan publik, kebijakan agricultural, perkebunan, riset tindakan berbasis soft systems methodology

INTRODUCTION

As an archipelagic country, Indonesia has the potentials of abundant natural resources and biodiversities; that is why Indonesia is known as a mega-biodiversity country, the second most biodiverse country in the world after Brazil. This fact indicates an enormous diversity of

natural resources possessed by Indonesia. This country, based on Nagoya Protocol, shall be the backbone of sustainable economic development (Goldie and Betts (Ed), 2015). Particularly in the agriculture or plantation sectors, Indonesia is also well known for its various plantations, such as cocoa, rubber, palm oil, cloves, and even timbers that many of which rank the top in terms

of the production in the world (Sohibi, 2007; Final Report World Expo 2010 Shanghai Cities Pavilion "Better Water – Best Urban Life. 2010).

A number of studies in Indonesia show the need for revitalizing the plantations to increase national competitiveness. Hidayat's research (2007) indicates the necessity of reorientation and paradigm shift in the policy of public rubber cultivation as a whole at various levels, as the basis for the local government policy. Reorientation and this paradigm shift aim to increase farmers' income and welfare, employment, the provision of industrial raw materials, foreign exchange growth, regional development, as well as an instrument for equitable economic development that ultimately can improve the competitiveness of commodities.

Meanwhile, the study of Andriati and Wigena (2011) observing the institutional aspect through the reinforcement of role and relevance of the stakeholders in Plantation Revitalization Program for the plasma palm oil replanting in Sei Pagar, Kampar, Riau Province, conducted from January to December 2007, indicates that the natural resource sustainability, human resource skills, and government policy are the main factors to be considered in the implementation of the program. The study recommends that it is necessary to enhance the role of key actors involving the farmer groups, local government, and non-governmental organizations. Increasing the role of these actors must be followed by increasing the income of the farmers, regional income, and employment, as the objectives of the established institutional flow.

The other study from Palm oil Research Center of North Sumatra (2015) indicates that the development of the palm oil industry cannot be separated from social and economic aspects based on technological development. The research objects of this Socio Techno Economics Research Group are the partnership problems emerged between plantation companies and communities that often lead to conflict, expansion of plantation revitalization that is still causing problems, palm oil industry mapping, economic analysis and market development on various applications of technological packages presented by the palm oil industry. The results of this study recommend: (1) the establishment and improvement of the partnership among the smallholders, plasma farmers and large plantations, (2) revitalization of the smallholders' plantation and the problems, (3) economic techno study of the palm oil-related technology, (4) palm oil plantation mapping, and (5) market research for frying shortening.

Another study shows the importance of the role of the smallholders' plantations (palm oil) as the backbone of foreign exchange income and employment (Wigena, Siregar and Sitorus, 2009). Plantation ownership (palm oil) is a solution to overcome the problem of unemployment and poverty in rural areas (Hafif, Ernawati and Pujiarti, 2014). For example, the low productivity of smallholders' palm oil plantation in Lampung (15 tons FFB/ha/year) is still likely to be enhanced by technologies that can overcome the limiting factors of palm oil growth and production, including the availability of water, nutrient retention, and erosion hazards, by supplementing water irrigation supply and increasing the ability of soil to retain water by raising the use of organic materials.

Meanwhile, a study using the approach of Soft Systems Methodology and applying the use of the framework of the policy process theory as a hierarchy (Bromley, 1989a), conducted by Sari and Umanto (2013), indicates the role of institution or rules (policies) for guiding the actors at every level in running their roles. The municipal government of Depok needs to strengthen policies through a transformation in waste management policy based on the hierarchy of the policy process, namely, the arrangement of Regional Regulation on waste management at the policy level, the arrangement of Standar of Procedure Unit Pengelolaan Sampah (SOP-UPS), the effectiveness of the Cleanliness Task Force's role at organizational level, and the establishment of community involvement at the operational level.

In the last five years, the policy of Indonesian Government to encourage the contribution of agriculture to the national economy becomes more apparent. During the period of 2010-2014, the average contribution of the agricultural sector to GDP reached 10.26% with the growth of approximately 3.90%, and the plantation sub-sector was the largest contributor to GDP throughout 2011-2014 amounted to 5.97%. The priority agenda of President Jokowi in Nawacita Program directs the agricultural development including plantation sub-sector to achieve food sovereignty in the future in various areas, to make more regions gain competitiveness in facing the global competition; as a nation, Indonesia can have sovereignty to fulfill the food needs. This is in line with the expectations of society that the government under President Jokowi will pay serious commitment in supporting the plantation revitalization program, so that people living in the provinces will not lose their livelihoods (Nasrul, 2010).

According to the General Directorate of Plantation, Department of Agriculture (2010), Plantation Revitalization Program is an effort to accelerate smallholders' plantation development through expansion, renovation and rehabilitation of plantation crops supported by banking and investment credit and interest subsidy by the government with the involvement of companies in the estate business as a development partner in the cultivation of plantation, management and marketing (Plantation Revitalization Program Guidelines, 2010). Some considerations regarding the Plantation Revitalization Program, are: (1) the commodity cultivated has a strategic role as the source of public revenue, (2) the commodity cultivated has a market prospect, both domestic market and export, (3) it is able to increase employment, and (4) it plays a role in environmental conservation. To support this plantation revitalization program, it requires the preparation of strategic policies in order to improve competitiveness.

According to Mainardes, Ferreira, Raposo (2014), the strategic policies in the public sector guide decision-makers in crafting programs, selecting projects or initiatives or addressing issues to fulfill their mission and provide a coherent framework for future directions in sustainable ways that advance good governance (transparency, equity, ethics and participatory democracy). In the framework of decision making, Anderson (2000) emphasizes, "a purposive course of action Followed by an actor or set of actors in dealing with a problem or matter of concern".

This stage continues to grow from agenda-setting, draft of policies, decision making, implementation, and evaluation (Dunn, 2011). The stage of decision-making

according to Birkland in Fischer, et al. (2006) requires “a collection of problems, understandings of causes, symbols, solutions, and other elements of public problems that come to the attention of members of the public and their governmental officials”. Meanwhile, Mara Sidney in Fischer, et al. (2006) describes that designing the alternatives that decision makers will consider directly influences the ultimate policy choice. This process also both expresses and allocates power among the social, political, and economic interests. In facing the threats of globalization with power among the growing complex social, political, and economic interests, as well as facing the increasingly competitive economic development, it is necessary to carry out the formulation stage of the policy as an effort to build regional competitiveness. Regional/local competitiveness itself is one of the keys to achieve national competitiveness (Fitriati, 2012; 2015).

The concept of competitiveness itself is multifaceted and multidimensional (Fitriati, 2012; 2015). According to Scott and Lodge (1985), national competitiveness is the ability of a country to create, manufacture and/or serve products in international trade, while still able to obtain rewards that increase its resources. Porter (1980a, 1980b, 1981, 1985a, 1985b, 1985c, 1986, 1987, 1990, 1991a, 1991b, 1991c, 1994, 1995b), Porter and van der Linde (1995b), as well as Prahalad and Hamel (1990) emphasize that to understand competitiveness, the starting point is the source of welfare/prosperity of a nation. The standard of living of a nation is determined by the productivity of its economy as measured by the value of goods and services produced per individual, capital, and the natural resources. Productivity depends both on the value of goods and services of a nation, as measured by the price that can be controlled in an open market, as well as on the efficiency at which the goods and services are produced. Therefore, the true sense of competitiveness is productivity. In this context, in order to improve competitiveness (productivity), it is necessary to revitalize the strategic policies of plantation in the province of South Kalimantan.

South Kalimantan Provincial Government drew up strategic policies in the Regional Long Term Development Plan for 2005-2025 and the Regional Regulation No. 02 of 2010 on the Medium Term Development Plan of South Kalimantan Province. However, in fact, there was fluctuation in the expansion of plantation area found not balanced between the growth percentage of only 3.41% with the extension of the land area that reached 222,764 ha (43.93%) during 2006-2015 (see Table 1).

