

PART 3

SELECTED SECTORAL AGENCIES

CHAPTER 3.1 THE DEPARTMENT OF AGRICULTURE

CHAPTER 3.2 THE DEPARTMENT OF FORESTRY

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CHAPTER 3.1

THE DEPARTMENT OF AGRICULTURE

3.1.1 Sector Perspective

The importance of agriculture to Indonesia should not be underestimated. With the population approaching 190 million people, the search for ways to improve food production is of paramount importance. So, too, is the pressure to increase non-food agricultural production, both for internal and export markets.

Indonesia's rice production, for instance, has more than doubled in the last twenty years. From 17 million tonnes in 1968, it rose to nearly 45 million tonnes by 1989. This was partly achieved by a vigorous policy of increasing the area of land under rice, and partly by the introduction of a large range of new varieties, many of them developed and tested in Indonesia. The Department of Agriculture's 1991 Research Statistics Handbook lists 61 new varieties of wetland and dryland rice that have been produced through its research arm, the *Badan Litbang Pertanian*. Many of these have short growth cycles, allowing farmers to plant and harvest two, and sometimes three times a year. Yields are high, reaching as much as six tonnes per hectare under ideal conditions. These results have helped Indonesia to become self-sufficient in this staple food during the last decade, despite its population growth.

Expansion in rice production has been matched by equally good increases in the production of other food and non-food commodities. Between 1971 and 1984 maize and cassava production respectively grew at 5.6 and 2.2 per cent per annum. However, regional variation in production by both yield and crop is quite wide, and it is evident that significant advances are needed to achieve uniform agricultural development throughout Indonesia. A good summary of regional economic development over the last 20 years (including agriculture) can be found in "Unity and Diversity - Regional Economic Development in Indonesia Since 1970" - Ed. Hill, Oxford University Press, 1991. In addition all provinces publish annual handbooks of statistics called *Propinsi Dalam Angka* ("The Province in Figures") which are useful sources of agricultural information.

Policy and annual growth rates for agriculture over the first five *Repelita* highlighted the following (Source - "Indonesia 1991", the GOI Year Book, published by the Department of Information.):-

Five Year Plan	Years	Sector growth	Key policy
Repelita 1	69/70 - 73/74	15% (Rice)	Economic rehabilitation Increasing agricultural produce (especially rice) Extending areas under irrigation
Repelita 2	74/75 - 78/79	3.4%	Improvement to food quality Continued production expansion
Repelita 3	79/80 - 83/84	4.2%	Self-sufficiency in food production
Repelita 4	83/84 - 88/89	3.5%	Maintenance of rice self-sufficiency
Repelita 5	88/89 - 93/94	3.6% (est)	Reliable growth in the agricultural sector

Table 3.1.1 Agricultural Growth by Repelita

The Government of Indonesia is now starting to prepare for the next five year plan, Repelita 6. It is highly likely that continued reliable growth in the agricultural sector will be targeted, given the continued need to maintain food security in the light of population increase. However, there may also be a thrust to develop an increasingly stronger base for agricultural-industrial activity, if predictions of economic "take-off" based on the last decade's performance are to eventuate.

3.1.2 The Structure of the Department of Agriculture

The role of the Department of Agriculture is to provide technical support and guidance for the nation's agricultural effort. It does this in four sub-sectors:- food crops, fisheries, livestock and estate crops. The Department is currently divided into four directorates-general that reflect these sub-sectors, plus a number of other support bodies, such as those dealing with research and training. It should be noted that until 1983, the Department also contained the Directorate General of Forestry. Since 1983 this has been a fully fledged department, reflecting the growing importance of the use and conservation of forest resources to the nation.

The Department of Agriculture is currently organised on a commodity basis, with each directorate general being responsible for providing a full spectrum of services in its sub-sectoral sphere. Thus each directorate general has planning, production and extension directorates, plus a number of other directorates specific to sub-sectors. See Figure 3.1.1 for the structure of the Department. It is understood that a major reorganisation for the Department of Agriculture is being considered. If this happens it is likely to come into effect during the Repelita 6 period. Amongst possibilities being considered is the division of the Department along functional rather than commodity lines. If this were to eventuate, the Department would be organised to reflect the cycle of economic and agricultural planning, agricultural industry development, transfer of technology and marketing, rather than on sub-sectoral commodity lines. It is possible that this structure will be also transferred to the provinces, thus rationalising the current four-*dinas* structure for agriculture. However, it is too early to speculate either whether this will happen, or if it does, what the actual structure of the Department will be.

