

Policy of Supply Chain Network in the Policy-Making Process: A Case of Communal Land Policy in Riau, Indonesia

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Abstract— Public policy and associated governmental regulatory issues play critical roles in shaping the practice of supply chain management. This study attempts to examine the role and concept of policy of supply chain network, particularly dialectical model proposed by Marsh & Smith (2000) in explaining policy outcomes by taking a case study of communal land policy-making process. This study applies qualitative method and primary data collection techniques of in-depth interviews and document study. This study shows that dialectical model can be applied in explaining the role of policy network on the outcomes of communal land policy in Riau, Indonesia. The outcomes of communal land policy are determined by the dialectical relationship between structure and agency, network and context, network and outcome, as well as problem orientation from policy actors. Inside-government-actors dominate the policy-making process and create a limited network. Therefore, outside-government-actors do not have sufficient access to influence policy outcomes.

Keywords— communal land (*tanah ulayat*); dialectical; policy, supply chain network, policy outcomes.

1. Introduction

This study discusses policy of supply chain network in communal land policy-making process in Riau Province. Policy of supply chain network analysis has benefits and advantages in terms of analyzing the relationship between actors with their respective interests to influence the policy process, both in policy implementation and policy formulation [1-11]. The [12] is reinforced by the argumentation of [7] stating that policy outcomes are the result of bargaining process and contestation of the interests of actors with their resources. In this regard, this study of policy network is highly relevant both conceptually and empirically in discussing the policy-making process [6].

Studies applying the concept of policy of supply chain network have been carried out by other scholars with different focuses. The *first* focus is directed towards the relationships between actors in policy network, as seen in the studies by [12-14]. The

three studies essentially discuss the performance of policy network by analyzing the actors involved and the relationship between actors in the policy process. The *second* focus is the application of Advocacy Coalition Framework analysis, as seen in the studies by [15-17]. The application of Advocacy Coalition Framework analysis is proposed [18]. This analysis emphasizes the importance of belief system in a coalition relationship.

Based on these classifications, previous studies of policy network are merely limited to analyzing actors as well as the relationship between actors and their interests, while the novelty of this study is the application of dialectical model [11] in the context of communal land policy-making process. This approach focuses on interactive relationships between structure and network, context and network, as well as network and outcomes that are capable to explain why communal land policy network in Riau Province can constantly change and remain unchanged; as well as how internal and external contexts influence the changes in the network. In this regard, the concept of policy network is highly relevant to be discussed in studies of political science since it discusses power and interaction between actors.

Meanwhile, studies of communal land in various regions in several countries have been carried out by scholars of different scientific backgrounds. Such studies are carried out in developed countries like Canada and New Zealand by [19, 20]. Other studies are also carried out in developing countries in Africa, Latin America and Asia, such as in communal land of indigenous peoples of Ibos in Southeast Nigeria by [12, 14]

Communal land (*Tanah Ulayat*) in Indonesia has also been studied by [5, 7]. Of these three studies, it can be concluded that there are some complexities in the issues of communal land in Indonesia, namely the absence of empirical recognition by the state felt by indigenous peoples, domination of corporate power in the utilization of communal land, the absence of the state in the protection of the rights of indigenous peoples, particularly the rights to their communal land. Meanwhile, the difference between these three studies is the application of different approaches in observing the issues of communal land. However, of these

various studies of communal land, none applies the perspective of policy network.

This study attempts to explain the role of dialectical model proposed by Marsh & Smith (2000) as a policy of supply chain network analysis in explaining the outcomes of communal land policy in Riau Province, Indonesia. Communal land policy in Riau Province is not empirically capable to resolve the conflict between indigenous people and corporation. Furthermore, the formulation process of communal land policy has not actively involved various stakeholders. Therefore, the policy outcomes have received a lot of criticism since they are considered not in favor of the justice of indigenous peoples.

