

Title : **THE COOPERATION AND MANAGEMENT ON  
HEART OF BORNEO INITIATIVE AT WEST  
KALIMANTAN**

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Abstract : *The research aimed to examine Indonesia's means to improve the results of the Heart of Borneo Initiative's cooperation with Malaysia and Brunei. We will also explain the means made by the Indonesian government both at the central and regional levels in managing the Heart of Borneo (HoB) area. Indonesia, Malaysia and Brunei Darussalam followed up on the problem of deforestation on the island of Borneo by carrying out trilateral cooperation called the Heart of Borneo Initiative which began with the Heart of Borneo Declaration in 2007. However, in practice, there were still gaps among the three countries in implementing the initiatives. Especially in Indonesia, there was still a lack of efforts taken to maximize the HoB region into the nation's benefit. Whereas in terms of numbers, Indonesia is the country with the largest HoB area. This research will use descriptive qualitative research methods by collecting data through observations in the HoB area at West Kalimantan and interviews with relevant stakeholders and supplemented with literature studies from book sources, journal articles, documents, and online article sources. Data analysis will be carried out through a constructivism approach in International Relations, public policy analysis, and environmental communication. The data validity will be conducted by triangulating different data sources.*

Keywords : *Authority; Public Policy; International Cooperation; Environmental Communication*

### INTRODUCTION

The environmental sector is one of the security expansion issues proposed by Barry Buzan, Wæver, and Wilde. By definition, environmental security will concern the maintenance of local and world ecosystems as a support system for human life (Buzan, Wæver, & Wilde, 1998: 8). Practically environmental issues began to be discussed since 1972 at the United Nations Conference on the Human Environment. In fact, according to Hough, environmental change can be one of the issues of human security through climate change that threatens the survival of humanity (Hough, 2008: 214). In 2019, the world was rocked with fires that occurred in the tropical forests of Brazil and Indonesia. As the two countries that have the largest area of tropical forests in the world, these fires and damage greatly affect the overall world environment.

However, for the past decade, the countries in Borneo have been trying to save their forests. In addition to the Amazon, Borneo Island is one of the world's most important tropical forests and is known as the Heart of Borneo (HoB), which is home to 12 million local and native residents. According to data from the Heart of Borneo Strategic Plan it is estimated that around 40-50% of the world's plants and animals are endemic to Borneo Island. Indonesia, Malaysia and Brunei Darussalam are following up on the problem of forest destruction by carrying out trilateral cooperation called the Heart of Borneo Initiative which began with the Heart of Borneo Declaration in 2007 (Indonesia, Malaysia, dan Brunei Darussalam, 2008: 1).

As for the identification of issues to further deepen issues related to the preservation of the Heart of Borneo are as follows: (1) the importance of the Heart of Borneo area; (2) achievement of the Heart of Borneo initiative which is still lame between the three countries; and (3) the importance of the Heart of Borneo initiative for Indonesia. The HoB area covers 30% of land on the island of Kalimantan with a share of Indonesia at 56.6%, Malaysia at 41.8%, and Brunei Darussalam at 1.6% (Rizali, 2015).

According to Rizali, in Indonesia HoB's land use was divided into 39% for production forests, 31% for conservation and protection forests, and 30% for other uses (Rizali, 2015). Rizali's findings (2015) showed that there was a mis-coordination between institutions authorized to give permits for concession areas, both for production forests, palm oil and mines (Rizali, 2015). Researchers also found problems that occurred in the HoB area, which is the smuggling on (ADB, 2013) million cubic meters of timber which resulted in forest destruction, threats to biodiversity, loss of life expectancy of the population, and high costs for rehabilitation (Rizali, 2015).

Second, until 2019 researchers found that there were imbalances in the implementation of the Heart of Borneo Initiative between the three countries. Malaysia has successfully promoted its HoB area to tourists from China so that every weekend and holiday season Kota Kinabalu received large numbers of tourists (Sofia, 2019). In Indonesia, tourism promotion to the HoB was still lagging (Sofia, 2019). According to researchers, this is interesting because it turns out that each country cannot ensure there is common goal achievement. There are two obstacles in implementing this initiative, namely, there is no institutionalization of management that functions to manage and coordinate the actions of the three countries and funding has so far been driven more by WWF and has not yet maximally involved the government, companies, and the community (Rizali, 2015).