In 2006 till 2007, there was an extensive growth of 4.53%. In 2008 it increased twice to 8.29%. However, in 2009, the growth declined to 5.56%. In 2010, it increased again to 7.46%. However, in 2011, it extremely dropped to 1.99%. In 2012, it continued to decline to 1.44%. Yet, in 2013 it rose to 3.93%, and in 2014 it declined to 0.86%, in 2015 fell to 0.01%.

The study conducted by the Department of Plantation, South Kalimantan Province (2015) shows an increasing trend in rubber and palm oil commodities on world demand. Rubber demand continues to rise from 16.5 million tons in 2011 to be 21.5 million tons in 2016 (Outlook for elastomers 2016). If the portion of natural rubber obtains 40% of total rubber consumption, there will be a surge in demand of 2 million tons per year, while world demand for palm oil continues to soar in line with the growth rate of the palm oil consumer. It is recorded that in 2012 (Oil World, 2013) the share of palm oil consumption reached 19.1 million tons, and will increase to 22.5 million tons in 2016.

In South Kalimantan itself, plantation production was recorded 1,108,389 tons (2014), comprising: Smallholders (PR) 330,887 tons or 29.85%, Government (PBN) 18,015 tons or 1.62%, and the Private 759,487 tons or 68.52%. Those commodities reached 1,096,182 tons or 98.89%, including three commodities: rubber that reached 169,128 tons sheet (15.26%), palm oil 894,482 tons, crude palm oil (80.70%), in addition, the oil production in 32,572 tons equivalent to copra (2.94%). However, the production and productivity of South Kalimantan plantations are still low compared to

Table 1. The Extension of Plantation Area in 2006 - 2015

No	Year	Cultivation Model			Area	
		Smallholders (PR)	Government (PBN)	Private (PBS)	Ha	Growth %
1	2006	273,503	17,951	215,666	507,120	-
2	2007	289,196	18,744	222,130	530,070	4.53
3	2008	304,296	19,410	250,282	573,988	8.29
4	2009	318,890	18,147	268,857	605,893	5.56
5	2010	324,792	18,188	308,118	651,098	7.46
6	2011	342,651	17,929	303,448	664,068	1.99
7	2012	353,681	17,931	302,040	673,651	1.44
8	2013	369,887	17,931	312,323	700,141	3.93
9	2014	382,745	19,584	327,305	729,634	0.86
10	2015	385,084	20,415	324,385	729,884	0.01
Average growth of plantation area per year						3.41

Source: Accountability Report of Governmental Agency Performance of Department of Plantation, South Kalimantan Province (2015)

the standard of national rubber productivity potential that averagely could reach 1,500 kg sheet/year. However, the rubber productivity still reached relatively 1,105 kg sheet/year or 73.6%--it is higher compared to the productivity in 2013 which only reached 1,086 sheet kg/hectare.

To anticipate the low productivity of agricultural crops in 2015, the Department of Plantation of South Kalimantan Province reviewed the existing policies of plantation expansion in South Kalimantan Province using SWOT analysis matrix.

The study results of Department of Plantation South Kalimantan Province (2015) show a number of conditions that cause low productivity of plantation crops including; (1) poor quality of plantation resource/planters; (2) little capital for farmers; (3) policies that tend to be more technical, and (4) lack of attention to other elements such as politics and society (farmers). According to SWOT matrix of existing plantation expansion policies, South Kalimantan provincial government should pay more attention to the interests of planters. This is due to the weaknesses of the policies of plantation expansion, including: (1) a great number of old/damaged plants, (2) poor-quality production, (3) poor-quality of human resources/planters, (4) low capital, and (5) public enterprise problem. In addition, there are

threats including: (1) the competition between producers, (2) unstable economy/monetary, (3) the absence of legal entity (institutional), (4) unsupporting climatic conditions (el-nina and el-nino), and (5) environmental issues. On the other hand, the study shows that there are opportunities in the policies of plantation development, namely: (1) export/domestic market demand, (2) business partnership networking, (3) the quality of the product is 80% good, (4) development of Asian economy, and (5) investors in plantations sector increase. The strengths include: (1) abundant land resources, (2) national commodities, (3) sufficient human resources for officers and planters, (4) Seed/lifter is sufficiently available, and (5) the institutional availability.

Referring to the strengths and threats, thus, the study demonstrates that the Government of South Kalimantan Province should implement the strategies including: (1) organizing and utilizing fallow land potential, (2) developing agribusiness areas by maintaining environmental values, and (3) improving the business and venture capital of planters and farmers' groups. Meanwhile, referring to the strengths and opportunities that exist, then the strategies that must be addressed, include: (1) extensification of competitive commodities through investment funds, (2) enhancing the professionalism of officers and planters,

Tabel 2. SWOT Matrix of Existing Policies of Plantation Expansion in Provincial Government

IFAS	<u>Strengths (S).</u> - Vast land resources. - National commodities. - Sufficient human resources for officers and planters. - Seed/lifter is sufficiently available. - Institutional availability.	<u>Weaknesses (W).</u> - Old/damaged plants. - Poor-quality production. - Poor-quality of human resources/planters. - Low capital. - Public enterprise problem.
EFAS	<u>SO Strategies.</u> - Extensification of leading commodities through investment funds. - Enhancing professionalism of officers and planters. - Increasing the quantity/quality of seeds in accordance with market demand.	<u>WO Strategies.</u> - Performing replantation, rehabilitation, intensification of old and damaged plants. - Improving the product quality. - Empowering planters through core - plasma.
<u>Opportunities (O).</u> - Export/domestic market demand. - Business partnership networking. - Product quality is 80% good. - Asian economy development. - Investors in plantations sector increase.	<u>ST Strategies.</u> - Organizing and utilizing fallow land potential. - Developing agribusiness areas by maintaining environmental values. - Improving the business and venture capital of planters, farmers' groups.	<u>WT Strategies.</u> - Maintaining the area and production that has been achieved. - Providing counseling and capital assistance for planters. - Diversification of crops, and pest control.
<u>Threats (T).</u> - Tight competition among producers (states). - Unstable economy/monetary. - Legal entity problem. - Unsupporting climatic conditions (<i>el-nina</i> , <i>el-nino</i>). - The existence of environmental issues.		

and (3) increasing the quantity/quality of the seed according to market demand. Based on the weaknesses and threats, the study recommends local government to implement the following strategies: (1) maintaining the area and production that has been achieved, (2) providing counseling and capital assistance for planters, and (3) diversifying crops, as well as controlling pests. While referring to the weaknesses and the opportunities, then the strategies that the local government should take, are: (1) replantation, rehabilitation, intensification of old and damaged crops, (2) improvement of the quality of the products, and (3) planters empowerment through the core-plasma. The study results of Department of Plantation, South Kalimantan Province (2015) underlie this research to identify and analyze the plantation strategic policy revitalization in order to increase regional competitiveness in the province of South Kalimantan. The study on revitalization of the strategic policies is expected to create a policy model in the form of draft of policy guidelines of the plantations sector in South Kalimantan Province in order to enhance the regional competitiveness.

RESEARCH METHOD

This study uses Soft Systems Methodology-based Action Research or SSM-based Action Research. Soft Systems Methodology is a methodology based on systems thinking (Senge, et al., 1990; Senge, 1999; Uchiyama, 1999) and the system concept related to human activity system (Hardjosoearto, 2012: 13).

As a problem solving interest cycle, in this research, McKay and Marshall (2001) have identified conceptual framework (F), real world problem situation (P), real world problem situation owned by the researcher (A), and method for problem solving interest (Mps) cycle as shown in table 1 (Sari dan Umanto, 2013). SSM consists of two parts of activities, namely 'real-world' and 'systems thinking', as well as seven stages, namely (1) problem situation considered problematic, problem situation expressed, (3) root definition of relevant purposeful activity, (4) conceptual models of the systems named in the root definition, (5) comparison of models and real world, (6) changes systematically desirable, culturally feasible, and (7) action to improve the situation. Stages 1, 2, 5, 6, and 7 are the activities within the 'real-world' containing problem situation, while stages 3 and 4 are 'systems thinking' which may be involved in such problem situation, depending on the individuals that conduct such research (see Checkland, 1999). From stages 1, 2, 5, 6, and 7, we would obtain perception about the real world. While at stages 3 and 4, we would obtain feeling about the real world. This research focused only on the stage 1 to stage 6. Whereas, the seventh stage is the stage for repairs, improvements, and does not change the problematic situation (see Figure 1).