2. Dialectical Model in Policy Network

Organizations can gain competitive advantage by running supply chain network scenarios, evaluating and proactively implementing changes in response to dynamic business scenarios like new product introduction, changes in demand pattern, addition of new supply sources, and changes in tax laws. The previous models are more concentrated on power structures such as advocacy coalition according to [4], explaining seven dimensions of policy network influencing the policy-making process, namely: (1) Actors; (2) Function; (3) Structure; (4) Institutionalization; (5) Rules of Conduct; (6) Power Relations; and (7) Actor Strategies. However, the concept has not observed the dialectical relationship of the dimensions of the policy network itself. Marsh & Smith (2000) introduce dialectical model as a policy network analysis in discussing policy-making process and policy outcomes. This model clearly analyzes not only the actors, relationships between actors, and their interests, but also the transformation of network in policy network due to the dynamic nature of network. Thus, how networks can change and remain unchanged shall be analyzed. The dialectical model presented by [8] refers to the interrelationships between:

2.1 Structure and agency

Supply chain network design is a powerful modeling approach proven to deliver significant reduction in supply chain costs and improvements in service levels by better aligning supply chain strategies. According to Marsh & Smith (2000: 5-7), there are several important factors to understand the relationship between structure and agency, namely (1) Networks as agents; *first*, networks are structures that constrain and facilitate agents; and *second*, the culture

of a network acts as a constraint and/or opportunity on/for its members; (2) The role of agents; meaning that policy outcomes cannot merely be explained by network structure, but also by the outcomes of strategy. In this regard, there are three important things to comprehend. *First*, the interests or preferences of members of a network may not be defined merely, or perhaps even mainly, in terms of that membership. *Second*, the constraints on, or opportunities for, an agent's action resulting from network structures do not happen automatically; they depend on the agent's discursive construction of those constraints or opportunities. *Third*, network members have skills that affect their capacity to use opportunities or negotiate constraints; (3) Agents Change Structures; agents choose policy options, bargain, argue, and break up networks. Thus, agents can, and do, negotiate and renegotiate network structures. As such, any explanation of change must emphasize the role of agents, while also acknowledging that the broader context within which the network operates affects the interests and actions of network members.

2.2 Network and context

There are two explanatory factors to explain the relationship between network and context, namely endogenous and exogenous factors. In [4] suggests that any policy change shall result from a change in the pattern of resource dependencies within the network. In contrast, In [12] argue that most network change results from exogenous factors; they focus on four bases: economic, ideological, political, and knowledge-based [11].

2.3 Network and outcome

There is no recognition that policy outcomes also affect the shape of the policy network directly, as well as having an effect on the structural position of certain interests in civil society and the strategic learning of actors in the network. Outcomes may affect networks in at least three ways. *First*, a particular policy outcome may lead to a change in the membership of the network or to the balance of resources within it. *Second*, policy outcomes may have an effect on the broader social structure that the position of a particular interest in relation to a given network. *Third*, policy outcomes can affect agents. Clearly, agents learn by experience [11].

The interrelationship or dialectical relationship in policy network and policy outcome by Marsh and Smith (2000) are described in the following figure:

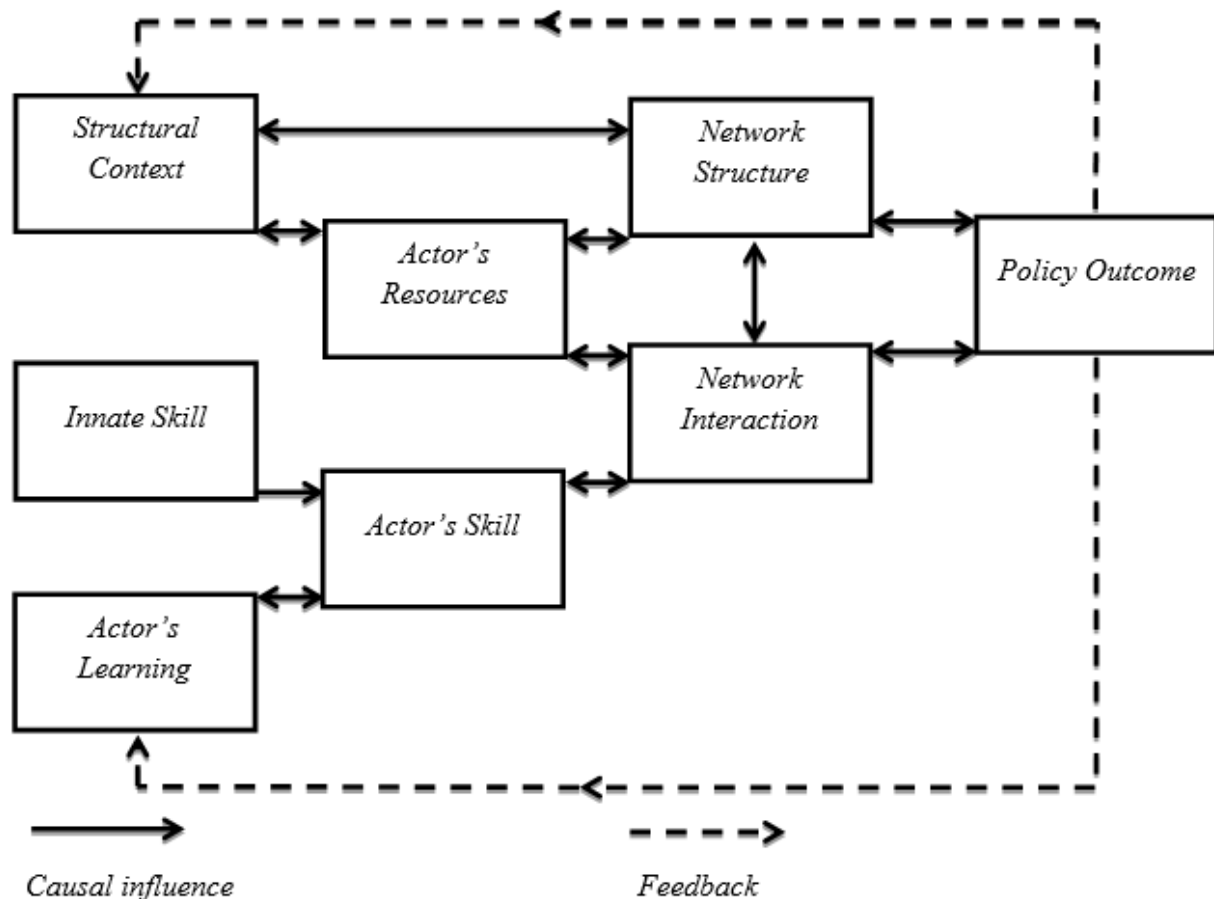


Figure 1. Policy Network and Policy Outcome: A Dialectical Approach

3. Methods

This study applies qualitative approach that, according to Creswell (2016: 4) [3], is a method for exploring and understanding the meaning perceived by a number of individuals or groups of people to originate from social or humanitarian issues. Denzin & Lincoln (2009: 5) [8] also state that qualitative study is an interdisciplinary and occasionally counter-disciplinary field. The purpose of qualitative study is to describe and understand social phenomena in terms of the meaning provided by humans.

The data collection techniques in this study are observation, in-depth interviews, and collecting documents and audio-visual materials. The informants in this study are determined purposively, usually applied in an explorative and field study [17]. The informants can be classified into two parts, namely from government institutions and non-government institutions. The representatives of government institutions are from the Ministry of Home Affairs, the Ministry of Agrarian and Spatial Planning/National Land Agency, the Ministry of Environment and Forestry, Riau Provincial Government and Regional House of Representatives (DPRD) of Riau. Meanwhile, the representatives of non-government institutions are from the Malay Customary Institution (LAM) of Riau, the Kampar Customary Institution (LAK), the

Indigenous Peoples Alliance of the Archipelago (AMAN) of Riau and Indragiri Hulu, Jikalahari, Indonesian Forum for the Environment, and Scale Up. The data analysis in this study applies the stages proposed by [13], namely data condensation, data display, report writing and conclusion drawing.

3.1 Dialectics in Communal Land Policy-Making Process

3.1.1 Dialectical Relationship between Structure and Agency

Supply chain networks have increasingly become global and dispersed. A variety of factors—ranging from cost structures, tax laws, skills and material availability, new market entry and others—have driven companies to redesign and reconfigure their supply chains continually. The consequent increase in complexity of market, channel, supply networks and distributed facilities has rendered related planning more intricate and complex. According to [19], networks are organizations shaping the behavior and attitudes of actors in the policy-making process. Networks play a role in determining agenda setting and membership in a policy formulation. In relation to the context of communal land policy-making process in Riau Province, the organizations involved can be divided into two parts, namely:

1. Inside-government-actors, and
2. Outside-government-actors.

Furthermore, the actors involved in communal land policy-making process can be seen in the following table:

Table 1. The Actors Involved in Communal Land Policy-Making Process and Its Utilization in Riau Province in 2015

Inside-government-actors		Outside-government-actors
Actors of Regional Government	Actors of Central Government	
DPRD of Riau Province	The Ministry of Home Affairs	Malay Customary Institution (LAM) of Riau
Provincial Government of Riau (Governor, Regional Secretary, Legal Affairs Bureau of Regional Secretary, Forestry Office, and Plantation Office)	The Ministry of Agrarian and Spatial Planning/National Land Agency (BPN) of Riau Province	Kampar Customary Institution (LAK)
		District/Municipal Malay Customary Institution (LAM) of Riau Province
		Academics
		Private Sector
		Media