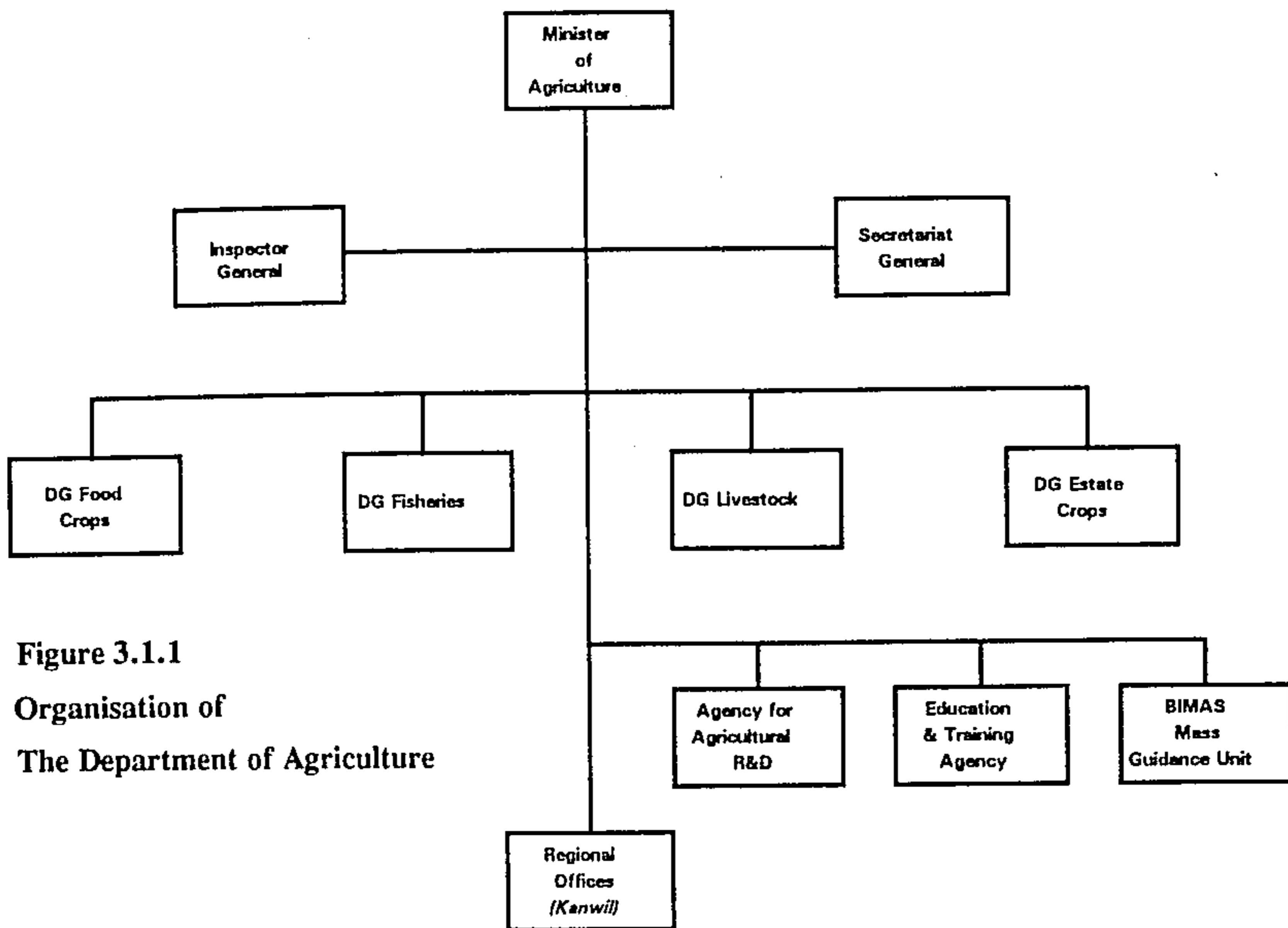


Figure 3.1.1
Organisation of
The Department of Agriculture

3.1.3 The Secretariat-General of Agriculture

The functions of Secretariats-General are covered in Section 1.2.