Given the fact that the revitalization of plantation strategic policies in South Kalimantan is the all-round system of human activities, that is mysterious, complex, messy, constantly changing, constantly created and re-created by thought, conversation, and actions of those whose activities have various intentions and worldviews (Checkland and Poulter, 2006); and the existence of

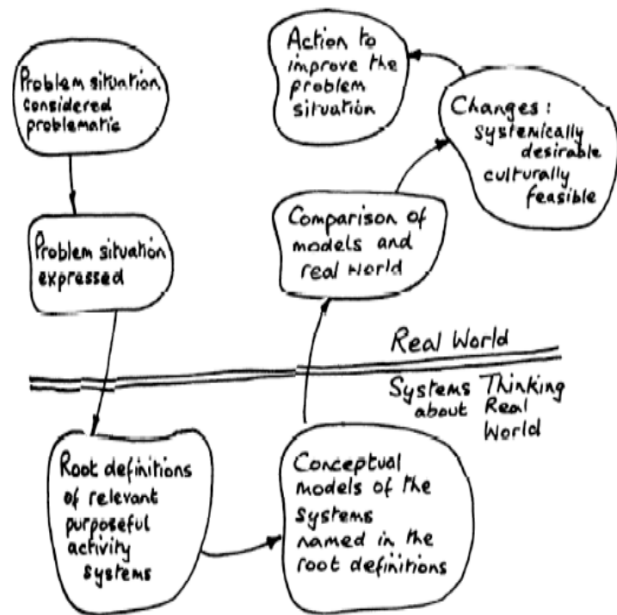


Figure 1. The Conventional Seven-Stage Model of SSM
 Sources: Checkland and Scholes, 1990

problematic situations that need to be upgraded or improved, so that the Soft Systems Methodology approach will be a very useful research method to identify and analyze the strategic policies revitalization of plantations in South Kalimantan by using the theoretical perspective of public policy and competitiveness.

To formulate the problem situation unstructured and to structure the problem situation expressed towards the plantation policies in South Kalimantan Province, accordingly, this study applies SWOT analysis (Fine, 2010; McGuire 2014), while the data collection technique used is in-depth interviews, observation, focus group discussions, and literature study on the resources consisting of the Central Government, the Parliament, the Government of South Kalimantan Province, the Regional Parliament, the Organization of Regional Instruments, companies, the research institutions, landlords, farmers and society. SWOT analysis is also a method used by the Department of Plantation, South Kalimantan (2015) to map a number of conditions that cause low productivity of plantation crops so far. Using the same method, then strengthened by Soft Systems Methodology, this study is expected to build the draft of policy model as the policy directions in the plantations sector in the province of South Kalimantan in order to increase regional competitiveness

RESULT AND DISCUSSION

Considering the setback in economic growth occurring in the province of South Kalimantan due to the weakening coal trend, the policies made by South Kalimantan Government seek to encourage agricultural commodities, especially the plantations, to help the economic growth of South Kalimantan Province. In 2015, plantation production in South Kalimantan is

amounted to 1,470,435 tons, consisting of 428,596 tons from Smallholders (PR) or 29.15%, 25,860 tons from Government (PBN) or 1.76%, and 1,015,979 tons from Private Estates or 69.09%. The dominant commodities were rubber, palm oil and coconut, the production of these three commodities reached 1,455,577 tons, or 98.98%, as the rubber reached 185,603 ton sheet or 12.75%, palm oil reached 975,215 tons of Crude Palm Oil or 66.99%, and the coconut production reached 28,792 tons equivalent to copra or 1.98% (statistical data of South Kalimantan plantations in 2015).

The average growth of plantation area is 3.66% per year. Target set by the Strategic Plans of Regional Government Working Units in 2015 was 4.40%, or grew as many as 29,340 hectares since 2014 which was amounted to 666,760 hectares. The realization of the plantation area expansion up to 2015 was 63,142 ha or 9.46%, amounted to 729,884 ha; there was a significant increase of the targeted plantation area expansion in 2014. However, the annual average growth of the plantation production was only 4.5%, while the target set by the Strategic Plans of Regional Government Working Units in 2015 was 4.82%, or equivalent to the production growth of 39,750 tons since 2014. According to statistical data in 2014, the number of plantation production was amounted to 1,443,604 tons. The realization of production growth until 2015 was 1,470,435 tons; therefore, the growth only reached 26,831 tons, so that the performance target of plantation production growth reached 67.45% from the target set.

Hence, the Government of South Kalimantan requires the strategic policies focusing on the root of the problem on the plantation policies applied (similar to the ideas of Hill and Hupe, 2002: 5, Parsons (1995: 20), leading to the draft of plantation policies to achieve the target of 4.82% of productivity growth or greater target of 6% to match the needs of economic growth of South Kalimantan Province that is now decreasing as well as the government policies that provide high-potential of plantation area.

To map the problems, the first step is to perform the First Analysis in the form of intervention on the Department of Plantation (the intervention itself) or through intervention on the issues of rubber and palm oil commodities as the plantation sector which immensely contribute to GDP of South Kalimantan Province. The SWOT analysis is used to formulate the problem situation unstructured and the problem situation expressed towards the policies of plantation in South Kalimantan Province through the SWOT analysis indicators derived from in-depth interviews, focus group discussions, observation of Organization of Regional Instruments which have not been taken into account by the Provincial Government of South Kalimantan in developing or supporting the revitalization of plantation strategic policies. These indicators are scored based on the opinion of resources as follows.

The first discussion is the Strengths; there are four main points in this discussion, namely: 1) Organization of Department of Plantation, South Kalimantan Province that is reliable, having the commitment and integrity to carry out the plantation expansion based on the Governor

Regulation of South Kalimantan No. 032 of 2009 on the Main Tasks, Functions and Duties of the organizational elements of Department of Plantation, and the Center for Parent- and Pilot-Plantation Development at Tungkup, South Kalimantan; 2) human resources of Department of Plantation totaled 158 personnel consisting of structural, functional and honorary employees. Almost all employees of the Department of Plantation have experiences in the plantation sector with a technical education background in agriculture; 3) Potential Areas of Plantation Expansion in the scope of the Department of Plantation strongly support the development of plantations in South Kalimantan. Geographically, South Kalimantan has the strategic potentials connecting the western part of Indonesia to its eastern part, so that the regions would be potential enough as an area of plantation production and trading; 4) Department of Plantation have a number of projects, legal entity of planters and cooperatives that are technically quite effective to implement the plantation expansion.

The second discussion is the Weaknesses which are divided into five points: 1) The low bargaining power of farmers due to the limited accessibility to the product marketing, so that they have to sell to a middleman or a particular company at a low price. On the other hand, the productivity of plantation commodities, especially palm oil and rubber is high at the farmer level (local); 2) Lack of accessibility for farmers to obtain capital for developing their plantation; 3) Limited plantation area, especially the smallholder's rubber plants, therefore, it does not meet the profitable standard scale of business. The results of statistical survey of rubber plantations in South Kalimantan show that the ownership of farmer's rubber plantation area in 2014 is 1.67 ha on average, which is supposed to be 2.0 ha; 4) Low production and productivity of South Kalimantan plantations compared to the standard of national rubber productivity potency that averagely could reach 1,500 kg sheet/year; 5) Limited marketing of agricultural commodity that still relies on domestic marketing. In addition, farmers tend to take traditional marketing; when the buyers come directly to the farmers (ijon system) or when farmers themselves sell the products to the factories, so that farmers are often disadvantaged as the buyers can manipulate the price.