Source: obtained from primary data, 2018

Each actor plays their role with their interests and resources. Regional Parliament (DPRD Riau) has a dominant role in the policy-making process since policy initiatives originate from this institution. The initial objective of the establishment of this policy is to provide legal protection and certainty for indigenous peoples regarding the rights of their communal land. DPRD Riau intensely interacts with the Provincial Government of Riau in planning and refining the draft of the policy. Consultations are also carried out with the Central Government through the Ministry of Agrarian and Spatial Planning/National Land Agency (BPN) and the Ministry of Home Affairs.

The outside-government-actors involved in the policy-making process are Malay Customary Institution (LAM) of Riau, customary institutions in the Districts/Municipalities as well as representatives of academicians and the media. However, the role of these outside-government-actors is limited and not optimal. LAM of Riau considers the policy-making process not comprehensive and not representing the entire indigenous peoples in Riau. The outside-government-actors with the intention and attitude to fight for the interests of indigenous peoples have attempted to enter communal land policy network. However, limited access built by policy network by inside-government-actors renders the outside-government-actors unable to freely provide input. Therefore, the control over communal land policy-making process is extremely weak. Thus, it does not produce a policy focusing on implementation and solution.

Meanwhile, the members in policy network have the skill to shape their capacity using negotiation or lobbying methods [20]. In this regard, the negotiation or lobbying efforts carried out by the actors in communal land policy networks are more dominated by the internal body of DPRD Riau as the initiator of communal land policy. The negotiation or lobbying is

started with the efforts of the Commission A of DPRD Riau Province to include the draft of local regulation on communal land into Local Regulation Formation Program (Propemperda). Furthermore, the Commission A of DPRD Riau has to convince all Fractions to approve the draft of local regulation initiated by Commission A to be the initiative of DPRD Riau. At this level, there are many opinions and criticisms about the initial draft.

The next stage is the negotiation regarding material input on the content of communal land draft discussed by the Special Committee with various parties. The negotiation also includes indigenous functionaries. Initially, the draft of communal land local regulation did not include the term of indigenous functionaries. This term is an input from LAM of Riau, trying to include all the elements of indigenous functionaries in the draft. The indigenous functionaries in question is someone or several people called *datuk-datuk* or *Ninik Mamak*, *Batin* and other names according to local customs appointed as the leaders of the indigenous peoples (Pucuk Adat).

This policy also regulates communal rights. Communal rights are the rights of indigenous peoples to a certain land/region/area and what is contained within and above that ownership, management procedures and utilization are regulated under customary law [24]. The utilization of communal land by a third party must be agreed by the indigenous functionaries or the holders of communal land rights based on the agreement of the members of local indigenous peoples. When the cooperation has ended, the communal land must be returned to the indigenous functionaries. Thus, the input from the LAM of Riau provides a glimmer of hope for indigenous people to the ownership, management and utilization of communal land.

Negotiation in the formulation of communal land policy is not always successful. Many inputs from LAM of Riau are not accommodated in the policy. For example, the type of communal land is not detailed in

the draft. The MKA Head of LAM of Riau states that there are different characteristics of indigenous peoples in Riau, namely coastal and mainland indigenous peoples. This is an unregulated principle in communal land policy.

Coastal indigenous peoples such as Laut, Akit, and Anak Rawa Tribe certainly question their rights, unregulated in the policy, even though they have inhabited the areas in the coastal Riau long before the Unitary State of the Republic of Indonesia was formed. In fact, the original village of Anak Rawa in Penyengat Village also has a conflict with corporations having Industrial Forest Plantation (HTI). Moreover, Laut and Akit Tribe recognize the terms of sea, river and water yard instead of communal land.

In [6] state that the dialectics between actors and network structure is caused by inconsistent network structure and resources owned, as well as intensive interactions between actors that can even change network structure. The reasons why the government is the dominant actor in communal land policy-making process are, *first*, the government has a political authority. In [7] states that political authority is owned by institutions such as courts, legislative institutions, and executive institutions. *Second*, skills and source of information. Meanwhile, outside-government-actors also have specific knowledge about the substance of communal land. However, the resources owned by outside-government-actors are not optimally utilized by inside-government-actors. Thus, the network structure is formed by inside-government-actors, defining the role of other actors.

