

THE DYNAMICS OF IMPLEMENTING THE SMALLHOLDER OIL PALM REPLANTING PROGRAM IN WEST PASAMAN REGENCY

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Received: 15/06/2026 | **Revised:** 25/06/2026 | **Accepted:** 15/07/2026 | **Published:** 20/07/2026

Abstract

The Smallholder Oil Palm Replanting Program (PSR) in West Pasaman Regency is implemented amid a high demand for replanting aging smallholder oil palm plantations. However, from 2018 to 2024, the realization program accounted for only approximately 2% of the area's total smallholder plantation potential. This gap indicates that support for the program has not been fully translated into implementation achievement. This study aims to analyze the dynamics of PSR implementation in West Pasaman Regency. A qualitative descriptive approach was employed, with data collected through in-depth interviews and document analysis. Informants were purposively selected based on their involvement in program implementation and included local government officials, program facilitators, farmer group administrators, and farmers. The data were analyzed thematically and interpreted through Hill and Hupe's policy implementation perspective. The findings show that farmers' high demand for replanting, the dissemination of program information through multiple actors, and government financial support have generated strong acceptance of the program. Nevertheless, land legality issues, disparities in the institutional capacity of farmer groups, and repeated document revisions within a multi-level verification mechanism constrain farmers' ability to access the program. This study argues that policy support is a necessary but insufficient condition for implementation achievement when administrative frictions and institutional capacity gaps impede the process of translating policy acceptance into actual access to the program.

Keywords: policy implementation; smallholder oil palm replanting; PSR; administrative friction; institutional capacity

INTRODUCTION

Oil palm plantations are a crucial sector supporting the economy of West Pasaman Regency. The area of oil palm plantations in this region covers 189,508 hectares, of which 126,934 hectares are smallholder plantations (West Pasaman Regency Plantation and Livestock Service, 2025). The large proportion of smallholder plantations indicates that the sustainability of the oil palm sector is directly related to the economic well-being of some communities in the region. Problems arise when oil palm plantations reach old age and experience a decline in productivity. Oil palm plantations that have passed 25 years of age tend to experience a decline in productivity, necessitating rejuvenation to maintain sustainable plantation yields and farmer incomes (Yulhendri et al., 2024).

The government responded to this issue through the Smallholder Oil Palm Replanting Program (PSR), which began in 2017 and is currently guided by Minister of Agriculture Regulation Number 5 of 2025. This program provides replanting financing support through the Indonesian Oil Palm Plantation Fund Management Agency (BPDPKS) and involves government actors at various levels, down to district/city government agencies, as technical implementers in the regions (Plantation Fund Management Agency, 2025). However, the existence of policies and financial support does not in itself guarantee the achievement of program objectives. Policy implementation takes place through a process involving actors, organizations, procedures, and target groups with different capacities and interests. Therefore, implementation issues are not only related to how policies are formulated, but also how they are managed and implemented in relationships between actors and between organizations (Hill & Hupe, 2002). This issue is evident in the implementation of the Reforestation and Reforestation Program (PSR) in West Pasaman Regency.

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Annisa Zara et al

Since its inception in 2018, the program has only reached approximately 2% of the potential for smallholder oil palm plantations in the region. In 2024, of the 750 ha replanting target, only 143 ha were realized (Afrizal, 2024). This achievement occurred when some smallholder oil palm plantations had entered their unproductive years and required replanting. This situation demonstrates a gap between farmers' need for replanting and the program's ability to reach smallholder oil palm plantations. In other words, the high demand for the program has not yet fully translated into implementation results. This gap demonstrates that the implementation of the PSR Program at the regional level is taking place within a more complex dynamic than simply the availability of the program and financial support.