The third discussion is the Opportunities divided into five points: 1) The potential of the land in South Kalimantan, which is fairly suitable for plantation expansion. There are still a lot of potential areas (forest, shrubs, etc.) that can be used for plantations. The area of South Kalimantan province is 37,530.52 km² consisting of 11 districts and 2 cities, (Banjarmasin and Banjarbaru) covering 119 sub-districts with 2,169 villages and 111 administrative village; 2) Substantial support from local and central government to expand the plantations, especially to develop the export commodities such as palm oil, coconut, pepper and rubber. The Regional Budgets or National Budgets for the implementation of plantation expansion in South Kalimantan consist of: budget allocation for the developmental activities by the Department of Plantation South Kalimantan

to achieve program goals and activities that have been done in 2011 amounted to IDR 21.519 billion, and IDR 23.242 billion in 2012, IDR 25.45 billion in 2013, IDR 28.25 billion in 2014, IDR 31.782 billion in 2015, or it can be said that the average annual rise is 10.3%; 3) Partnership with the private sectors, both, the small-scale and large-scale enterprises, primarily with the private plantation enterprises to process the products such as rubber and palm oil. There are plenty of factories to process the rubber and palm oil in South Kalimantan, managed by big private/public plantation companies; 4) Both, networking activity is proceeded with the private parties, and also with the related governmental agencies such as educational institutions that normally cooperate in the research field, education and training provided by the Department of Plantation through the projects of the Department of Plantation and Department of National/Regional Defense, that is usually associated with acreage liberation, certification and other matters related to the land affairs, and also with the Agricultural Training Institute in the framework of training for farmers and seed development, and so forth; 5) Opportunity expected is the opening of global markets for plantation commodities, particularly rubber, coffee, pepper, coconut, palm oil and cloves. Plantation commodities can serve as a supplier of raw material for industries and can be exported directly to various countries that need them as agricultural products that are able to compete in international market.

The last discussion is related to Threats divided into five points, namely: 1) Poor quality of human resources in accordance with land management, plantation preservation, plantation processing, proficiency of appropriate agricultural technology and agricultural marketing process. In addition, the fact that few farmers want to participate in plantation projects, makes it difficult to provide a coaching conducted by the Department of Plantation, Local Government or related institutions; 2) The establishment of legal entity for farmers is still less optimal. Farmers' awareness of the importance of legal entity, both, for the farmers groups and cooperatives is still in unsatisfactory situation. The legal entity of farmers is one of the factors that support the successful expansion of plantation. Along with the establishment of associations and cooperatives, the guidance and supervision for the farmers would be easier; moreover, it can also strengthen the bargaining power of farmers in price fixing, so that they will not be easily manipulated by middlemen; 3) Bureaucracy and the general requirements for farmers to be qualified in plantation projects tend to be difficult.

A farmer who wants to become a project participant is required to fulfill a few stages of data collection through the Project Implementation Unit, and then registered to the Department of Plantation at the regional level and Department of Plantation at the provincial level before being submitted to the Head of Department. In addition, farmers must meet the requirements of having a land area of at least 1 ha with its Certificate of Land which can be justified; 4) Political conditions often affect several plantation policies and the program implementation. The substitution of

regional leaders may influence the expansion programs in each region; it is likewise the substitution of the Head of Department of Plantation that sometimes tends to be less oriented to the interests of farmers but more concerned with personal objectives or internal political interests of the bureaucracy; 5) Price fluctuation of products and inputs, such as, fertilizers, seeds and agricultural tools, becomes a potential problem for farmers and plantation enterprise, both for the production and marketing sector. If the plantation production increases, price definitely decreases, as the result, farmers saw a lot of losses. On the other hand, the local government has not provided solutions to these problems.

After some thorough discussions or meetings with various rational considerations, it is necessary to conduct internal factors weighting based on principle matters, priority and the greatest utilization. The foundation of this weighting refers to: 1) the applicable Regulations and the Objectives of Public Policy of South Kalimantan Province, 2) Vision and Mission of the Department of Plantation, South Kalimantan Province 3) Objectives and Goals established.

The next stage is the application of social analysis. This analysis focuses on the social analysis (in line with Mara Sidney Fischer, et al. (2006: 79). By understanding the social situation in general, the practitioners of SSM can make a description that is more comprehensive related to the real world situation. This is also in line with the process of SSM (formulation stages of the remedial actions proposed, enhancements, and changes of situation in real world) that requires two considerations; the feasible and desirable changes by considering the systematically desirable, culturally feasible characteristics. Therefore, in introducing the real world situation, the social aspect is very important.

Checkland and Poulter (2006) recommend three social elements as the concentration of this analysis: the elements of roles, norms, and values. Role is the social position indicating the differences among the members of a group or organization. Norm is the expected behavior associated with the role. Value is the standard or criteria in which the behavior-in-role is assessed. These three elements are closely intertwined, dynamic and ever changing along the period in line with changes of the real world. Based on these matters, we apply the analysis of social system in existing system as an effort to assess the plantation strategic policies, especially to observe the elements presented in the Regional Government Working Units (SKPD) in the Department of Provincial Plantation as the responsible party of the plantation policies, consisting of:

The role of the Department of Plantation South Kalimantan Province is confirmed by the Regional Regulation of South Kalimantan Province No. 06/2008 on the Establishment of the Organization and Working Procedure of Regional Apparatus of South Kalimantan Province and further elaborated by Regulation of Governor of South Kalimantan No. 032/2009 on the Main Duties, Functions, and Description of Duties of the Organizations of Department of Plantation and Center for Parent- and Pilot-Plantation Development at Tungkup, South Kalimantan.

Table 3. Weighting for Internal and External Factors of Plantation

No	Strategic Internal Factors	Weight	Rating	Score (3 x 4)	Conclusion (Priority)
1	2	3	4	5	6
Strengths					
1	Solid organization	3	3	9	2
2	Plenty of Apparatuses	1	4	4	4
3	Potentials of the expansion area	2	3	6	3
4	Having plantation projects, institutional planters and cooperatives	4	3	12	1
Weaknesses					
1	Plantation product marketing with low bargaining power	3	3	9	3
2	Less/low capital of planters'/farmers	4	3	12	2
3	Smallholders' plantations have not met the standard scale of profitable business	1	3	3	5
4	Production and productivity of the plantations are still below the national standard	2	3	6	4
5	Marketing of the plantation product is not maximized	5	4	20	1
Opportunities					
1	Land Potential	2	3	6	4
2	Government support	1	3	4	5
3	Partnership with private sectors	4	4	16	1
4	Networking with related institutions & stakeholders	5	3	15	2
5	Global market of plantation export commodities	3	3	9	3
Threats					
1	Poor-quality planters	6	4	24	1
2	Legal entity of planters is not optimum	3	3	9	4
3	The difficulties to be a project participant in the bureaucracy stages	4	3	12	3
4	Political condition of a region	2	3	6	5
5	Price fluctuation of plantation products	5	3	15	2

Scoring
 Score 1-7 = Poor
 Score 8-14 = Satisfactory
 Score 15-21 = Excellent
 Score 22-28 = Very good

Rating
 Score 4 = Very high
 Score 3 = High
 Score 2 = Enough
 Score 1 = Low

The main tasks of the Organization of Department of Plantation South Kalimantan consist of; the Department of Plantation has to carry out the affairs of Local Government in the plantation sector in accordance with the principles of decentralization, deconcentration and assistance. The functions of Department of Plantation include: 1) Formulating technical policies in the plantation sector in accordance with policies established by the Governor based on the applicable law; 2) Implementation of government affairs and public services in the plantation sector; 3) Formulation of operational policies, guidance, regulation, facilitation and implementation of land-management practices, facilities and resources; 4) Formulation of operational policies, guidance, regulation, facilitation and implementation of expansion and production activities; 5) Formulation of operational policies,

guidance, regulation, facilitation and implementation of business development, processing and marketing; 6) Formulation of operational policies, guidance, regulation, facilitation and implementation of crop protection activities; 7) Guidance, supervision, and control of the technical implementation unit; 8) management of secretarial activities.