3.1.2 Dialectical Relationship between Network and Context

In [6] explain that changes in network structure of policy and policy outcomes can be caused by internal or endogenous factors and external or exogenous factors. Endogenous and exogenous factors determine the network; while exogenous factors can affect resources, the interests of actors in policy network, network structure, interactions in networks, and policy outcomes. In the context of this study, the endogenous factors determining communal land policy-making process are, *first*, authority. Local governments have the authority to make local legal products aiming to improve the lives of people in the region. This constitutional authority is utilized by local governments to take the initiative in designing communal land policy and discuss it with the group of interests. The Central Government in this regard also has the duty to ensure that local legal products do not conflict with higher regulations and public interest as well as do not violate the applicable values or norms.

The *second* endogenous factor is commitment. Commitment is required to ensure that the policies produced can positively and properly be implemented. However, the Provincial Government of Riau is still "half-hearted" in designing a policy capable of answering issues not merely in the short term but also in the long term for the benefit of indigenous peoples. Various important inputs in the hearing, discussions,

and other formal meetings are not accommodated in the policy material, such as the input regarding the need for prior identification of the territories of indigenous peoples and communal land. Thus, an indicative map of indigenous peoples shall be produced as a basis for recognition of the communal land.

Exogenous factors imply that network structure and policy outcomes are determined by policy context. The first exogenous factor is economic factor. Economic factor in the context of communal land policy-making process is the poverty of indigenous peoples in Riau Province. Mostly, communal land as the source of livelihood of indigenous peoples has currently been controlled by corporations with various types of permits obtained from the Government. The marginalization of the lives of indigenous peoples causing poverty is recognized by indigenous functionaries. One of the indigenous functionaries in Kuantan Singingi District states that communal land has been utilized by corporations and various efforts have been taken to reclaim the customary rights without success.

In this regard, through communal land policy-making, Local Governments can allocate economic resources to indigenous peoples. It is an obligation of local governments to protect and improve the welfare of indigenous peoples. Economic resources that have been "seized" by corporations shall be returned by containing the provisions in communal land policy, since even to meet the needs of life and take forest products in their area, the indigenous peoples are criminalized by the corporations.

Another economic factor is the existence of local economic interests. Massive investment in the plantation sector in Riau Province is quite intense. On the one hand, this investment greatly benefits local economy, yet on the other hand it will threaten the survival of indigenous peoples. "Agate has been washed away, chickens have been loosed, while fish, rattan and wood have run out." Such is the condition of indigenous people in the plantation area of corporations. The investment value of food crops and plantations in Riau Province in 2017 is IDR 2,138,840,000,000.- for Domestic Investment (PMDN) and IDR 1,358,323,460,000.- for Foreign Investment (PMA). Thus, the total investment value is IDR 3,497,163,460,000.

This promising investment value influences communal land policy-making process since most of the territory of indigenous peoples is within the operational area of plantation-corporations. Not only in the plantation area, there are also indigenous territories in the mining area and forestry area. In the mining sector, the investment value amounts to IDR 3,501,760,000,- while the investment value in the forestry sector in Riau Province amounts to IDR 165,307,030,000.

The second exogenous factor is ideology. According to [1] "ideology is a fairly coherent and comprehensive set of ideas that explains and evaluate social condition, helps people understand their place in society, and provides a program for social and political

action." Therefore, ideology has several characteristics, *first*, as a view of life of the community; *second*, as a model and vision of a good community order in the future; and the *last*, to explain how political change is obtained and shall be carried out.

In terms of ideology, initially, the influence of Pancasila (the nation's five principles) and nationalism was significant in planning communal land policy. DPRD Riau as the party initiating communal land policy argues the need for the state to be present in overcoming the issues of communal land. Indigenous peoples are treated unfairly and cannot enjoy economic resources they own. Supposing that this incident persists, it is not impossible that there shall be a greater conflict. It is feared that Riau Merdeka (Free Riau) movement shall re-occur.

Communal land policy is indeed prepared with the ideology of nationalism and Pancasila. However, in its development, the policy has drawn criticism from outside-government-actors since there are various shortcomings hindering the implementation of the policy. The substance of the policy not accommodating the interest of the entire indigenous peoples in Riau is a fundamental issue of the communal land policy. Furthermore, management and control over mining materials in communal land are returned to the state by ignoring the rights of indigenous peoples. These provisions render indigenous peoples powerless. Thus, the existence of indigenous peoples shall eventually be eliminated from their resources.