For the Department of Agriculture, the Secretariat-General consists of the following bureaux:-

<i>Perencanaan</i>	Planning
<i>Kepegawaian</i>	Personnel
<i>Rumah Tangga dan Perlengkapan</i>	Housekeeping and Supplies
<i>Hukum dan Organisasi</i>	Law and Organisation
<i>Tata Usaha</i>	Administration
<i>Humas</i>	Public Relations
<i>Keuangan</i>	Finance
<i>Kerjasama Luar Negeri</i>	Foreign Cooperation
<i>Tata Usaha BUMN</i>	State Agriculture Company Administration

BUMN is *Badan Usaha Milik Negara*, or State Owned Business

The Secretariat-General of Agriculture is located in Jakarta.

The Bureaux of Planning, Finance and Foreign Cooperation are likely to have more direct involvement in foreign assisted projects, particularly in relation to budgeting.

The Secretariat-General also includes the following support centres:-

<i>Pusat Karantina Pertanian</i>	Agricultural Quarantine Centre
<i>Pusat Data Pertanian</i>	Agriculture Data Centre

Both centres are located in Jakarta.

Quarantine is divided into three technical areas in Indonesia; animal, fisheries and plant. There are quarantine stations in the provinces which are the responsibility of the *Kanwil*. Quarantine officers are empowered to take preventative and legal measures in limiting the spread of plant and animal pests and diseases both from abroad and between different islands of Indonesia. Information on quarantine issues is available centrally from the *Pusat Karantina Pertanian* or from research bodies (see Section 3.1.6).

3.1.4 The Inspectorate-General of Agriculture

The Inspectorate-General of Agriculture consists of the following units:-

<i>Sekretariat</i>	Secretariat
<i>Inspektur Tanaman Perkebunan</i>	Inspector of Plantation Cultivation
<i>Inspektur Tanaman Pangan</i>	Inspector of Food Cultivation
<i>Inspektur Perikanan</i>	Inspector of Fisheries
<i>Inspektur Peternakan</i>	Inspector of Livestock
<i>Inspektur Keuangan dan Perlengkapan</i>	Inspector of Finance and Supplies
<i>Inspektur Kepegawaian</i>	Inspector of Personnel
<i>Inspektur Stanas 1</i>	Inspector of National Standards 1
<i>Inspektur Stanas 2</i>	Inspector of National Standards 2

All Inspectorates are located in Jakarta.

Regional responsibilities are allocated for the inspectorates of plantation and food cultivation, fisheries and livestock. Each inspectorate covers five regions (*wilayah*). The regions are the same for each inspectorate and are as follows:-

<i>Wilayah 1 -</i>	Aceh, Sumut, Sumbar, Riau, Jambi
<i>Wilayah 2 -</i>	Sumsel, Bengkulu, Lampung, Jabar, DKI
<i>Wilayah 3 -</i>	Jateng, DIY, Kalbar, Kalteng, Kalsel, Kaltim
<i>Wilayah 4 -</i>	Jatim, Sulsel, Sulteng, Sulut, Sultra
<i>Wilayah 5 -</i>	Bali, NTB, NTT, Timtim, Maluku, Irian Jaya

3.1.5 The Directorates-General in Agriculture

3.1.5.1. The Directorate-General of Food Crops

The D.G of Food Crops (*DJ Tanaman Pangan*) consists of a Secretariat and seven Directorates:-

<i>Bina Program</i>	Program Development
<i>Bina Produksi Padi & Palawidja</i>	Rice and Secondary Food Crops Production Development
<i>Bina Produksi Hortikultura</i>	Horticultural Crops Production Development
<i>Bina Usaha Tani dan Pengolahan Hasil</i>	Farming and Product Processing Development
<i>Bina Perlindungan Tanaman</i>	Plant Protection Development
<i>Bina Rehabilitasi dan Pengembangan Lahan</i>	Agricultural Land Rehabilitation and Development
<i>Bina Penyuluhan Tanaman Pangan</i>	Food Crop Extension Development

The D.G of Food Crops is located at various sites in the Pasar Minggu area of South Jakarta. Rice production remains, and will remain, of the highest priority for Indonesia. The further development of inter-cropping with rice, however, will continue to help make the best use of scarce land, particularly in Java and Bali. Horticultural crops are of major importance to many of the upland areas. Further increases in production of food crops will depend on winning the battle against increasingly resistant pests and diseases, on ensuring that farmers are provided the best information on farming systems development, and on rehabilitating and developing the potential for land under food crops.

