

## Dynamics of Revitalization Program Towards Fair and Beneficial Renewal of Oil Palm Plantation in Indonesia

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**Abstract:** *The oil palm plantation revitalization program in Indonesia is a response to the various structural, social, and environmental challenges faced by this sector. The dynamics of the program's implementation reflect the efforts of the government and stakeholders in creating a plantation system that is more equitable, sustainable, and beneficial to the community, especially smallholders. Through the policy of replanting smallholder oil palm (PSR), improving governance, and providing technical and financial support, revitalization is expected to increase productivity, improve the distribution of economic benefits, and reduce ecological impacts. However, various obstacles, such as overlapping regulations, gaps in access, and weak supervision are still real challenges in this renewal process. This paper explores these dynamics by highlighting the roles of key actors, implementation mechanisms, and potential solutions to achieve revitalization goals inclusively and equitably.*

**Keywords :** *Revitalization, Oil Palm, Social Justice, Sustainability*

### INTRODUCTION

Palm oil plantations play an important role in the Indonesian economy. This industry is one of the country's main sources of foreign exchange through the export of crude palm oil (CPO) and its derivative products (Tsirwiyati, 2024). The palm oil sector absorbs millions of workers and is a source of livelihood for around 16 million people, both directly and indirectly. Many regions, especially in Sumatra and Kalimantan, heavily depend on palm oil to increase local revenue (PAD) and support economic development, especially in rural areas (Nasution, 2025).

Behind its large contribution, this sector faces several challenges. Around 40% of palm oil land is managed by smallholders who often experience limited capital for plant rejuvenation, access to modern technology, managerial skills, and fair market access (Muntaha, 2024). Many smallholders also face land legality issues, making it difficult to obtain formal financing. This condition makes the bargaining position of smallholders in the palm oil industry supply chain very weak (Paongan, 2023).

Inequality in land ownership is a major social issue where most of the land is controlled by large corporations while small farmers manage limited land with often uncertain status (Aprilliani, 2020). This inequality triggers agrarian conflicts between companies and local or indigenous communities who feel that their land rights are being neglected. Weak legal protection and minimal access to information exacerbate the conflict. In addition, plantation development programs often do not involve active community participation, resulting in social exclusion and inequality in the distribution of economic benefits (Dassucik, 2025).

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The productivity between smallholder plantations and large companies is also very different. Smallholder plantations generally have lower productivity due to the use of low-quality seeds, less than optimal maintenance, and limited adoption of technology (Manwan, 2022). Meanwhile, large companies have better access to efficient research, development, and management. This inequality causes inequality in obtaining economic benefits and deepens the socioeconomic gap between large business actors and small farmers (Rufaidah, 2024).

Efforts to rejuvenate smallholder oil palm plantations through programs such as the People's Oil Palm Rejuvenation (PSR) are one of the strategic solutions to increase the productivity and welfare of farmers (Panggabean, 2023). This program not only replaces plants with superior seeds, but also improves business governance, increases human resource capabilities, and strengthens smallholder oil palm partnership institutions (Putra, 2023). Thus, the palm oil sector is expected to continue to contribute to sustainable national economic development towards the vision of Indonesia Emas 2045.

Palm oil is one of Indonesia's mainstay commodities that plays a major role in the country's economy (Purba, 2021). Palm oil products and their derivatives are the largest source of foreign exchange from the non-oil and gas sector, while also opening up jobs for millions of people, from farmers to workers in the downstream industry (Rahayu, 2020). The government also recognizes the importance of palm oil by designating it as a priority commodity in Presidential Regulation Number 132 of 2024 concerning Plantation Fund Management which regulates the management of plantation funds to support sustainable development.

Most oil palm farmers in Indonesia are smallholders who manage limited land (Sabinus, 2021). They often face various obstacles, such as difficult access to capital, technology, markets, and land legality issues. This condition makes it difficult for smallholders to compete with large companies. Therefore, the policy in Presidential Regulation Number 132 of 2024 concerning Plantation Fund Management provides special support for plantation rejuvenation, including more inclusive facilities, training, and funding so that the productivity and competitiveness of smallholders can increase.