The environment of communal land policy is also influenced by neo-liberalism. The Government and Local Governments currently prioritize corporate interests of large investors. Liberalization in economic and trade sectors make the economic situation of indigenous peoples in Riau tough. Indigenous peoples are stripped from their rights to manage communal land and forests. Communal land owned by indigenous peoples has already converted into plantation areas. Even the local community cannot reap the products of the plantation.

Indonesian Forum for the Environment of Riau states that land tenure in Riau Province is merely owned by a small number of individuals and none of them are from Riau. The state only recognizes the existence of communal land yet retain the rights to the communal land. It causes legal uncertainty for indigenous peoples to control and have their rights. Thus, the existence and influence of neo-liberalism in the local level causes indigenous peoples to experience oppression, not only by the owners of capital but also by the attitudes and policies of the Government that have been contaminated with neo-liberalism.

The third factor is political factor. Policy network and outcomes are influenced by certain political interests. Even though local governments have constitutional authority for making Local Regulations, every decision is also influenced by the political interests of other groups. The birth of a policy is a result of a political process. The introduction of the issue of communal land in the policy agenda of Riau

provincial government is caused by the pressures from indigenous peoples. The indigenous people have repeatedly demanded their rights to DPRD and the Provincial Government of Riau through the relevant agencies.

Indigenous peoples and interest groups put strong pressure on the Local Government of Riau Province in the planning of communal land policy. Nationally, there is also political pressure carried out by organizations such as the Indigenous Peoples Alliance of the Archipelago (AMAN), HuMa, and Epistema Institute. They always fight for the rights of indigenous peoples by voicing their aspirations to the Central Government as well as the Local Governments; fighting for policies that can recognize and protect the traditional rights of indigenous peoples.

In the phase of formulation and drafting of the policy, greater pressure comes from Malay Customary Institution (LAM) of Riau and policy thinkers from academicians. Intensive discussion is indeed carried out with these parties to ensure changes in the form of policy alternatives. Another political pressure also comes from corporations with an interest in the utilization of communal land. This political pressure is not formally carried out at draft meetings of communal land policy since they are not involved in the process of policy formulation. However, this bargaining may occur when spatial policy is also discussed simultaneously.

Spatial policy and communal land policy are interconnected since in the spatial discussion, the area where the corporations operate in Riau Province shall be discussed. In other words, there are slices of spatial and communal land policies since the indigenous territories include communal land and forest. Jikalahari, an NGO, criticizes the spatial policy of Riau Province that greatly benefits the corporations and weakens the position of indigenous peoples. Spatial policy merely legalizes the interests of corporations with Industrial Timber Plantations (HTI), oil palm plantations, and mining.

The fourth exogenous factor is the knowledge-based context. Knowledge in this context is technological development. The development of knowledge and technology is coherent with the development of industrialization. The consequence of the development of industrialization is the increasing need for natural resources to be produced such as land, forests, plantations, and mining materials. Riau is a province that has all expected aspects for the development of industrialization. Industrialization taking place in Riau gradually becomes a threat to the lives of indigenous peoples. Their communal land is taken by the corporation under the pretext of economic growth.

Meanwhile, it is necessary to emphasize that the influence of knowledge and technology does not stand alone. Knowledge and technology interact with other exogenous factors, namely economics, ideology, and politics. Exogenous factors also correlate with endogenous factors in influencing networks. Exogenous factors do not directly change the existing

network structure since it depends on the interpretation of the actors regarding the exogenous factors. The actors in communal land policy network shall act and play their role, influenced by the policy context or policy environment.

3.1.3 Dialectical Relationship between Network and Outcome

According to [7], dialectical relationship between network and outcome can be explained in three manners, namely: *First*, policy outcomes may affect members alteration in policy network, or balance resources in policy network. Long before communal land policy-making process in Riau Province, an institution was formed in 2012 to be a forum for indigenous peoples in Riau Province, called Malay Customary Institution (LAM) of Riau. In 2015, a policy was also drafted and stipulated in the Regulation of Riau Province No 9 of 2015 on the Preservation of Riau Malay Culture. Both are efforts to maintain the identity of the community of Riau Malay.

The policy outcomes of LAM of Riau and the preservation of Malay culture can be the basis of consideration for actors in the Special Committee of communal land to determine who is involved in policy network in the establishment of LAM of Riau and the preservation of Riau Malay culture, as well as to involve similar outside-government-actors. LAM of Riau is considered as a compatible and capable institution to discuss communal land policy since this institution consists of representatives from cultural observers and indigenous peoples to the inner level, *kepenghuluan*, *kenegerian*, or other names. This consideration is the basis for involving actors in the network structure of communal land policy.