3.1.5.2 The Directorate-General of Fisheries

The D.G of Fisheries (*DJ Perikanan*) consists of a Secretariat and six Directorates:-

<i>Bina Program</i>	Program Development
<i>Bina Produksi</i>	Fisheries Production Development

<i>Bina Usaha Tani dan Pengolahan Hasil</i>	Farming and Product Processing Development (literally Biological Resources Development)
<i>Bina Sumber Hayati</i>	Fisheries Breeding Resources Development
<i>Bina Prasarana Perikanan</i>	Fisheries Infrastructure Development
<i>Bina Penyuluhan Perikanan</i>	Fisheries Extension Development

The D.G of Fisheries is located at the main Department of Agriculture in Pasar Minggu, South Jakarta. Indonesia practices a very large variety of fishing activities, with fish forming a major source of protein for much of the population. Fisheries activities in Indonesia can be broadly divided into three areas; freshwater fisheries; coastal aquaculture and marine fisheries. The practice of freshwater fishing in wet riceland areas is of major importance to the populations of Java and Bali, whilst a surprising variety of coastal aquaculture is practised throughout the country. Small scale marine and deep-sea fishing are also of major economic and social importance.

3.1.5.3 The Directorate-General of Livestock

The D.G of Livestock (*DJ Peternakan*) consists of a Secretariat and six Directorates:-

<i>Bina Program</i>	Program Development
<i>Bina Produksi Peternakan</i>	Livestock Production Development
<i>Bina Usaha Tani dan Pengolahan Hasil</i>	Farming and Product Processing Development
<i>Bina Kesehatan Hewan</i>	Animal Health Development
<i>Bina Penyebaran & Pengembangan Peternakan</i>	Livestock Development and Distribution
<i>Bina Penyuluhan Peternakan</i>	Livestock Extension Development

The D.G of Livestock is located in Central Jakarta. Livestock development for Indonesia means small-scale development for most of the population. Supplementary protein from poultry and small animals is of importance in most areas, whilst larger scale ranching or dairy operations are also increasing in number. Cow's milk is not considered a staple food by most Indonesians. Nevertheless, production rose from 29 million litres in 1968 to 326 million litres in 1989.

3.1.5.4 The Directorate-General of Estate Crops

The D.G of Estate Crops (*DJ Perkebunan*) consists of a Secretariat and six Directorates:-

<i>Bina Program</i>	Program Development
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<i>Bina Produksi Perkebunan</i>	Estate Crops Production Development
<i>Bina Usaha Tani dan Pengolahan Hasil</i>	Farming and Product Processing Development
<i>Bina Perlindungan Tanaman</i>	Plant Protection Development
<i>Bina Rehabilitasi dan Perluasan Tanaman</i>	Estate Rehabilitation and Extensification Development
<i>Bina Penyuluhan Perkebunan</i>	Estate Crops Extension Development

The D.G of Estate Crops is located in West Jakarta. Indonesia has both large and small scale estate cropping. Most of the large plantations are still owned by the State.

3.1.6. The Central Support Units in Agriculture

3.1.6.1 The Agency for Agricultural Research & Development (AARD)

The AARD (*Badan Penelitian dan Pengembangan Pertanian* or BP3) consists of a wide range of research agencies with research stations around the country. The agencies and their locations include:-