## THE COOPERATION AND MANAGEMENT ON HEART OF BORNEO INITIATIVE AT WEST KALIMANTAN

HoB is important for Indonesia for several reasons. First, forests are inseparable from Indonesian identity. Second, the issue of forest preservation was prioritized by the Jokowi-JK government and will be continued by Jokowi-Amin. It was shown by Indonesia's commitment of the Paris Agreement which has been ratified by UU number 16 of 2016, Indonesia is at the forefront of the REDD+ agenda, and provides access to the use of local communities and smallholders in 12.7 million hectares of forest area (Jpnn, 2016). Including the plan of three priority programs of Jokowi-Amin regime in the environmental sector (CNN Indonesia, 2019).

The third reason is that Indonesia has a problem with forest and land fires (*karhutla*) every year. The Ministry of Environment and Forestry noted 2.6 million hectares of forests and land in Sumatra and Kalimantan were burned from June to October 2015 (CNN Indonesia, 2015 dan 2019). The impact according to the World Bank was that 28 million people were affected, 19 people died, and nearly 500 thousand people experienced respiratory and smoke disorders. produced reaching Malaysia, Singapore and Brunei Darussalam (CNN Indonesia, 2015 dan 2019). In 2019, until August, the burned area reached 328,724 hectares with 2,719 hotspots (CNN Indonesia, 2015 dan 2019). Affected areas in Kalimantan are West Kalimantan, Central Kalimantan and South Kalimantan. In September the forest and land fires began to cover East Kalimantan and North Kalimantan. This means that all Indonesian provinces on Borneo Island are affected by forest and land fires. Indonesia in 2019 was in the spotlight of the ASEAN community and the world. Domestic demands are also high because the forest and land fires never end from year to year.

Fourth, this initiative can be a means of Indonesian diplomacy to increase bargaining position in the international community. The interests of environmental preservation, the economy through ecotourism, and national security can be an incentive to be more active in diplomacy. This increasing activities on diplomacy could reinforce Indonesia's commitment to global environmental issues.

This study intended to examine Indonesia's efforts to improve the results of the Heart of Borneo Initiative's collaboration with Malaysia and Brunei. This research has a problem question: What is Indonesia's strategy to improve cooperation and management in achieving the goal of preserving the Heart of Borneo in West Kalimantan? This paper aims to explain the efforts of the Indonesian government in enhancing cooperation with two partner countries and managing the HoB area in West Kalimantan through national, regional, and environmental communication strategies. The analysis will be carried out with the theory of constructivism in International Relations, public policy analysis in development, and environmental communication. All of them will be used to explain Indonesia's external and internal efforts. External efforts are carried out with collaborative activities with partner countries or institutions as well as with environmental communication activities to the international community. While internal efforts are carried out by formulating public policies related to the development of environmental areas both at the national and regional levels and communicating the importance of the environment to government and society.

This paper refers to several previous studies related to the Heart of Borneo Initiative case, authority and analysis of local government policies, constructivism in International Relations, and environmental communication. Previous research with the theme of the

Heart of Borneo Initiative has been carried out by Sabran, et al (2014), Sarah (2010), Yuniarti, et al (2018), Kussanti (2017), Ningtias and Sudagung (2016), Potter (2009), and Marthin (2018).

Sabran, et al (2014) emphasized the research on plant exploration activities in the HoB area. Exploration efforts, according to them, were also part of the preservation carried out by the three countries within the framework of the HoB Initiative. While Sarah (2010) places her research to explore the HoB area as a "Jalan Tikus" area that has management complexity, both in the context of regions, natural resources, and bureaucracy. Her research showed the participation of small NGOs and local communities through "Jalan Tikus" to conserve and defend the rights of local communities. Sarah's findings also showed that each national government can adjust national policies with a motion at the International Union for Conservation of Nature (IUCN).