Not only resulting in changes in local policy, the strengthening of agrarian reform by emphasizing the rights of indigenous peoples campaigned by the Central Government causes the members of communal land policy network, namely LAM of Riau, strengthen the legal basis for indigenous peoples. Communal land

management is not sufficient to deal with the dynamics at the local level, or even to accommodate predetermined national policies. Therefore, LAM of Riau demands for more intense discussions and other competent actors as well as NGOs focusing on the interests of indigenous peoples.

Second, policy outcomes shall probably influence social structure and weaken the position of members in policy network. Under particular conditions in the process of initiation of communal land policy in Riau Province, the group of NGOs of indigenous people and environmental organizations seek to negotiate the arrangements of indigenous peoples and communal lands, including the rules of communal forests. Corrections were made by the Constitutional Court (MK) on May 16, 2013 concerning Law No 41 of 1999 on Forestry. In essence, all of the decisions of the Constitutional Court provide mandate for the existence of arrangements made by the Local Government for indigenous peoples.

However, since the issuance of the decision of the Constitutional Court, followed by various other sectoral laws and regulations regarding the efforts to recognize indigenous peoples and their property, local social and political contexts have indeed been affected by the strengthening of the entity of indigenous peoples in the national scope. It is proven by the ceaseless efforts by the Indigenous Peoples Alliance of the Archipelago (AMAN) of Riau, the Indigenous Peoples Alliance of the Archipelago (AMAN) of Kampar, the Indigenous Peoples Alliance of the Archipelago (AMAN) of Indragiri Hulu, World Resources Indonesia (WRI), and Riau Peatland Community Network (JMGR) to carry out policy advocacy by assisting the indigenous peoples to participate in mapping their indigenous territories. One of the outcomes of the mentoring is the successful mapping of indigenous territories in several areas, one of which is the indigenous territory in Kampar District, Riau Province, presented in the following figure:

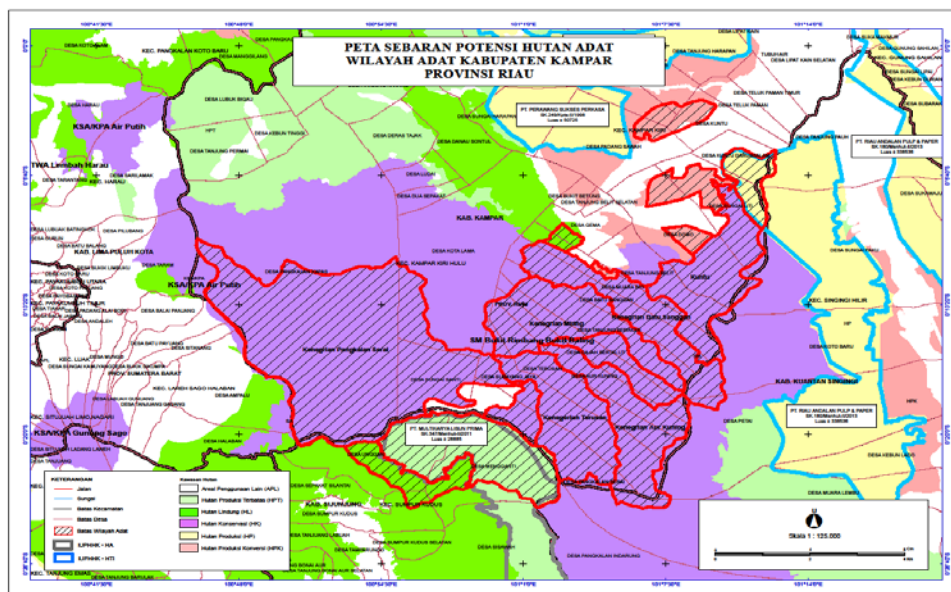


Figure 2. Potential Distribution of Communal Forest of Indigenous Territory Kampar District of Riau Province
Source: AMAN of Kampar, 2018

The social and political structures in communal land policy network has been heavily influenced by the outcomes of policy issued by the Government. However, unfortunately, in communal land policy-making process, this factor is less considered by inside-government-actors in policy network. Existing policy outcomes are not sufficient to make inside-government-actors change the constellation in policy network. The efforts to maintain policy network to achieve communal land policy still continues to be carried out.