The inequality of land ownership between large companies and smallholders also causes social tensions, even agrarian conflicts, especially in areas with minimal protection of local or indigenous people's rights (Hermawan, 2024). The lack of a state role in resolving this problem and weak legal protection makes it difficult to achieve social justice. In this case, the policy for developing human resources in the plantation sector is directed at equipping smallholders with legal knowledge and fair governance, as well as increasing their social capabilities to be stronger in facing inequality. Uncontrolled expansion of oil palm plantations often causes environmental damage such as deforestation, land degradation, and high carbon emissions that worsen climate change (Wahditiya, 2025). Therefore, the Presidential Decree emphasizes that plantation funds must be used to support environmentally friendly cultivation and reduce the rate of deforestation so that palm oil development is sustainable.

The significant difference in productivity between smallholder plantations and large companies reflects the unequal access to resources, technology, and management. Smallholder plantations usually produce lower yields due to limited superior seeds, maintenance, and efficiency. The policy in Presidential Regulation Number 132 of 2024 concerning Plantation Fund Management opens up opportunities to address this gap through funds used for research, development, rejuvenation, and technology transfer and training so that farmers can adopt modern and productive cultivation practices.

This study aims to explore in depth the dynamics of the implementation of the palm oil plantation revitalization program in Indonesia, with a focus on identifying the challenges that arise from its implementation. Evaluation of the extent to which this program can realize the

principles of justice and sustainability, especially for smallholder farmers. The urgency of this research lies in the lack of comprehensive studies related to program implementation in the field, including issues of overlapping regulations, weak supervision, and real impacts on farmer welfare and environmental sustainability. Thus, this research is important as a basis for formulating more responsive and effective policies, as well as encouraging an inclusive and socially just palm oil plantation governance system.

## **RESEARCH METHODOLOGY**

This study uses a normative legal method with a statute approach and a socio-legal approach to analyze the dynamics of the implementation of the oil palm plantation revitalization program in Indonesia. Through a document study of relevant laws and regulations, such as Presidential Regulation Number 132 of 2024 concerning Plantation Fund Management and policies related to the rejuvenation of smallholder oil palm (PSR), this study examines the normative aspects of the revitalization policy. In addition, a socio-legal approach to understand the social and institutional context that influences the effectiveness of policy implementation at the field level. Data analysis techniques are carried out qualitatively by examining the conformity between legal norms and the reality of their implementation, as well as identifying gaps or regulatory disharmony that hinder the achievement of justice and sustainability in the oil palm plantation sector.

## **RESULT AND DISCUSSION**

### **Dynamics of the Implementation of the Oil Palm Plantation Revitalization Program in Indonesia**

The People's Oil Palm Rejuvenation Program (PSR) is a government effort to help smallholders renew their oil palm plantations to be more productive and sustainable (Harman). This program was born because many people's oil palm plantations were old, used poor quality seeds, and had not implemented environmentally friendly farming methods. The main objective of PSR is to increase the yield and competitiveness of smallholders while maintaining environmental sustainability and social aspects around the plantation (Elizabeth, 2020)

The PSR implementation process is carried out in stages and an organized manner. First, data collection and checking of farmers who will receive assistance are carried out, including ensuring the legality of the land and the condition of the plants to be rejuvenated. Farmers who pass the selection will receive assistance in the form of superior seeds, production facilities, and training in environmentally friendly oil palm farming techniques. Cooperatives or farmer groups play an important role as a liaison between farmers and the program organizers so that assistance can be distributed properly.

This program also provides infrastructure support such as access to production roads and heavy equipment to open new land in a planned and sustainable manner. In the first year, farmers can get assistance funds of up to IDR 30 million per hectare and now it has increased to IDR 60 million per hectare to finance the rejuvenation and initial maintenance of their plantations. After that, farmers can take advantage of low-interest business credit facilities to continue managing their plantations. With the PSR program, the government hopes that the productivity of smallholder oil palm plantations can increase without having to open new land, thus maintaining sustainable forests and the environment. This program also encourages farmers to apply sustainability principles, including obtaining sustainable palm oil certification (ISPO), so that their harvests are not only more abundant but also environmentally and socially friendly.