Another study by Yuniarti, et al (2018) has similarity with the location of our study. They researched the locations of the Betung Kerihun National Park and Lake Sentarum in West Kalimantan. The difference with our research is the focus of research that places HoB cooperation and management in West Kalimantan as a focal point. Yuniarti, et al (2018) were more focused on identifying the potential of ecotourism in both national parks. Their findings stated that this area was feasibly developed as an ecotourism destination with an index of potential feasibility value of 78.20% (Yuniarti, Soekmadi, Arifin, Pramudya, Noorachmat, 2018: 53).

Besides Yuniarti, et al (2018), research on the theme of ecotourism in Indonesia, Malaysia and Brunei has also been carried out by Kussanti (2017). She further explained ecotourism activities through the BIMP-EAGA cooperation framework. Her explanation can be the basis for our study of ecotourism aspects as part of central and regional government policies as well as part of multilateral cooperation. However, we will not only stop on the aspect of ecotourism but how we can make the program promoted internationally and nationally through the cooperation of the HoB Initiative and environmental communication efforts.

Similar research with the theme of multilateral cooperation and the HoB case has been conducted by Ningtias and Sudagung (2016). They researched to see the perception of identity and interests to be the driving force for multilateral cooperation between Indonesia, Malaysia and Brunei Darussalam. The implementation of cooperation was accommodated in the six ASEAN principles which according to Ningtias and Sudagung are less strict because each country in Southeast Asia in cooperating still maintains the principle of sovereign rights (Ningtias dan Sudagung, 2016: 304). Their study and findings form the basis for us to develop cases of cooperation between the three countries with a constructivism approach, an analysis of authority and government policy, and environmental communication efforts. The deepening of the cases from 2016 to 2019 is what distinguishes our writing from the studies they have done.

A more political study of the HoB location on the borders of the three countries was conducted by Potter (2015). Potter analyzes the shifts in national politics in Indonesia to influence the government's orientation to the region. After Soeharto was overthrown, the Megawati and SBY governments perpetuated a program to grow palm oil areas by licensing oil palm plantations in the border area (Potter, 2009: 88). The struggle for influence between the government and the center is inevitable. According to Potter, this led to the emergence

of a periphery-core pattern in land management matters on the Kalimantan-Malaysia border which includes the HoB area.

The legal and sociological aspects were also inseparable from previous studies conducted by Marthin (2018). Marthin researched the local wisdom of indigenous and tribal peoples in the Kayan Mentarang National Park and the Heart of Borneo. The findings of this study indicated that through a normative juridical approach forest and Dayak cannot be separated (Marthin, 2018: 77). The local wisdom of the Dayaks encourages them to always protect the forest and the surrounding environment.

All of the research that we have presented shows that studies related to collaboration and management of the HoB Initiative in West Kalimantan were still rarely conducted. Research by Marthin and Sarah focused more on the legal aspects and conservation efforts both carried out by the community and local NGOs. Potter with his political study gives colour to previous research on cases on the borders of the three countries. While Sabran et al emphasized studies on the aspects of exploration of natural biota. The studies which greatly contributed to our writing are owned by Yuniarti, Kussanti, and Ningtias and Sudagung. These three studies can be a role model for us to explore studies related to HoB cooperation and management that are enhanced by a constructivism approach, an analysis of government authority and policy, and environmental communication efforts.