The Department of Plantation of South Kalimantan Province is the subordinate of Provincial Government of South Kalimantan given tasks to carry out the affairs of decentralization and deconcentration in plantation sector as well as the assistance provided by the government. The organizational structure of Department of Plantation South Kalimantan Province consists of: 1) Head of Department; 2) The Secretariat, that shall consist of: (i) Program Subdivision; (ii) Finance Subdivision; (iii) General and Personnel

Table 4. SWOT Matrix of Plantation Policies Mapping of South Kalimantan Province Government 2016-2020

IFAS	<p>Strengths Ranking List Order</p> <ol style="list-style-type: none"> 1. Having projects, legal entity and cooperatives 2. Solid Organization 3. Expansion working area 4. A great number of apparatus 	<p>Weaknesses Ranking List Order</p> <ol style="list-style-type: none"> 1. Non-maximized marketing 2. Low capital of the planters 3. Low bargaining power in marketing 4. Productivity below national standard 5. Less profitable plantation area
EFAS		
<p>Opportunities Ranking List Order</p> <ol style="list-style-type: none"> 1. Partnership with private sectors 2. Networking with institutions and stakeholders 3. Global market of plantation export commodities 4. Land potential 5. Government support 	<p>Assumptions of SO Strategy Using strengths to take opportunities</p> <ol style="list-style-type: none"> 1) - Projects, institutional planters, partnership with private sectors, - Projects build networking with related institutions and stakeholders, 2) - Solid Organization should gain support from the government, both from the Central and Local Government 3) - Working area supported by land potential will create a better plantation expansion - Working area development should gain support from the government, especially the regency government 4) The official apparatus should be supported by the government, particularly regarding the operational funds 	<p>Assumptions of WO Strategy Overcoming weaknesses by taking opportunities</p> <ol style="list-style-type: none"> 1) Marketing process should be supported by the government 2) To cope with low capital of the planters, setting up a partnership with private sectors (BRI & BNI) and private enterprises can be a solution. 3) Marketing (pricing) the crops must be observed by the authorities and supported by the government with clear rules and PO, and assisted by private companies. 4) - To increase the productivity, the government support should be intense, especially regarding the funding program, - Setting up a partnership with the private sectors for the processing 5) - The plantation area should be adjusted to the land potential for particular plantation commodities - Government support for the intensification and diversification of plantation.
<p>Threats Ranking List Order</p> <ol style="list-style-type: none"> 1. Poor-quality planters 2. Agricultural price fluctuation. 3. The bureaucracy stages to become a project planter 4. The legal entity of planters is not effective 5. Political condition of the region 	<p>Assumptions of ST Strategy Using strengths to overcome threats</p> <ol style="list-style-type: none"> 1) - Projects, institutions and cooperatives could provide trainings to improve the planters' quality - Project can advise the bureaucratic system services 2) Solid organization synchronizes and negotiates with local authorities 3) The working area can assist the establishment of farmers groups in accordance with the potentials that can be developed 4) The apparatus can guide and supervise a number of farmers groups and cooperatives 	<p>Assumptions of WT Strategy Overcoming weaknesses by utilizing threats</p> <ol style="list-style-type: none"> 1) The marketing process can be assisted by the efficiency of bureaucracy 2) Local authorities can help to provide computers, 3) Strengthening the organizations of planters can minimize the productivity problems 4) The local government helps the expansion of plantation areas (Spatial Policies in the Province)

Source: South Kalimantan Province Government 2015

Subdivision; 3) Division of Land, Facility and Resource Management, that includes: (i) Land and Water Utilization Unit; (ii) Production Facility, Equipment and Machinery Unit; (iii) Institutional and Training Unit; 4) Division of Production and Expansion, that include: (i) Seeding Unit; (ii) Annual Cultivation Unit; (iii) Horticultural and Annual Plants Cultivation Unit; 5) Division of Business

Development, Management and Marketing, comprising: (i) Business Development and Private Company (PBS) Coaching Unit; (ii) Harvesting, Processing and Marketing Unit; (iii) Business Partnership Unit; 6) Division of Protection, consisting of: (i) Plant Protection Unit; (ii) Business Protection Unit; (iii) Pest Observation and Testing Unit.

The values of the Department of Plantation can be seen from its vision: to form a “Developing, Progressive, Excellent, Comfortable, Prosperous and Peaceful South Kalimantan”. Considering the potentials, condition, required future developments, the vision of the Department of Plantation of South Kalimantan Province is to establish “Excellent, Prosperous and Sustainable Public Agribusiness Area”. The five implications of the vision comprise: 1) Agribusiness area, implying that a region, village or surface strives for commodities in accordance with the economic scale that will expand the business from the upper, lower courses and marketing activities so that it can support local and national economy; 2) The plantation community, meaning that farmers generally cultivate dominant plantation commodities integrated with other farming businesses that have mutual benefit such as plantation & livestock (oil palm--cow), plantation & food crops (rubber--rice, coarse grains, pulses, roots and tuber crops, coconut--rice), so as to increase the competitiveness of agricultural products and farmers’ revenue; 3) Excellent, implying that the commodity cultivated is the superior commodity at regional and national level, so that the commodity has a significant role and high competitiveness in economic development sector; 4) Prosperous, implying that the results of agricultural developments implemented can increase revenues of the people and the planters equitably, so that the prosperity can be achieved; 5) Sustainable, implying that all the success and achievements in the development process that have been achieved, can be sustained, continued and even better improved.

Department of Plantation of South Kalimantan Province is subject to the norms or code of ethics in carrying out its activities. This code of ethics is formalized in the form of various regulations organizing the working mechanism of all stakeholders, comprising; (1) Nawacita Program; (2) Law No. 39/2014 on Plantations; (3) Law No. 23/2014 on Local Government; (4) Law No. 19/2013 on the Protection and Empowerment of Farmers; (5) Law No. 5/2014 on the State Civil Apparatus; (6) Regional Regulation of South Kalimantan Province No. 06/2008 on the Establishment of the Organization and Working Procedure of Regional Apparatus of South Kalimantan Province; (7) Regulation of Governor of South Kalimantan No. 032/2009 on Main Duties, Functions and Description of Duties of the Organizations of Department of Plantation and Center for Parent- and Pilot-Plantation Development at Tungkup, South Kalimantan Province.

Furthermore, the third analysis on politics renders the disposition of power and the nature of power. Department of Plantation of South Kalimantan Province has the power, as follows: 1) to formulate technical policies in accordance with the policies established by the Regional Leaders based on the applicable law; 2) to foster the production and plantation expansion; 3) to sustain and coordinate the plantation endeavor; 4) to sustain and protect the estate; 5) to manage administrative affairs; 6) to manage the technical implementation unit service.

The nature of power is the inherent authority in every actor since they are elected by the people to be the leaders and community representatives, so that by the power they have, they hold the ability to use the power (Checkland and Poulter, 2006). In this case, the Department of Plantation, South Kalimantan, has the authority attached to three missions as follows: 1) Development of Cultivation and Protection of Regional Plantations; 2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; 3) Development of Professional and Responsible Mutual Performance Services. Based on the results of social analysis, political analysis and real problem analysis, we obtain complete depiction of the problems that occurred at the Policy Level.

Furthermore, this study systematically formulates the idea of problematic situation based on the information obtained; aiming to elaborate the problems to be structural problems and be more easily understood.

The fourth analysis is to choose the relevant system (theme) that could be used as the best practice and to provide the name of the theme (system) that has been selected (naming relevant systems) in a statement called root definition. The formula of root definition is “do P, by Q, in order to achieve R” as the source statement, describing the purposeful activity model as a transformation process (Checkland and Poulter, 2006). At this stage, we build the root definition which includes particular view on the situation of the problem in accordance with the relevant perspectives. This transformation process is a unity transformed into a different form or condition to describe the process of transformation in the model established. At this stage, the relevant system is controlled by CATWOE (see Table 5).

Referring to this issue, then table 6 shows the CATWOE of the Revitalization of Plantation Strategic Policies of South Kalimantan.