<i>Pusat Perpustakaan Penelitian dan Komunikasi Pertanian</i>	Agriculture Library and Research Communications Centre, Jakarta with the main library in Bogor
<i>Pusat Penelitian Tanah dan Agro Klimat</i>	Soil and Agro-Climate Research Centre Jakarta
<i>Pusat Penelitian Sosial Ekonomi Pertanian</i>	Agricultural Socio-Economic Research Centre Jakarta
<i>Pusat Penelitian dan Pengembangan Tanaman Pangan</i>	Agency for Food Crop Research and Development Bogor (Jabar)
<i>Pusat Penelitian dan Pengembangan Tanaman Industri</i>	Centre for Research and Development into Industrial Crops Bogor
<i>Pusat Penelitian dan Pengembangan Hortikultura</i>	Centre for Horticultural Research and Development Lembang (Jabar)
<i>Pusat Penelitian dan Pengembangan Peternakan</i>	Centre for Livestock Research and Development Bogor (Jabar)
<i>Pusat Penelitian dan Pengembangan Perikanan</i>	Centre for Fisheries Research and Development

Balai Penelitian Perkebunan

Jakarta
Centres for Estate Crops
Research (various locations)

Regional research institutes are located at:-

Food Crops Research Institutes

Bogor (Jabar)
Malang (Jatim)
Sukamandi (Jabar)
Sukarami (Sumbar)
Banjar Baru (Kalsel)
Maros (Sulsel)

Industrial Crop Research Institutes

Bogor (Jabar); Spices and medicinal
crops
Manado (Sulut); Coconuts
Malang (Jatim); Tobacco and fibre
crops

Horticultural Research Institutes

Lembang (Jabar); Vegetables
Solok (Sumbar); Fruit

Livestock Research Institutes

Bogor (Jabar); Veterinary Science
Ciawi (Jabar); Livestock

Fisheries Research Institutes

Bogor (Jabar); Freshwater fisheries
Maros (Sulsel); Coastal aquaculture
Jakarta; Marine fisheries

Estate Crops Research Institutes

Bogor (Jabar); Production
technology
Bandung (Jabar); Tea and cinchona
Jember (Jatim); Coffee, cocoa,
rubber, tobacco
Pasuran (Jatim); Sugar cane
Medan (Sumut); Oil palm
Sungei Putih (Sumut); Rubber
Sembawa (Sumsel); Rubber

Many of these regional research units also have sub-units specialising in particular crops. A full list of the 83 agricultural research centres in Indonesia can be found in "*Statistik Penelitian Pertanian*" (Agricultural Research Statistics), published by AARD in 1991. The publication also lists a large number of research projects that have been undertaken in recent years.

3.1.6.2 Agricultural Education and Training Agency

The Agency for Agricultural Education and Training (*Diklat or Pusat Pendidikan and Latihan Pertanian*) consists of three centres:-

<i>Pusat Pembinaan Pendidikan Pertanian</i>	Agricultural Education Development Centre
<i>Pusat Pendidikan dan Latihan Pegawai</i>	Staff Education and Training Centre
<i>Pusat Pendidikan dan Latihan Penyuluhan</i>	Extension Education and Training Centre

All three centres are located in South Jakarta.

3.1.6.3 Sekretaris Badan Pengendali Bimas

The Secretariat for Mass Guidance Units is the central body responsible for a nationwide network of Agricultural Mass Guidance Units, located in each province and district. These units assist in the dissemination of technical and policy information on agriculture. The central secretariat consists of:-

<i>Sekretariat</i>	Secretariat
<i>Biro Tata Usaha</i>	Bureau of Administration
<i>Biro Perencanaan</i>	Bureau of Planning
<i>Biro Sarana, Kredit and Permodalan</i>	Bureau of Structure, Credit and Capital

3.1.7 Provincial arrangements for Agriculture

3.1.7.1 *Kanwil* and *Dinas* structures

The Department of Agriculture operates a system of regional vertical offices or *kantor wilayah* in all 27 provinces of Indonesia. There are three types of *kanwil pertanian* allowed under legislation:-

Type A consists of the following units:-

<i>Bagian Tata Usaha</i>	Administration Division
<i>Bidang Program Wilayah</i>	Area Programming Division
<i>Bidang Pembinaan Pertanian Umum</i>	General Agriculture Development Division
<i>Bidang Pembinaan Teknologi Terapan</i>	Applied Technology Development Division
<i>Bidang Penyuluhan dan Pendidikan/Latihan Pertanian</i>	Extension, Education and Training Division

Type B consists of five divisions, as above but applied technology, extension, education and training are grouped into one division.