In addition to previous research with the HoB case, we also present several previous studies with the theory of constructivism in International Relations. Zehfuss (2001) explains that the constructivism approach is very close to the issue of identity (Zehfuss, 2001: 315). Rattanchot (2014) added that constructivism in the study of International Relations in addition to identity also paid attention to interests and norms (Rattanchot, 2014: 85). Another opinion conveyed by Hopf is a way to understand how identity is formed in social construction (Ningtias dan Sudagung, 2016: 301). Hopf's opinion was agreed by Zehfuss that it is very important to place identity as an element that will determine the position of the actor against other actors (Ningtias dan Sudagung, 2016: 301). Historical factors of relations between actors will greatly affect the interests and identities of actors in international relations. Adler (2004) emphasizes that the constructivism approach in International Relations places great importance on the role of interpretation of the dynamics of relations between actors (Sudagung, Bainus dan Chalid, 2014: 46). This theory will be used to explain the pattern of Indonesian cooperation with Malaysia and Brunei in managing the HoB Initiative. Specifically, the factors of identity, history and interests that underlie the cooperation will be examined.

Several previous studies with the concept of the importance of public policy in development were carried out by Hayat (2018) and Ramdhani and Ramdhani (2017). Development can be interpreted as an effort made by the government, the community and the private sector which is carried out continuously and continuously with the main objective of improving people's welfare. To ensure that the development process can be directed in accordance with the objectives set, it needs to be controlled through a policy that covers and regulates all aspects of the development process. In their research, Ramdhani emphasized that the issuance of public policies was based on the need to solve problems that occurred in the community (Ramdhani, & Ramdhani, 2017: 1-2).



Public policy was determined by the stakeholders, especially the government which is oriented to meeting the needs and interests of the community. The meaning of the implementation of public policy is a relationship that enables the achievement of goals or targets as the final result of the activities carried out by the government. Weaknesses or mistakes of public policies will be known after the public policies are implemented, the success of the implementation of public policies can be seen from the impact caused by the evaluation of the implementation of a policy.

The implementation of public policy is influenced by several factors, including aspects of authority, resources, communication, and disposition. Dimensions that can be used to evaluate the implementation of public policies include consistency, transparency, accountability, fairness, effectiveness, and efficiency. Meanwhile, the evaluation of policy implementation needs to be carried out comprehensively, which includes: *ex-ante*, *on-going*, and *ex-post* evaluations. In carrying out innovations and breakthroughs in improving services to the public, discretion can be carried out in the implementation of public policies as long as they do not conflict with applicable norms and regulations (Ramdhani, & Ramdhani, 2017: 10).

Similar to what Hayat said in his book, he stressed that the process of formulating public policies will not be separated from the needs, interests, demands and agenda-setting of all parties in government and also the community. This is of course in line with the purpose of public policy itself to answer various problems that arise in people's lives with various aspects and provisions that apply in them (Hayat, 2018:1). Public policy is decisions made by someone who has authority in the government, both formal and informal.

While Dye (1982) argues that policy is whatever governments choose to do or not to do (Ramdhani, & Ramdhani, 2017: 3). This means that what the government does or does not do is public policy. Doing by making a decision or not doing by not making a decision is a public policy. Of course, the policy formulation is based on an evaluation of the previous policy. Each policy does not stand alone and is a continuation of the policy that ever existed. As a series that can not be separated to find patterns that are relevant and good for the interests of society. Policies must be based on improvements to previous policies based on the results of policy evaluations.

Both theses above emphasize that the existence of a public policy is important to solve all existing problems in society. Public policy is used as the main foundation to determine the urgency and sorting of what is the main goal of public policy. This is then also interesting to see in the management of the HoB, namely how the Indonesian government follows up on cooperation in terms of the formulation of policies that specifically regulate HoB management in West Kalimantan.

Other previous studies related to communication theory and environmental communication have been conducted by DeVito (1997), Mulyana (2007), Cangara (2013), Salusu (2004), Cox (2010). DeVito summarizes Barnlund's opinion that communication is a transaction. By transaction, it is intended that communication is a process, that the components are interrelated, and that the communicators act and react as a whole or whole. Communication is the process of an activity. Although talking about communication as if it were static, silent, communication was never like that. Everything in communication always changes (DeVito, 1997: 47).

The communication context consists of several indicators one of which is group communication. A group is a group of people who have a common goal, who interact with each other to achieve a common goal (interdependence) to know one another and view them as part of the group, although each member may have a different role. Communication is a dynamic process that continuously changes the parties that communicate. Based on this view, people communicating are communicators who actively send and interpret messages (Mulyana, 2007: 77).