The People's Oil Palm Rejuvenation Program (PSR) receives very important technical and financial support so that smallholder farmers can successfully renew their oil palm plantations better (Muflihani, 2024). From a technical perspective, the government provides training and counseling to farmers on more efficient and environmentally friendly cultivation methods. Farmers are also guided to apply the best agronomic practices and gain access to modern agricultural tools that facilitate the rejuvenation process. This support is in accordance with Presidential Regulation Number 132 of 2024 concerning Plantation Fund Management which emphasizes the importance of education, training, and mentoring so that farmers can manage their plantations more productively and sustainably.

For PSR financing, various schemes are provided to ease the burden on farmers. The government through the Palm Oil Plantation Fund Management Agency (BPDPKS) provides direct grant funds which are usually used to purchase superior seeds, fertilizers, production equipment, and training costs. In addition, farmers can also take advantage of low-interest loans from government partner financial institutions. In the first year, farmers can get financial assistance of around IDR 30 million per hectare, and for the following years, there is a People's Business Credit (KUR) with low interest to help continue managing their plantations. Funds for this program come from several sources, especially levies, contributions from palm oil plantation business actors, funds from financing institutions, as well as community contributions, and other legitimate sources of funds. Palm oil commodity export levies are the main source of PSR funds, which are managed transparently according to regulations so that this program can run sustainably and reach more small farmers throughout Indonesia.

The involvement of small farmers and related institutions in the People's Oil Palm Replanting Program (PSR) is the main key for this program to be successful and provide real benefits. Small farmers are not only considered as recipients of assistance but also as the main actors who are actively involved from the start. Starting from the land data collection and verification process to determining the type of technical assistance that best suits the needs and conditions of their plantations. In this way, the assistance provided is truly appropriate for the situation in the field.

Farmer groups and cooperatives are significant in implementing the PSR program (Hutasuhut, 2023). They act as a bridge between farmers the government and the private sector. Through cooperatives, the distribution of superior seeds, fertilizers, and agricultural tools can be carried out together so that it is more efficient and on target. Cooperatives also help farmers get technical assistance and training, including more professional farming management. With strong institutions, small farmers find it easier to access financing and have a better bargaining position when working with large companies and financial institutions.

Good cooperation between the government and the private sector is also very important in the implementation of PSR (Lestari, 2022). The government, through the Ministry of Agriculture BPDPKS, and regional plantation services, are tasked with regulating and facilitating the program. Meanwhile, the private sector, such as plantation companies, plays a role in technology transfer, providing superior seeds, and direct assistance. This synergy ensures that the PSR program runs smoothly not only from a technical perspective but also creates a sustainable community oil palm plantation environment that can compete at the national and global levels.

### **Main Challenges in the Implementation of the Oil Palm Plantation Revitalization Program**

Overlapping regulations and policy disharmony are indeed major challenges in the implementation of the Community Oil Palm Rejuvenation Program (PSR). Many farmers feel confused because the regulations from various ministries and institutions are often not in line

in the field. For example, the Ministry of Agriculture encourages the acceleration of oil palm rejuvenation, but the Ministry of Environment and Forestry (KLHK) limits activities in forest areas that have not been released, while the Ministry of ATR/BPN requires land certificates as the main requirement for PSR assistance. As a result, farmers are often caught in the middle of conflicting policies: one side encourages, and the other side restricts, making it difficult for them to determine the right steps.

This problem is further complicated by differences in the interpretation and implementation of policies at the regional level. Each region may have its own rules regarding land status, especially for uncertified cultivated land or land that is in areas overlapping between forest areas and other use areas. This makes farmers' access to PSR incentives uneven; some get assistance easily, while others are hampered by complicated administrative matters.

The impact of this weak regulatory harmonization is very much felt in the field. The land verification process, which should be the first step, is often the main obstacle because the standards and procedures differ between agencies. As a result, the distribution of assistance, both superior seeds and funds, is often delayed while waiting for clarity on land status. It is also not uncommon for program reporting and accountability to be late or inaccurate due to a lack of coordination between agencies.