The root definition in this study is a system applied by the Department of Plantation of South Kalimantan Province in the modification of Medium-Term Development Plan (RPJMD) and/or Local Ordinance (P) for the strategic policies leading to the Regional Regulation on the formulation of plantation policies by concerning; (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality

Table 5. CATWOE of SSM-based Action Research

C or Customers	beneficiaries of the transformation process
A or Actors	anyone who performs the transformation
T or Transformation Process	conversion from input into output
W or Weltanschauung	worldview that creates transformation be meaningful in context
O or Owner	person who can stop transformation
E or Environment Constrains	elements outside the system that influence the transformation process

Table 6. CATWOE of the Revitalization of Plantation Strategic Policies of South Kalimantan

Customers	Central Government, the Parliament of the Republic of Indonesia (DPR RI), the Government of South Kalimantan Province, the House of People's Representative, Companies, Research Institutions, Landlords, Rubber and Palm oil Farmers, and Society
Actors	Regional Leaders, the Government of South Kalimantan Province c.q. Department of Plantation, House of People's Representative, and Society
Transformation	From NOT-OPTIMUM becomes OPTIMUM strategic policies for the Formulation of Plantation Policies Leading to regional competitiveness for; 1) Development of Cultivation and Protection of Regional Plantations; 2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; 3) Development of Professional and Responsible Mutual Performance Services
Weltanschauung	The establishment of Medium-Term Development Plan (RPJMD) or Regional Regulation/Policies leading to the formulation of plantation policies.
Owner (s)	Central Government, the Parliament of Republic of Indonesia (DPR RI), the Government of South Kalimantan Province, the House of People's Representative, Companies, Research Institutions, Landlords, Rubber and Palm oil Farmers, and Society; as well as the parties that do not expect the formal law and informal convention in the accomplishment of plantation policy formation.
Environment	The absence of optimum productivity of the plantation indicates the needs for a transformation of Medium-Term Development Plan (RPJMD) and/or Regional Regulation/Strategic Policies to formulate plantation policies to improve the regional competitiveness.

Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; (3) Development of Professional and Responsible Mutual Performance Services as an element of public policy (Q) to improve the public services in the plantation sector in order to improve the regional competitiveness (R).

Furthermore, the fifth analysis is the scheme of Conceptual Model preceded by the elaboration of the activities that will be undertaken in order to obtain the desired transformation (Figure 2).

Following the arrangement of the CATWOE analysis, then the performance measurement criteria are identified by using 3E; Efficacy, Efficiency and Effectiveness (Table 7).

Referring to this study, the success of model preparation

Table 7. Performance Measurement Criteria Using 3E

Efficacy	what criteria (means) that make the transformation T work properly in generating the desired objectives
Efficiency	what criteria involved that the transformation T is achieved with minimum resources
Effectiveness	what criteria involved that the transformation T assist a better achievement in a long term

can be measured through the criteria as in Table 8.

The sixth analysis is comparison/debating. This aims to get a number of points of views (worldviews) that it can formulate recommendations for changes, enhancements and improvements related to the problematic situation as the concern of the study (Hardjosekarto, 2012, 2012a, 2012b, 2013). This activity also aims to answer the question of whether the model as an intellectual tool is relevant to the real problem of the research (Checkland, 1999); using Informal Discussion, Formal Discussion, Scenario Writing, Real World Modeling (Checkland and Poulter, 2006; Checkland, 999).

The next stage performed is the six-stages of SSM to dispose the systemically desirable and culturally feasible changes. In this study, the problem solving interest (Hardjosekarto, 2012; McKane and Marshall, 2001) gives rise to the need of conceivable condition to accomplish this stage. According to Senge (1990), there are three necessary conditions in a dialog. First,

Table 8. Performance Measurement Criteria on the Revitalization of Strategic Plantation Policies of South Kalimantan

E-Efficacy	The position of formal laws and informal conventions in establishing and/or modify Medium-Term Development Plan (RPJMD) and/or Regional Regulation /Policies for the draft of plantation policies that lead to; (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; (3) Development of Professional and Responsible Mutual Performance Services as an element of public policy.
E-Efficiency	Using minimum resources (finance and time)
Effectiveness	The establishment and/or modification in RPJMD and/or Regional Regulation for the draft of plantation policies that lead to; (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; (3) Development of Professional and Responsible Mutual Performance Services as an element of public policy.

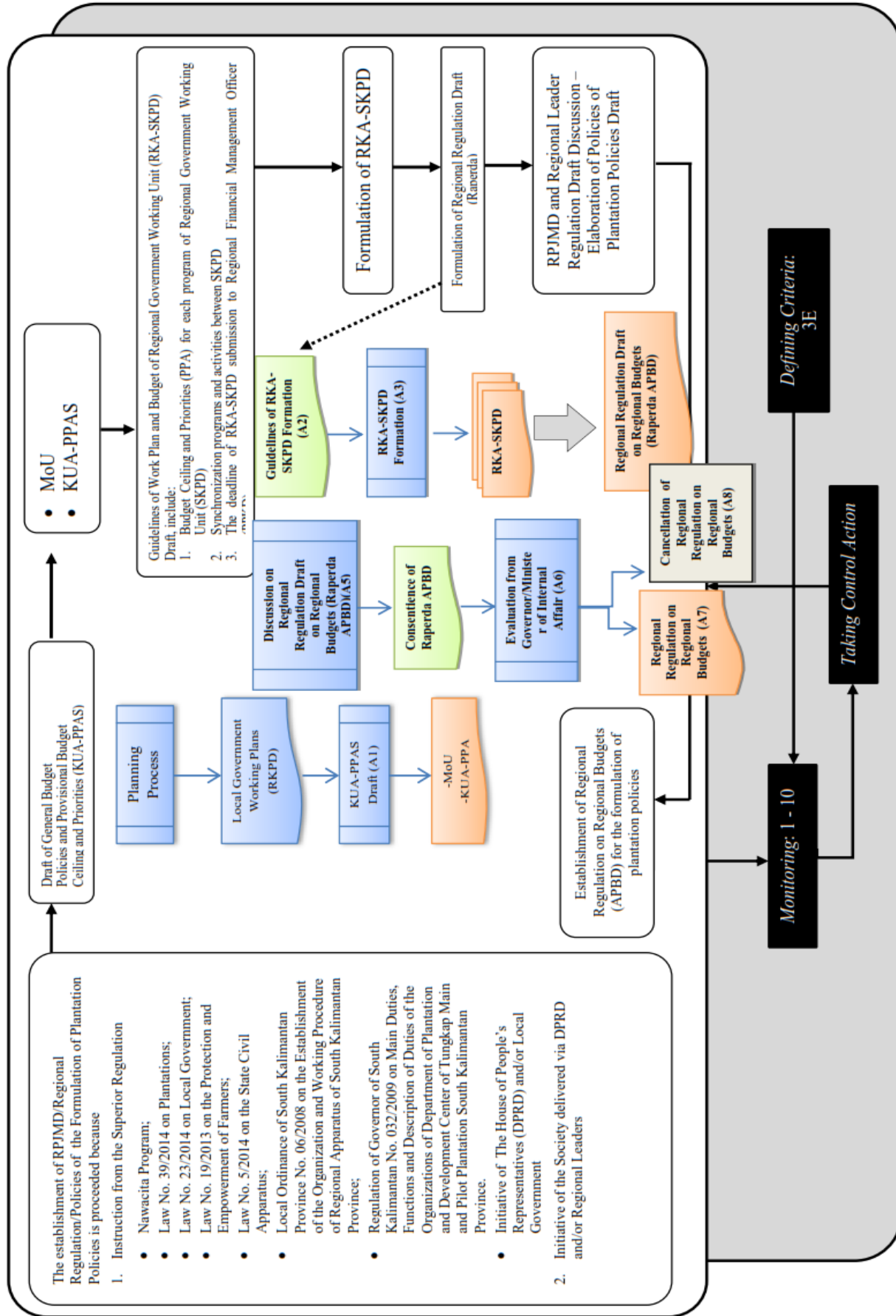


Figure 2. Conceptual Model of Revitalization System of Plantation Strategic Policies of South Kalimantan

Table 9. Comparison of Conceptual Model of the Establishment and/or Modification of RPJMD/Regional Regulation/Policy on Plantation Policy Draft in Improving The Regional Competitiveness