Several studies have outlined various issues in the implementation of the Reforestation and Reforestation Program. Sari and Prihatin (2024) and Astiti et al. (2022) indicate that coordination between actors, limited resources, and complex administrative requirements hinder program implementation at the sub-district and farmer institutional levels. Rahmadini & Mayarni (2024) identified regulatory and technical issues in implementing Reforestation and Reforestation on peatlands, while Petri et al. (2024) highlighted limited technical knowledge, access to superior seeds, and financing as challenges to smallholder oil palm replanting in Indonesia. Other studies highlight the importance of the capacity and understanding of implementing actors at the field level in influencing program implementation (Mayarni et al., 2024; Ricardo et al., 2025). Meanwhile, Pratama and Yusran (2022) found that legal frameworks and farmer interests can support policy implementation, but weak transparency in fund management and rent-seeking practices hinder its implementation.

These studies provide important insights into the implementation of smallholder oil palm replanting policies. However, most research tends to focus implementation barriers on specific aspects, such as administration, resources, land characteristics, implementing capacity, or financial management. Relatively little attention has been paid to how conditions that support and hinder the program coexist and shape implementation dynamics at the district government level. Yet, regional agencies occupy a crucial position, dealing directly with farmer groups and connecting with policy and verification mechanisms at higher levels of government. This position makes the implementation of the PSR Program a relationship management process that occurs not only within implementing organizations but also across organizational boundaries and government levels.

Based on this gap, this study analyzes the dynamics of the implementation of the Smallholder Oil Palm Rejuvenation Program in West Pasaman Regency using the policy implementation perspective of Hill and Hupe (2002). This perspective is used to understand implementation as a management process that includes managing policy processes, managing inter-organizational relations, and managing internal and external contacts. Through this perspective, the study not only identifies conditions that support and hinder program implementation but also explains how these conditions are formed and work in relationships between actors and between organizations. This study aims to analyze the dynamics of the implementation of the Smallholder Oil Palm Rejuvenation Program in West Pasaman Regency.

RESEARCH METHODS

This study uses a descriptive qualitative approach to understand the dynamics of the implementation of the Smallholder Oil Palm Replanting Program (PSR) in West Pasaman Regency. A qualitative approach was chosen because the study seeks to explore conditions that support and hinder program implementation based on the experiences and involvement of actors in the implementation process. The study was conducted at the Plantation and Livestock Service of West Pasaman Regency and involved farmer groups related to the implementation of the PSR Program. The location was selected based on West Pasaman Regency's position as one of the smallholder oil palm plantation areas with high replanting needs, but showing low program achievements.

Research informants were determined through purposive sampling based on their knowledge and involvement in the implementation of the PSR Program. Informants consisted of the Head of the Office and the Head of the Plantation Division of the West Pasaman Regency Plantation and Livestock Office, proposing assistants, verification assistants, program assessment assistants, administrators of farmer groups participating in the PSR Program, as well as administrators of farmer groups and farmers who had not yet participated in the program. The involvement of informants from different positions was intended to obtain an overview of implementation not only from the perspective of the local government as technical implementers, but also from assistants and target groups who were directly involved with the requirements and the program proposal process.

Data were collected through in-depth interviews and documentation studies. Interviews were conducted using interview guidelines developed based on the research focus on actors' experiences during program implementation, relationships between actors, the proposal and verification process, and conditions influencing smooth implementation. Documentation studies were conducted on regulations, program implementation reports, plantation data, and other documents related to the PSR Program. Data from interviews and documentation were compared

through triangulation of sources and methods to verify the consistency of information obtained from different actors and data sources. Data analysis was conducted thematically through reading and reviewing interview results, identifying recurring information, grouping data based on common issues, and developing themes that explained the dynamics of the PSR Program implementation. The analysis process was conducted in stages from the beginning of data collection. Informant statements regarding rejuvenation needs, information delivery, financing, land legality, farmer group capacity, and document improvement processes were compared across sources to identify consistent patterns and differences in experiences among actors. The themes formed were then interpreted using Hill and Hupe's (2002) policy implementation perspective, specifically managing policy processes, managing inter-organizational relations, and managing internal and external contacts. Through this process, the analysis was directed not only at identifying enabling and inhibiting conditions but also at understanding how these conditions operate in the relationships between actors and between organizations during the PSR Program implementation.