Type C consists of four divisions, as follows:-

<i>Bagian Tata Usaha</i>	Administration Division
<i>Bidang Program Wilayah</i>	Area Programming Division
<i>Bidang Pembinaan Pembangunan Pertanian</i>	Agricultural Development Division
<i>Bidang Pengendalian dan Evaluasi</i>	Monitoring and Evaluation Division

The criteria for determining which type of *Kanwil Pertanian* is used in a province are:-

- Number of farmers served and agricultural production for the province;
- Number of regional institutions in agriculture;
- Number of agricultural projects in the province; and
- Intensity of relations between the Department and the province in decentralised, deconcentrated and co-administered activities.

Examples of Type A *Kanwil Pertanian* are Jawa Barat, Jawa Timur and Jawa Tengah

Examples of Type B *Kanwil Pertanian* are Bali and Lampung

Examples of Type C *Kanwil Pertanian* are Nusa Tenggara Barat, Nusa Tenggara Timur and Timor Timur

The agriculture organisational structure allowed for under regional government is more complex. At the provincial level (*tingkat 1*) there are four independent *dinas*, with heads reporting directly to the Governor. They correspond to the four Directorates General:-

<i>Dinas Tanaman Pangan</i>	Food Crops <i>Dinas</i>
<i>Dinas Perikanan</i>	Fisheries <i>Dinas</i>
<i>Dinas Peternakan</i>	Livestock <i>Dinas</i>
<i>Dinas Perkebunan</i>	Estate Crops <i>Dinas</i>

This pattern is repeated at District level (*Tingkat 2*). Some provinces also have *Dinas Tanaman Pangan* at Kecamatan level and *Cabang Dinas* (branch offices) in the districts. *Cabang* offices are located in the districts but are responsible directly to the *Dinas Tingkat 1* at the provincial level.

For *Dinas Tanaman Pangan* a typical structure is:-

<i>Bagian Tata Usaha</i>	Administration Division
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Sub Dinas Bina Program
Sub Dinas Produksi
Sub Dinas Usaha Tani
Sub Dinas Perlindungan
Sub Dinas Penyuluhan

Program Development Division
Production Division
Farming Development Division
Crop Protection Division
Extension Division

For *Dinas Perikanan* a typical structure is:-

Bagian Tata Usaha
Sub Dinas Bina Program
Sub Dinas Produksi
Sub Dinas Usaha Tani
Sub Dinas Bina Mutu
Sub Dinas Penyuluhan

Administration Division
Program Development Division
Production Division
Farming Development Division
Fisheries Quality Division
Extension Division

For *Dinas Peternakan* a typical structure is:-

Bagian Tata Usaha
Sub Dinas Bina Program
Sub Dinas Produksi
Sub Dinas Usaha Tani
Sub Dinas Kesehatan Hewan
Sub Dinas Penyuluhan
Sub Dinas Penyebaran dan
Pengembangan Peternakan

Administration Division
Program Development Division
Production Division
Farming Development Division
Animal Health Division
Extension Division
Livestock Extensification and
Development Division

For *Dinas Perkebunan* a typical structure is:-

Bagian Tata Usaha
Sub Dinas Bina Program
Sub Dinas Produksi
Sub Dinas Usaha Tani
Sub Dinas Perlindungan
Sub Dinas Penyuluhan

Administration Division
Program Development Division
Production Division
Farming Development Division
Crop Protection Division
Extension Division

3.1.7.2 Responsibilities of *Kanwil* and *Dinas*

The *Kepala Kantor Wilayah* is directly responsible to the Minister of Agriculture, and for day-to-day matters reports to the Secretary General. The *Kepala Kantor Wilayah* is also responsible for assisting the Governor in coordinating agricultural activities in the province and ensuring they match national policy. The *Kantor Wilayah* thus provides coordination, technical guidance, programming and planning services, monitoring and evaluation for the agricultural activities of the provinces.