No	Activities in Model	Existence?	How?	Who?	Good/Bad?	Alternative?
1	<p>The establishment of Regional Regulation is proceeded because:</p> <p>1. Instruction from the Superior Regulation</p> <ul style="list-style-type: none"> · Nawacita Program; · Law No. 39/2014 on Plantations; · Law No. 23/2014 on Local Government; · Law No. 19/2013 on the Protection and Empowerment of Farmers; · Law No. 5/2014 on the State Civil Apparatus; · Local Ordinance of South Kalimantan Province No. 06/2008 on the Establishment of the Organization and Working Procedure of Regional Apparatus of South Kalimantan Province; · Regulation of Governor of South Kalimantan No. 032/2009 on Main Duties, Functions and Description of Duties of the Organizations of Department of Plantation and Center for Parent- and Pilot-Plantation Development at Tungkup, South Kalimantan. <p>2. Initiative of The House of People's Representatives (DPRD) and/or Local Government</p> <p>3. Initiative of the Society delivered via DPRD and/or Regional Leaders</p>	Nothing	<p>Meeting between The House People's Representative (DPRD) and/or Regional Leaders:</p> <ul style="list-style-type: none"> · To set up discussions of Regional Regulation/Policy to formulate the plantation policies · To collect the initiations of discussion on Regional Regulation/Policy to formulate plantation policies that lead to: <ol style="list-style-type: none"> (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; (3) Development of Professional and Responsible Mutual Performance Services as an element of public policy. 	House of People's Representative (DPRD) and/or Regional Leaders (SKPD)	Good	<p>Collaboration with the Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance, House People's Representative (DPRD), Regional Leaders and the plantation partners</p>
2	<p>Draft of General Budget Policies and Provisional Budget Ceiling and Priorities (KUA-PPAS)</p>	Nothing	<p>Meetings, Discussions, and Workshop:</p> <ul style="list-style-type: none"> · The regional head based on Regional Development Work Plan (RKPD) arranged the plantation public policy draft · The regional head delivered the General Budget Policies Draft (RKUA) of the following fiscal year, as the foundation of the preparation of Regional Budgets Draft (RAPBD) to affirm the plantation expansion to the Parliament (DPRD) · Discussion on RKUA between the Regional Head and DPRD in a preliminary discussion of Plantation RAPBD · Based on the KUA that had been agreed, the Local Government and DPRD discussed PPAS-draft submitted by the Regional Head: 	House of People's Representative (DPRD) and/or Regional Leaders (SKPD)	Good	<p>Collaboration with the Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance, researchers, academics, and the plantation partners</p>

Continue Table 9

No	Activities in Model	Existence?	How?	Who?	Good/Bad?	Alternative?
			<ul style="list-style-type: none"> · Discussion of PPAS, included: <ul style="list-style-type: none"> a) Determining priorities in obligatory and alternative affairs; b) Determining the sequence of programs in each affair; c) Preparing the provisional budget ceiling for each program. 			
3	Issuance of the MoU between KUA and PPA	Nothing	Meeting between The House of People's Representatives (DPRD) and Regional Leaders (KDH) on General Budget Policies and Provisional Budget Ceiling and Priorities (KUA- PPAS)	House of People's Representative (DPRD) and/ or Regional Leaders (SKPD)	Good	Collaboration with the Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance, researchers, academics, and the plantation partners
4	Guidelines of Work Plan and Budget of Regional Government Working Unit (RKA-SKPD) Draft	Nothing	Meeting between DPRD and KDH on the Formulation of Work Plan and Budget of Regional Government Working Unit (RKA-SKPD)	House of People's Representative (DPRD) and/ or Regional Leaders (SKPD)	Good	Collaboration with the Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance, BPJS, researchers and academics
5	The arrangement of RKA-SKPD	Nothing	<ul style="list-style-type: none"> · The regional head based on MoU published the guidelines for the arrangement of RKA-SKPD as the guidelines for SKPD to prepare RKA-SKPD · Budgets Team (TAPD) prepared circular for Regional Head regarding the Guideline of RKA-SKPD Preparation · Each SKPD conveyed the budget draft in the form of RKA-SKPD 	House of People's Representative (DPRD) and/ or Regional Leaders (SKPD)	Good	Consultation with Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance
6	The arrangement of Regional Regulation Draft (Raperda) to formulate plantation policies	Nothing	RKA-SKPD that had been formulated, were discussed, and agreed by the Head of SKPD and Team of Governmental Regional Budgets (TAPD)	House of People's Representative (DPRD) and/ or Regional Leaders (SKPD)	Good	Nothing
7	Discussion on Raperda to Formulate plantation policies and arrangement of Regional Leaders' Regulation Draft – Regional Budgets (APBD) Description	Nothing		House of People's Representative (DPRD) and/ or Regional Leaders	Good	Consultation with Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance

Continue Table 9

No	Activities in Model	Existence?	How?	Who?	Good/Bad?	Alternative?
8	Consentience of Raperda for the formulation of plantation policies between regional leaders and (KDH) and House of People's Representatives (DPRD)	Nothing	Meeting between The House of People's Representatives (DPRD) and Regional Leaders (KDH)	House of People's Representative (DPRD) and/or Regional Leaders (SKPD)	Good	Consultation with Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance
9	Evaluation of Regional Regulation Draft on Regional Budgets (Raperda APBD) for the formulation of plantation policies by Governor/Minister of Home Affairs	Nothing	<ul style="list-style-type: none"> · Submission and discussion of regional regulation draft for plantation policy formulation · Evaluation of regional regulation draft for plantation policy formulation and Regional Head Regulation Draft regarding the elaboration of the regional budgets (APBD) · Establishment of Regional Regulation on APBD for plantation policy formulation and Regional Head Regulation regarding the elaboration of the regional budgets (APBD) 	House of People's Representative (DPRD) and/or Regional Leaders (SKPD)	Good	Consultation with Parliament of Republic of Indonesia (DPR RI), Regional Representative Council of Republic of Indonesia (DPD RI), Ministry of Home Affairs, Ministry of Finance
10	Establishment of Regional Regulation on Regional Budgets (APBD) for the formulation of plantation policies	Nothing		Governor as The Regional Leader	Good	Department of Plantation does not only issue, but also publicize to all stakeholders in the central, provincial, or municipal governments

Sources: format adopted from Checkland and Scholes, 1990

all participants must "suspend" their assumptions, to hold these assumptions "as if suspended before us". Second, all participants should act as a colleague one another. Third, the facilitator should be the person who maintains the context of the dialogue.

The six stage is in line with the recommendation of the study conducted by Palm oil Research Center of North Sumatra (2015) which raised the issues of partnership between plantation companies and communities that often leads to conflict, plantation revitalization development that still causes problems, palm oil industry mapping, analysis of economy and market development on various applications of technology platforms installed in the palm oil industry, considering that it is necessary to attain: (1) the establishment and improvement of the partnership among the community's plantations, smallholders and the big plantation companies, (2) revitalization of community's plantation and their problems, (3) economic-techno-study of palm oil technology, (4) palm oil plantation mapping, and (5) market research for frying shortening. Study of Wigena, Siregar and Sitorus (2009) states the significance of the role of participants (plantation) as the backbone of foreign exchange income and employment. Moreover, the study of Hafif, Ernawati and Pujiarti (2014) reveals that

the plantation ownership is the solution to overcome the unemployment and poverty in the countryside.

Thus, the stages of the revitalization of plantation policies in South Kalimantan Province are in line with the public policy approach proposed by Dunn (2011). He states that public policy continues to evolve from agenda-setting, policy formulation, decision making, implementation, and evaluation. The stage of decision-making requires "a collection of problems, understandings of causes, symbols, solutions, and other elements of public problems that come to the attention of members of the public and their governmental officials" (Birkland in Fischer, et al., 2006). This also underpins the opinion of Sidney in Fischer, et al. (2006) which says that process also, both expresses and allocates power among the social, political, and economic interests. Therefore, in tackling the challenges of globalization by the power surrounding the growing and complex social, political, and economic interests, as well as facing the economic development that becomes more competitive, the Government of South Kalimantan needs to revitalize the policies on plantation sector as an effort to build regional competitiveness. Regional competitiveness is one of the keys to achieve national competitiveness (Fitriati, 2012; 2015).