RESULTS AND DISCUSSION

The implementation of the Smallholder Oil Palm Replanting Program (PSR) in West Pasaman Regency is taking place under conditions that are not entirely moving in the same direction. On the one hand, the program is supported by farmers' needs for replanting, ongoing information dissemination, and the availability of government funding. However, these conditions have not yet fully resulted in program outcomes commensurate with the needs of smallholder oil palm replanting. Research findings indicate that PSR implementation is shaped by the interaction between conditions that encourage program acceptance and various issues that arise during the proposal and verification process. These dynamics demonstrate that support for a policy cannot always be directly translated into implementation outcomes.

Rejuvenation Needs as a Basis for Program Acceptance

Farmers' need for rejuvenation is one of the strongest factors supporting the implementation of the Reforestation and Reforestation Program in West Pasaman Regency. Some smallholder oil palm plantations have reached old age and are experiencing declining productivity. This situation is also found in plantations that use poor-quality seeds, resulting in declining yields as the plants age. For farmers who depend on oil palm plantations for their income, declining productivity is not only a technical issue but also directly impacts the sustainability of household income.

Independent replanting is not an easy option for some farmers. The process of cutting down old plants, preparing the land, procuring seeds, replanting, and maintaining them requires relatively high costs. At the same time, farmers must also face a waiting period before the plants begin producing again. This situation makes the PSR Program seen as an opportunity to improve plantation productivity without having to bear the full cost of independent replanting. Field findings indicate farmers' hope and interest in the program, even though they understand that the application process is time-consuming and requires complex administrative requirements.

From Hill and Hupe's (2002) perspective, this condition relates to managing policy processes, particularly how policy objectives align with the challenges faced by target groups. The PSR program has a strong base of acceptance because the problems it aims to address are directly felt by farmers. Therefore, acceptance of the program is not solely driven by government pressure, but stems from the real need to maintain plantation productivity and income sustainability.

These findings align with Pratama and Yusran (2022), who demonstrated that high farmer interest is a factor supporting the implementation of the BPD PKS policy in the PSR Program. However, findings in West Pasaman Regency highlight further challenges. The high demand and acceptance of the target group have not yet resulted in high program outcomes. The low PSR realization indicates a gap between policy acceptance and implementation achievement. This means that while the program's alignment with farmers' needs is crucial for implementation, it is not sufficient to guarantee that farmers will complete the entire process required to become program recipients.

Dissemination of Information and Formation of Program Communication Networks

Research findings indicate that information about the PSR Program is not only conveyed through formal outreach conducted by the West Pasaman Regency Plantation and Livestock Service. Information regarding the program's objectives, benefits, requirements, and mechanisms is also disseminated by facilitators, farmer group administrators, and through farmer-to-farmer communication. Community meetings and interactions among farmers serve as another avenue for disseminating program information. This pattern allows information about the PSR to reach both existing and non-participating farmers.

The dissemination of information through various actors demonstrates that program communication has expanded beyond formal relationships between the government and target groups. Facilitators and farmer groups act as liaisons, translating program information into closer interactions with farmers. In the context of plantation communities, communication between farmers is also crucial, as the experiences of farmers who have been involved with the program can serve as a source of information for other farmers.

This situation can be understood through managing inter-organizational relations, as proposed by Hill and Hupe (2002). Policy implementation involving multiple actors requires communication relationships that allow information to flow across organizational boundaries. In the PSR Program, regional offices are not the sole source of information. Facilitators, farmer institutions, and inter-farmer communication networks form a chain of information dissemination that helps broaden public knowledge about the program.

However, the breadth of information dissemination needs to be distinguished from the program's ability to translate farmer knowledge into actual participation. Research findings indicate that PSR information is relatively well-known among the community, while program performance remains low. This situation indicates that implementation issues do not primarily lie in a lack of information. Information can increase farmer knowledge and interest, but the decision and ability to participate in the program are still influenced by farmer capacity and the requirements that must be met during the proposal process. Therefore, relatively broad communication is a supportive condition, but its effectiveness still depends on the implementation process after the information is received by the target group.