Third, policy outcomes shall influence the actors since they learn from experience. The policy issued by the Central Government and their experience make inside-government-actors in Riau Province attempt to obtain information about the provisions of communal land. The discussion was carried out by the Special Committee of DPRD Riau with the Ministry of Agrarian and Spatial Planning/National Land Agency (BPN) on November 13, 2015. The Ministry of Agrarian and Spatial Planning/National Land Agency (BPN) only provides an explanation of normative rules and conditions in other areas that has already established communal land policy, such as those of Baduy Tribe in Lebak District.

Meanwhile, information regarding other Government policies is also delivered verbally and in writing. Therefore, it can be used as a reference for discussing communal land policy. With the experience obtained by the Special Committee, there are several normative changes in communal land policy, such as adjustments to the provisions that serve as the legal basis. However, there is hardly alteration in substance. For example, the Regulation of the Minister of Agrarian and Spatial Planning/National Land Agency (BPN) No 9 of 2015 on the Procedures for Determining Communal Rights on Land of Customary Law Communities and Communities in Certain Areas as amended by the Regulation of the Minister of Agrarian Affairs and Spatial Planning/The Indonesian National Land Agency (BPN) No 10 of 2016 is not accommodated in this policy. Even though the urgency in this context is the need to identify indigenous peoples in making communal land policy.

It means that in the process of communal land policymaking, the Special Committee of DPRD Riau acquires lessons and experiences from various parties, yet they are not implemented optimally in the process of communal land policymaking. The Special Committee of DPRD Riau as the dominant actor tends to be defensive in terms of defending their argument. The Special Committee of communal land does not want the policy nomenclature to be amended by adding indigenous peoples and communal land. They tend to maintain the title from the beginning of Propemperda, namely communal land and its utilization. Their view regarding nomenclature is also strengthened by the arguments of a high rank official of DPRD Riau stating that the nomenclature of local regulation draft cannot be changed; that changes can be made in the initial planning process, namely when Local Regulation Formation Agency of DPRD Riau consults with the

Ministry of Home Affairs. The Special Committee must proceed according to Propemperda and recommendations of Local Regulation Formation Agency of DPRD Riau.

The strategy played by inside-government-actors when discussing communal land policy is to create and use policy networks as a form to meet their needs. Their needs can be considered in line with the political and economic interests of inside-government-actors. Their political interests are related to the completion of the tasks and functions of DPRD in legislation; while the economic interest is to have their legislative function financed by the Local Budget (APBD).

However, it is firmly stated that the relationship between policy outcomes and networks does not directly affect each other. The ability of actors in communal land policymaking is determined by their internal skills and the learning process. Furthermore, the learning acquired by the actors in policy network shall be utilized to negotiate with other actors to shape the desired network structure in accordance with the economic and political interests of the actors.

4. Conclusion

Supply chain decisions typically are taken at three levels: strategic, tactical and operational. At the strategic level, decisions typically link to business strategy and involve high investments, high change-over lead times and longer horizons. At the tactical level companies focus on adopting measures that focus on competitive needs, such as moving to a target cost structure for servicing certain markets. At the operational level the major focus is operational efficiency. Decisions are typically made on a day-to-day basis under the framework defined at strategic and tactical levels. Based on the aforementioned discussion, it can be concluded that dialectical model proposed by [7] is able to explain the role of policy network in communal land policy-making process. This dialectical model is a complex and sophisticated policy network analysis with the advantages of dynamic analysis in analyzing policy-making process. The context of policy environment is crucial in communal land policy-making process by influencing network structure and resources owned by the actors in the network. The economic environment and constitutional authority are quite dominant in determining the structure of communal land policy network. Communal land policy outcomes are a reflection of the interactions between actors in the network and policy network structure. However, policy outcomes do not directly determine policy network since it depends on the interpretation and ability of the actors in understanding policy outcomes.

However, there are shortcomings in this dialectical model in the context of communal land policy. This model has not been able to be fully explained the outcomes of communal land policy having shortcomings and widely criticized by various parties. Therefore, the fundamental argument of this

study is that there is a need for problem orientation in the dialectical model. Problem orientation can be an explanatory factor that the outcomes of communal land policy obtain a lot of criticism and demands, since inside-government-actors have failed to interpret problem orientation of the indigenous peoples. Therefore, the pattern of problem solving included in the policy material cannot be accepted by the indigenous peoples and other interest groups.

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