Table 10. Systematically Desirable and Culturally Feasible Actions

List of RDs Activities	Desirable?	Feasible?	Possible Action
Establish and/or modify the Medium-Term Development Plan (RPJMD) and/ or Regional Regulation/ Policies for the formulation of Plantation Policies in order to improve Regional Competitiveness	Yes, through the legalization and publication of the modified RPJMD/ Regional Regulation/Policies for the formulation of Plantation Policies in order to improve Regional Competitiveness that leads to: 1. Development of Cultivation and Protection of Regional Plantations; 2. Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; 3. Development of Professional and Responsible Mutual Performance Services as an element of public policy.	Yes, as long as the stakeholders (Regional Leader), DPRD, Department of Plantation, have the political will to agree on the modification of RPJMD/Regional Regulation/Policies for the formulation of Plantation Policies in order to improve Regional Competitiveness	Yes, the stakeholders should prioritize the best interest for the society by considering the local wealth, local wisdom, and Nawacita Program through: 1. Public Policy 2. Technical Policy 3. Resource Allocation Policy 4. Financial Policy

Source: format adopted from Fitriati (2012, 2014, 2015)

Furthermore, on the seven-stages of SSM in generating changes on the model, by accommodating the interests of the actors involved, then to move into the drafting stage of possible actions for the improvement, enhancements and modification of the problematic situation, there are two essential conditions for the arguments that should be: (1) arguably and systematically desirable and (2) culturally feasible (Checkland and Scholes 1990; Checkland and Poulter 2006; Hardjosoekarto 2012). Moreover, Checkland and Poulter (2006) suggest three aspects that must be considered in making improvement, enhancement, or changes, to improve the problematic situation, namely: (1) changes related to the structure, (2) process or procedures, and (3) attitudes, which ultimately generating knowledge (understanding) about the best practices of public policy through the formulation of RPJMD/Regional Regulation/ Policies for plantation policy formulation in order to increase regional competitiveness

Referring to the seventh stage of the seven-stages of SSM, the Government of South Kalimantan Province will implement a number of revitalization strategies of plantation policy to improve the regional competitiveness, consisting of: (1) organization and utilization of the new land potential, (2) development of agribusiness area by maintaining the environmental values, (3) the need to improve the business and the capital of planters and farmers' groups, (4) extensification of main commodity through investment funds, (5) professionalism enhancement for officers and planters, and (6) seed quantity/quality improvement according to market demand, (7) maintaining the area and production that have been achieved, (8) providing counseling and capital assistance for planters, (9) diversification of crops and pests control, (10) replanting, rehabilitation, intensification of old/damaged crop, (11) increasing the quality of plantation products, and (12) empowering planters through the core-plasma. Therefore, it is necessary to combine the strategic issues as the power with some effective opportunities to resolve the problems of plantation expansion, as well as to respond to the challenges ahead.

Revitalization strategies on the plantation policies carried out by the Government of South Kalimantan Province are in line with the study results of Andriati and Wigena (2011), that the preservation of natural resources, the skills of human resources, and government policy as

the major factors in increasing the role of key actors (i.e. farmer groups, local government and non-governmental organizations) are followed by the increase of farmers' income, regional income, and employment as the objectives of the institutional scheme constructed.

On the other hand, referring to the concept of strategic policies in the public sector, the revitalization strategies of plantation policies are matched with the view of Mainardes, Ferreira, Raposo (2014), that the Government of South Kalimantan Province has compiled the guidelines of decision-making in preparing the programs, selecting projects, initiatives or issues to complete their mission and provide a coherent framework for the future direction with sustainable means promoting good governance.

The weaknesses of the policy implementation organization (i.e. Department of Plantation of South Kalimantan Province) in carrying out the estate expansion can be minimized by combining the strengths, opportunities and challenges. First, through plantation projects, the Department of Plantation can act as a cooperation facilitator (partnership) between planters and the private parties in product marketing sector by cooperating with stakeholders and networking with relevant institutions to conduct education and training, both for officers and farmers participating in the project in order to increase the quality of human resources. Second, the area of the plantation expansion can be adjusted with the land potential, in order to be cultivated according to the type and management of the crop. In addition, the expansion area can be arranged by forming farmer groups and cooperatives such as farmer cooperatives and credit institutions.

To improve the regional competitiveness, Department of Plantation of South Kalimantan takes four policy steps to revise RPJMD in the formulation of plantation policies in the province of South Kalimantan. First, Public Policy, which includes: (a) improving the quality of human resources, especially smallholders, in managing and marketing the crops by providing a variety of trainings; (b) increasing services and guidance to strengthen the agribusiness competitiveness through business consolidation at "on-farm" level in a sustainable and market-oriented methods; (c) improving the institutional capacity of planters in order to heighten the endeavor and plantation neighborhood stabilization.

Second, Technical Policy, which includes: (a) development of superior commodities such as rubber, palm oil, and coconut; (b) human resource and institutional development and mastery of science and technology through education, training, mentoring, performance evaluation and apparatus career development; (c) competitiveness improvement implemented by increasing the production and productivity, market networking, efficiency, product quality, and diversity of products; (d) increasing investment through the promotion of potentials, licensing bureaucratization, classification and reclassification of Private Plantation Companies (PBS).

Third, the Resource Allocation Policy, which includes: (a) partnership strengthening program among planters, private parties, financial institutions and cooperatives; (b) bureaucratization services for project farmers so that their resources can be utilized considerably; (c) land certificate on behalf of the ex-planters of the project in the scope of Department of Plantation South Kalimantan is stored and managed properly.

Fourth, Financial Policy, which includes: (a) the budget allocation in each working sub-unit based on priority activities that have been accommodated in the Regional Budgets (APBD) and National Budgets (APBN); (b) ex-project loan repayment fund that is monitored and evaluated by the Head of Finance Subdivision of the Department of Plantation South Kalimantan Province; (c) besides the official government funds, Department can perform other fund raising efforts to finance the programs/activities related to the plantation expansion as long as it is done legally in accordance with the provisions of applicable laws.

CONCLUSION

Revitalization of strategic policies for the formulation of plantation policies in South Kalimantan Province in order to increase regional competitiveness through the application of Soft System Methodology can be realized through the validation and dissemination of policy changes that lead to: (1) Development of Cultivation and Protection of Regional Plantations; (2) Quality Development, Product Marketing and Resources Infrastructure, Eco-Friendly and Sustainable Plantations; (3) Development of Professional and Responsible Mutual Performance Services as an element of public policy. In line with the concept of strategic policies in the public sector, the findings on revitalization of plantation policy strategy are matched with the ideas of Mainardes, Ferreira, Raposo (2014); that the Government of South Kalimantan Province has compiled the guidelines for the decision-making in preparing the program, selecting projects, initiatives or issues to complete their mission by providing a coherent framework for sustainable direction ahead, that promotes good governance. In fact, using the same methodology, the study results conducted by Umanto Sari (2013), strengthen the findings of this study on the importance of the revitalization of policy reinforcement. However, the study of Sari and Umanto (2013), focuses on changes in waste management policy based on the hierarchy of the policy process, consisting of the Regional Regulation Draft on waste

management at the policy level, the arrangement of SOP-UPS and the role enhancement of Cleanliness Task Force at organizational level, and the establishment of community involvement at operational level.

This can be accomplished as long as the strategic planning is seen as a systematic process that the organizations approve and build commitment among the stakeholders to make an important priority in achieving the objectives and to be responsive to changes in the environment (Allison and Kaye (2005). In this case, it is actually depending on the stakeholders, that consists of: Central Government, the Parliament of Republic of Indonesia (DPR RI), the Government of South Kalimantan Province, House of People's Representative (DPRD), Companies, Research Institutes, Landlords, Rubber and Palm oil Planters, and Society; in order to agree on the modification of policy that is systemically desirable and culturally feasible (Hardjosoekarto, 2012; McKane and Marshall, 2001).

It is recommended for the Government of South Kalimantan Province to prioritize the finest interests of the society by considering the local wealth and local wisdom in supporting the successful implementation of Nawacita Program through the formulations of: (1) Public Policy; (2) Technical Policy; (3) Resource Allocation Policy; and (4) Financial Policy. In addition, further research needs to be conducted to improve the competitiveness of the plantations in the province of South Kalimantan on the other sub-sectors besides rubber and palm oil, in order to run towards the national competitiveness.

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