Funding Support and Access to Rejuvenation

Government financial support is another factor that strengthens farmers' acceptance of the Reforestation and Reforestation Program. Plantation rejuvenation requires funding, from the removal of old plants to the maintenance of new ones. The high cost makes it difficult for some farmers to undertake replanting on their own. Under these circumstances, financial support through the Reforestation and Reforestation Program opens up access for farmers who previously had limited access to replanting.

For farmers, financial support not only reduces costs but also reduces dependence on loan-based financing sources. Therefore, government funding is one of the main attractions of the Reforestation Reforestation Program. Research findings indicate that the availability of financial support strengthens farmers' interest in participating in the program, especially when the decline in plantation productivity is no longer outweighed by the costs of independent replanting.

The implementation of the PSR Program financing involves relationships between fund management institutions, banks, and farmer organizations. This mechanism demonstrates that funding support does not operate as a stand-alone instrument, but relies on inter-organizational relationships that enable funds to be accessed and utilized in the rejuvenation process. From the perspective of managing inter-organizational relations (Hill & Hupe, 2002), the existence of a financing scheme demonstrates the importance of connectedness between central and regional actors in supporting program implementation.

Findings in West Pasaman Regency differ from those of Pratama and Yusran (2022), who identified issues of transparency in fund management and rent-seeking practices as obstacles to the implementation of the BPDPKS policy in Bungo Regency. In the West Pasaman context, funding support is perceived as a factor that encourages farmers to participate in the program. This difference demonstrates that the same financing instrument can produce different implementation dynamics when dealing with the context of inter-actor relationships at the regional level.

However, the availability of refinancing support highlights a paradox in the implementation of the Replanting Replanting Program in West Pasaman Regency. While the need for replanting is high, program information has been disseminated, and financial support is available, program implementation remains disproportionate to the potential of plantations requiring replanting. These findings suggest that the primary challenges of Replanting Replanting cannot be explained solely by the presence or absence of policy support. Obstacles begin to emerge when farmers and farmer groups engage in the administrative and institutional processes that determine whether such support can be accessed and translated into replanting implementation.

Land Legality as a Barrier to Access to Programs

Land legality is one of the most frequent issues affecting the PSR Program proposal process in West Pasaman Regency. To participate in the program, farmers must meet the requirements for land ownership or control through a Land Ownership Certificate (SHM), a Land Information Letter (SKT), or other required supporting documents. In practice, farmers' land administration does not always meet these requirements. Research has found discrepancies in ownership documents due to transfers of land rights that have not been accompanied by a name change. Some farmers

also lack adequate ownership documents and require a certificate from the village government to complete the proposal process. Another issue arose in fulfilling the documentation related to the area's status. Issuing a forest area clearance certificate requires the involvement of agencies outside the West Pasaman Regency Plantation and Livestock Service. The lengthy process for issuing these documents prevents proposals from proceeding immediately even if farmers have met other requirements. Thus, the smooth running of PSR proposals is not entirely under the control of regional agencies or farmer groups, but also depends on administrative processes managed by other organizations.

From the perspective of Hill and Hupe (2002), this situation demonstrates the link between managing policy processes and managing internal and external contacts. Legal requirements are needed to ensure the clarity of the land status of program recipients. However, when policy requirements meet the varying administrative conditions of farmers' land, the implementation process creates administrative friction. This friction does not always arise from resistance to the policy, but rather from the gap between the program's administrative standards and the land documentation conditions of the target group.

These findings reinforce research by Rahmadini and Mayarni (2024), who identified complex land legality as a key obstacle to implementing the Reforestation and Reforestation Program on peatlands in Indragiri Hilir Regency. The emergence of similar issues in different regional contexts demonstrates that land legality cannot be understood solely as an administrative error on the part of individual farmers. These issues highlight more structural barriers to the implementation of smallholder oil palm replanting, particularly when access to the program depends on the interconnectedness between plantation administration, land administration, and area status.