The gap in access to the People's Oil Palm Replanting Program (PSR) is a crucial obstacle, especially for small farmers. Many of them do not yet have adequate land legalities, such as land ownership certificates or Land Information Letters (SKT), even though this document is the main prerequisite for participating in the PSR program. In addition, limited information about registration procedures and requirements makes some farmers not understand how to access this program. Uneven socialization causes only certain groups to benefit, while others are left behind because they do not have adequate access to information.

Farmer groups and cooperatives have great potential to bridge this gap by assisting in administrative processes, consolidating farmers, and strengthening their bargaining position in accessing financing. However, their role is still limited because many farmer groups do not yet have strong institutional capacity. The lack of institutional management training, weak internal transparency, and the lack of ongoing assistance from the government makes it difficult for cooperatives and farmer groups to carry out their roles optimally. Therefore, strengthening institutional capacity and increasing assistance are key to ensuring that all small farmers can fairly access the benefits of the PSR program.

The weak monitoring and transparency system in the implementation of the People's Oil Palm Replanting Program (PSR) is a gap that allows for various deviations at the implementation level. Without a strict and integrated monitoring and evaluation (monev) system, it is not uncommon to find cases of misappropriation of assistance, such as the distribution of seeds to parties who are not entitled, inaccurate recipient targets, and manipulation of land data to obtain PSR funds. This condition is exacerbated by the absence of integrated standards between ministries and related implementing institutions, so verification and reporting processes are often slow and unsynchronized.

The minimal involvement of civil society and independent institutions also contributes to the weak supervision of this program. In many cases, the community is not given enough space to actively participate in supervising the implementation of the program in their area, even though they have great potential to become effective social control actors. The absence of a forum or mechanism for systematic public involvement makes PSR more closed and prone to misuse by interested parties.

Strengthening the system is needed for transparency and accountability, one of which is by encouraging the digitalization of real-time reporting and geospatial-based technology for direct land verification and monitoring. With a digital system, data collection, land verification, and distribution of aid can be tracked and measured properly. In addition, the openness of PSR program data that can be accessed by the public will strengthen the role of the community in carrying out supervision and reduce the opportunities for corruption, collusion, and nepotism in the community oil palm rejuvenation program.

Weak supervision and lack of transparency in the implementation of the People's Oil Palm Replanting Program (PSR) open up opportunities for irregularities in the field. Without a strict and integrated monitoring and evaluation system, cases are often found such as seed assistance being distributed to people who are not entitled, inappropriate recipient targets, and even manipulation of land data to obtain PSR funds. This problem is further complicated because there are no common supervision standards between related ministries and institutions so the verification and reporting processes are often late and out of sync. The involvement of the community and independent institutions in supervising this program is still very minimal. In fact, communities in the regions have great potential to become effective social monitors.

Unfortunately, they are rarely given space to participate in monitoring the implementation of PSR openly and systematically. This condition makes the program more closed and vulnerable to misuse by irresponsible parties. To improve this condition, it is necessary to strengthen the monitoring system by utilizing digital technology. For example, real-time reporting and the use of geospatial technology to monitor land conditions directly. With a digital system like this, the data collection, verification, and distribution of support can be more transparent and easy to track. If PSR program data can be accessed by the public, the public can be more active in monitoring the progress of the program, so that the opportunities for corruption, collusion, and nepotism can be minimized.

### **Proposed Solutions to Strengthen Program Effectiveness and Equity**

The role of the central and regional governments is crucial in ensuring the successful implementation of the People's Oil Palm Replanting Program (PSR). The central government is tasked with setting national policies, supporting regulations, and coordinating various related ministries/institutions. Meanwhile, regional governments play an operational role by facilitating data collection, verifying land legality, and empowering farmers in the field. Policy alignment between the central and regional governments is key to avoiding regulatory conflicts and ensuring that the program runs synchronously.

The role of financial institutions and technical institutions includes providing access to financing and technical assistance for farmers participating in the PSR program. Financial institutions such as government and private banks play a role in distributing credit with schemes that are appropriate for small farmers, while technical institutions including agricultural extension workers, universities, and research institutions are responsible for increasing the capacity of farmers through training, modern agricultural technology, and assistance in farm business management. Collaboration between the two is important so that farmers not only have capital but also the competence to manage oil palm plantations productively and sustainably.