The *Kepala Kantor Wilayah* is also responsible for managing other vertical agricultural institutions in the province. Collectively these are known as technical implementation units (*unit pelaksana teknis*) and include:-

Balai Informasi Pertanian, (Agricultural Information Unit) responsible for producing agricultural extension materials;

Balai Sertifikasi Benih, (Seed Certification Unit), responsible for ensuring seed quality;

Balai Perlindungan Tanaman (Plant Protection Unit); and

Balai Karantina (Quarantine Unit)

The *Kepala Kantor Wilayah Pertanian* also plays a prominent role in the various *Balai Penyuluhan Pertanian* (Agricultural Extension Units). See Section 3.1.7.2 for details of the extension structure. The *Kantor Wilayah Pertanian* also shares responsibility with the *Kantor Wilayah* for Education in the management of *sekolah pertanian menengah/atas* or agricultural middle and high schools. These are being renamed *sekolah pembangunan pertanian negeri* or state agricultural development schools, and are an example of specialised secondary education establishments within the education system.

In practice, project implementation in agriculture is the responsibility of the four sub-sectoral *dinas*. The exception to this is if a project is cross-sectoral in nature, in which case the *kanwil* will take an overall managing responsibility.

The various *kepala dinas* at both provincial and district level head the implementation arm of government agricultural activity in their regions. *Dinas* offices are required to implement agricultural development activities, involving both the administration of regional resources and in providing technical assistance to the process of extension. They must formulate technical policy in their fields, inspect applications and grant permission for various agricultural activities which the region is entitled to control. They also provide technical guidance for the development of agricultural business and activities.

3.1.7.2 Extension arrangements

Agriculture extension for each sub-sectoral field is organised around the formation and development of farmer's groups or *kelompok tani*. An average farmer's group in Eastern Indonesia will consist of some ten to fifteen families. From each group at least one farmer will be identified to assist extension staff in providing agricultural advice. Each extension area is known as a *Wilayah Kerja Penyuluhan Pertanian* (agricultural extension working area or WKPP) and consists of a number of farmer's groups. Each WKPP should have one extension officer, known as a *Penyuluh Pertanian Lapangan*

(PPL) although this is often not possible due to staff shortages. Extension officers in many areas are required to handle more than one WKPP. PPL are required to hold school leaver certificates.

Each *kecamatan*, or sub-district, is divided into a number of WKPP under the coordination of a BPP or *Badan Penyuluhan Pertanian* (agricultural extension unit), under the leadership of a *Penyuluh Pertanian Spesialis* (PPS - a specialist extension officer) who is likely to be a university graduate. The extension system used is essentially a training and visit system. *Kecamatan* level BPP come under the guidance of *kabupaten* level BPP, and in turn under BPP at provincial level. The system is also intended to draw upon the resources of local BIP or *Badan Informasi Pertanian* (agricultural information unit). By law, the chairmanship of BPP at district level is held by the *Bupati*, with technical advice being offered by the *Dinas*.

3.1.8 Relevant legislation

Whilst there are hundreds of regulations regarding the organisation, implementation and control of agricultural activity, the following are particularly important:-

Regulation Title	Regulation Number
Organisation and Management of the Department of Agriculture	560/KPTS/OT.210/8/1990
Organisation and Management of <i>Kantor Wilayah</i> in Agriculture	558/KPTS/Org/6/1981
Coordination between <i>Kantor Wilayah</i> and Other Agriculture Work Units	430/KPTS/OT.210/7/1986
Organisation and Management of Food Crop <i>Dinas</i>	<i>Kepmendagri</i> 3/80
Organisation and Management of Fisheries <i>Dinas</i>	<i>Kepmendagri</i> 5/80
Organisation and Management of Livestock <i>Dinas</i>	<i>Kepmendagri</i> 6/80
Organisation and Management of Estate Crops <i>Dinas</i>	<i>Kepmendagri</i> 7/80
Organisation and Management of Food Crop <i>Dinas</i> NTT	<i>Perda</i> 1/82 NTT
Organisation and Management of Fisheries <i>Dinas</i> NTT	<i>Perda</i> 2/82 NTT
Organisation and Management of Livestock <i>Dinas</i> 1 NTT	<i>Perda</i> 10/85 NTT
Organisation and Management of Estates Crops <i>Dinas</i> 1 NTT	<i>Perda</i> 3/82 NTT
Changes to Organisation from <i>Perda</i> 2/1982 NTT	<i>Perda</i> 8/85 NTT
Responsibilities of Project Managers in Agriculture	359/KPTS/KU.620/1990
Guidelines for Production Enhancement Project (Estates)	882/KPTS/E/11/1977

Table 3.1.2 Regulations in the Agricultural Sector