In the West Pasaman context, land legality is the first point that demonstrates why farmers' needs and interests don't always translate into program participation. Farmers may need replanting, be aware of the program, and be interested in the available financial support, but still be unable to proceed if their land documents don't meet the requirements. Thus, access to PSR is ultimately determined not only by farmers' needs but also by their ability to meet the administrative standards that serve as the program's entry point.

Institutional Capacity of Farmer Groups and Gaps in Ability to Access Programs

Farmer groups play a crucial role in the implementation of the PSR Program because the proposal process involves farmer organizations. Group administrators play a role in coordinating members, collecting and reviewing documents, and communicating with facilitators and regional agencies throughout the proposal process. This position makes farmer group capacity a crucial factor in determining the speed and smoothness of the program's administrative process.

Research findings indicate that capacity across farmer groups in West Pasaman Regency is uneven. Some administrators are capable of coordinating members and meeting program administrative needs, while others struggle to understand and complete requirements. This disparity in capacity was also evident when the proposal process began using an electronic system. Operating the system requires administrative and technical skills that are not always shared equally among farmer group administrators.

This situation demonstrates that farmer group institutions cannot be understood solely as administrative channels for program submissions. In practice, farmer groups function as implementation intermediaries, connecting farmers with facilitators and local governments. When the group's institutional capacity is relatively strong, information and program requirements can be managed more quickly. Conversely, limited management capacity can slow down document collection, communication, and follow-up on verification results.

From the perspective of managing internal and external contacts (Hill & Hupe, 2002), the internal capabilities of farmer groups influence the quality of their relationships with external actors during the implementation process. This finding aligns with Sari and Prihatin (2024) and Astiti *et al.* (2022), who demonstrated that limited institutional understanding and human resources can hinder the implementation of the PSR Program. However, research in West Pasaman Regency shows that capacity issues are not uniform. Differences in capabilities between groups result in differences in their ability to access the program, even though they face the same policies and requirements.

These findings demonstrate a gap in implementation capacity at the target group level. Under these circumstances, access to the program is determined not only by the suitability of the farm or the needs of the farmers, but also by the group's organizational capacity to manage the proposal process. A system that applies relatively the same requirements to all groups can result in disparate implementation experiences when their institutional capacities are unequal. Therefore, the low achievement of PSR should also be interpreted as an issue of the institutional capacity of farmer groups to navigate the increasingly administrative and electronic implementation process.

Multi-Level Verification and Document Improvement Cycle

The PSR Program proposal process goes through a verification process involving district, provincial, and national levels. Each stage aims to ensure data compliance and completeness of requirements before the proposal can proceed. However, research findings indicate that data inconsistencies or document errors at one stage result in the proposal being returned for revision. The revised documents then undergo another review process before moving on to the next stage.

In some proposal processes, document revisions are not a one-time process. Discrepancies discovered during subsequent verification stages can result in the document being resubmitted to the farmer group for revision. This pattern creates a cycle of review, return, revision, and resubmission, extending the proposal process. With more actors and levels involved, communication about document deficiencies must also move back through the implementation chain until it reaches the farmer group.

This mechanism presents a dilemma in managing inter-organizational relations (Hill & Hupe, 2002). On the one hand, tiered verification is needed to maintain data accuracy and accountability for the use of program funds. On the other hand, inter-organizational relationships that rely too heavily on post-document correction mechanisms can result in repetitive administrative processes. The problem lies not solely in the number of organizational levels, but in how errors and discrepancies in documentation are detected, communicated, and resolved along the implementation chain.

This finding is related to Putri et al. (2022), who showed that the dominant central government control over sustainable palm oil governance can limit implementation flexibility at the regional level. However, the West Pasaman case demonstrates that delays stem not only from hierarchical authority structures. Technical errors and incomplete documents at the local level also contribute to the repetitive verification process. Thus, implementation delays arise from the interaction between the complexity of inter-organizational mechanisms and the capacity of local actors to prepare proposals that meet program requirements.