The involvement of civil society and farmer organizations serves to strengthen transparency, accountability, and inclusiveness in the implementation of the PSR program. Farmer organizations and cooperatives help unite the voices of smallholder farmers, facilitate program submissions, and oversee the mentoring process in the field. On the other hand, civil society, including NGOs and academics, can carry out independent monitoring functions on program implementation and provide input on policies oriented towards agrarian justice. Their

presence helps ensure that the benefits of the program are not only felt by a handful of parties but reach smallholder oil palm farmers evenly.

In order for the Smallholder Oil Palm Replanting Program (PSR) to run more smoothly and provide real benefits to smallholder farmers, it is significant to align the rules and policies between the central and regional governments. Currently, overlapping rules and complicated procedures often confuse farmers and slow the assistance process. Therefore, there needs to be a simplification of administrative procedures that make everything easier and faster for farmers to access. In addition, the role of each ministry must be clearly stated, so that there is no confusion about tasks and responsibilities. Strengthening coordination between institutions is also very much needed so that the policies made can be implemented comprehensively and effectively.

The success of PSR is very dependent on the ability and mentoring of the farmers themselves. Farmers need to receive training not only on efficient and environmentally friendly oil palm farming techniques but also on farm business management and how to utilize the latest agricultural technology. The government, together with educational institutions and farmer organizations, must actively provide ongoing guidance so that farmers can manage their plantations better, produce more, and maintain environmental sustainability. Assistance must also include an understanding of financial management and financing so that farmers can manage their capital and businesses wisely.

A fair and inclusive partnership model must be developed so that small farmers are not left behind. Cooperation between farmers and large companies must be built on the principles of mutual benefit, transparency, and fairness. Farmer cooperatives can be intermediaries that strengthen farmers' bargaining positions while ensuring that they get equal access to financing, training, and markets. This partnership must pay attention to the welfare of farmers in the long term, not just short-term profits for large companies.

The program monitoring and evaluation system must be strengthened so that the implementation of PSR can be monitored properly and the results can be accounted for. The digital technology and geospatial systems to verify land and monitor aid distribution will make this process more transparent and accurate. Strengthening the capacity of institutions tasked with conducting evaluations is crucial so that obstacles in the field can be identified immediately and addressed promptly. With simpler governance improvements, ongoing assistance, fair partnerships, and transparent supervision, the People's Oil Palm Rejuvenation Program will be more effective and truly have a positive impact on smallholders and the sustainability of the palm oil industry in Indonesia.

## **CONCLUSION**

The People's Oil Palm Rejuvenation Program (PSR) is a government initiative to help smallholders renew their oil palm plantations with superior seeds and sustainable cultivation practices, to increase productivity and competitiveness without opening new land that damages the environment. The implementation of this program is carried out in stages, starting from data collection and verification of land legality, then distribution of seed assistance, production facilities, and technical training facilitated by cooperatives or farmer groups as a liaison between farmers and organizers. In addition to technical support, PSR provides financing in grants up to IDR 60 million per hectare and access to low-interest business credit to support plantation maintenance.

The implementation of the People's Oil Palm Rejuvenation Program (PSR) is faced with many primary challenges, such as overlapping regulations, gaps in access, and weak

supervision and transparency. The problem of disharmonious regulations between related ministries and institutions often confuses and hinders smallholders in accessing program benefits. In addition, the lack of land legality and limited information exacerbate the gap in access to the PSR program. Weak supervision, minimal involvement of civil society, and lack of transparency exacerbate this condition, creating room for deviations and inaccurate targeting. The success of the Smallholder Oil Palm Replanting Program (PSR) is highly dependent on the synergy between the central and regional governments, financial and technical institutions, and the active involvement of civil society and farmer organizations.

Policy harmonization and simplification of administrative procedures are key to overcoming overlapping regulations that hinder farmers' access to the program. In addition, strengthening farmer capacity through ongoing mentoring, farm management training, and an inclusive and fair partnership model will ensure farmer welfare and the sustainability of the palm oil industry. The importance of a digital technology-based monitoring and evaluation system cannot be ignored, so that the implementation of the PSR program can run transparently, efficiently, and provide positive impacts evenly for all smallholder oil palm farmers.

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