The iterative process of document revision becomes a point where various implementation obstacles converge. Land legality issues can result in incomplete documents, while limited capacity within farmer groups impacts their ability to prepare and revise documents quickly. When these conditions enter the multi-level verification mechanism, administrative errors can cascade back and forth along the implementation chain. Therefore, the verification process is not simply a technical step for reviewing documents, but rather a space that reveals how issues at the farmer level, group institutions, and inter-organizational relationships accumulate in the implementation of the PSR Program.

The Dynamics of PSR Implementation: Support that Has Not Yet Fully Transformed into Achievements

Overall, the research findings indicate that the low achievement of the PSR Program in West Pasaman Regency cannot be explained simply by a lack of support. Rather, the program was implemented under conditions of high need for replanting, widespread information disseminated through various actors, and the availability of government financial support. These three conditions created a relatively strong base of acceptance among the target group. However, this support has not yet fully translated into participation and program outcomes, as farmers must go through a series of administrative and institutional processes before replanting can be implemented.

These dynamics demonstrate the gap between policy acceptance and access. The need for rejuvenation drives farmer interest, information dissemination broadens program knowledge, and financial support reduces financial barriers. However, as farmers enter the application process, issues with land legality and document completeness begin to limit program access. Capacity differences across farmer groups further impact their ability to manage these requirements. Unresolved issues at the group level then enter the tiered verification mechanism, potentially resulting in a recurring cycle of document revisions.

From the perspective of Hill and Hupe (2002), this situation indicates that managing policy processes, managing inter-organizational relations, and managing internal and external contacts do not operate in isolation. While the alignment of policy substance with the needs of target groups can strengthen program acceptance, successful implementation still depends on the ability of actors and organizations to manage relationships throughout the implementation process. When administrative issues at the farmer level meet gaps in institutional capacity and hierarchical coordination mechanisms, policy support can be stifled before it produces program outcomes.

This research confirms that the problem with the implementation of the Rejuvenation Reforestation Program (PSR) in West Pasaman Regency lies not primarily in the low demand or rejection of the program by target groups, but rather in the process that connects policy support with farmers' actual access to the program. Policy support is a necessary condition, but not sufficient in itself, to achieve implementation outcomes. When administrative requirements, gaps in farmer group institutional capacity, and multi-level verification mechanisms are intertwined, support for the program can be held back before it translates into rejuvenation implementation. Therefore, reducing

administrative friction, strengthening farmer group institutional capacity, and improving document resolution mechanisms along the verification chain are crucial in narrowing the gap between the high need for rejuvenation and the low realization of the PSR Program in West Pasaman Regency.

CONCLUSION

This study shows that the dynamics of the implementation of the Smallholder Oil Palm Replanting Program (PSR) in West Pasaman Regency are shaped by a mismatch between strong support for the program and the implementation process' ability to translate that support into outcomes. The high demand for replanting by farmers, the dissemination of information through various actors, and government financial support have fostered strong acceptance of the PSR. However, this acceptance is challenged by issues of land legality, differences in the institutional capacity of farmer groups, and the process of document improvement within the multi-level verification mechanism. The interaction of these various conditions means that farmers' needs and interests do not always translate into actual access to the program.

Hill and Hupe's (2002) perspective demonstrates that the success of PSR implementation depends not only on the alignment of policy objectives with the needs of target groups. Policy process management, inter-organizational relationships, and the internal and external relationships of implementing actors mutually influence each other throughout the implementation process. This research confirms that policy support is a necessary, but not sufficient, condition for ensuring program outcomes when administrative friction and institutional capacity gaps continue to limit target group access. Therefore, improvements in PSR implementation need to be directed at strengthening the administrative capacity of farmer groups, assisting in resolving legal issues from the initial proposal stage, and providing verification mechanisms that allow for early identification and resolution of document discrepancies before proposals progress to the next level of verification.

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THE DYNAMICS OF IMPLEMENTING THE SMALLHOLDER OIL PALM REPLANTING PROGRAM IN WEST PASAMAN REGENCY

Annisa Zara *et al*

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