The direction of the communication target is oriented to a positive effect or effectiveness, for that in achieving effective communication needs or certain operational approaches or strategies. Thus, the author first put forward a basic thing in writing this research, namely the understanding of strategy. This is intended to get a picture of the understanding of strategy in relations with communication. Roger in Cangara (2013), limits the understanding of communication strategies as a design created to change human behaviour on a larger scale through the transfer of new ideas (Cangara, 2013: 16).

According to Salusu, there are four levels of strategy. All of them are called master strategies, which are (Salusu, 2004).

- a. Enterprise Strategy, this strategy is related to community response. Every organization has a relationship with the community. Society is a group that is outside the organization that cannot be controlled.
- b. Corporate Strategy, this strategy is related to the mission of the organization so it is often called the Grand Strategy which covers the areas that are involved in an organization.
- c. Business Strategy, strategies at this level describe how to seize the market in the middle of society, how to place the organization in the hearts of the authorities, businessmen, legislators, politicians and so on.
- d. Functional Strategy, this strategy is a supporting strategy and to support the success of other strategies.

Communication activities need a strategy in the process. The first reason is that the message we convey must be received (receive) and does not rule out the possibility that some are accepted. Second, so that the expected feedback or response can be realized. Therefore, the strategy in communication activities is interrelated and inseparable in the communication process involving communicators, messages, communicants, channels and their effects.

Strategies in communication activities carried out with steps to make the audience or communicant can believe in persuasion communication that is done and is sustainable. Strategy can also be considered a tactic or a recipe that is a way to carry out planning in communication activities. Effective or not in communication activities will be more clearly determined by the communication strategy because it is a strategy that is an ongoing plan so that expectations can be realized the goals.

Environmental communication itself is a plan and strategy through communication processes and media products to support the effectiveness of policymaking, public participation, and its implementation in the environment. In Oepen's understanding, it can be understood that environmental communication becomes an integrated component in policy (Cox, 2010: 6). Environmental communication strategies in the preparation of planning must be carried out by communicators because the aim is to persuade the audience.

Then the ongoing process and evaluation is an important part of planning. The use of media is also determined by the purpose and segmentation of the audience in each type of media.

In his book *Environmental Communication and the Public Sphere*, Robert Cox explains two functions of environmental communication: (1) Environmental communication is pragmatic. It is educational and helps us to solve environmental communication problems. Initially, this was a communication instrument that happened to us, communication in action. Problem solving and debate are often part of public education campaigns. (2) Environmental communication is constitutive. Environmental communication also helps in the representation of nature and environmental problems which are also the subject of understanding for us. By shaping our perception of nature, environmental communication invites us to see forests and rivers as threats or abundant wealth and also as a vital life support system and something that must be respected (Cox, 2010: 9).

It is not an easy thing to do an environmental communication strategy, because the delivery of messages included in the planning process must be done by the communicator so that they can be arranged very well so that they can be received and succeed effectively and are well received by the communicant. First, the assessment stage is departing from the situation analysis and identification of the problem, the communicator involved and the objectives in the delivery process. The communicant or the community as the target of environmental communication also needs to be analyzed so that the message conveyed to the communicant can be conveyed.

Furthermore, Oepen and Hamacher in Cox (2010), stated that environmental communication is a planned and strategic communication process that is used by media products to support effective policy-making, community participation and project implementation aimed at environmental sustainability. Therefore, in environmental communication explained the existence of a communication process with the interaction that occurs is to understand certain environmental factors and need each other. Environmental communication aims to improve the ability of people to be able to respond to any appropriate signs of the environment with the well-being of both human civilization and natural biological systems (Cox, 2010: 20).

Roger in Cangara, limits the understanding of communication strategies as a design created to change human behaviour on a larger scale through the transfer of new ideas. To achieve a communication process towards an effective thing, it is necessary to have a strategy in the communication process. The objectives of the communication strategy include (Cangara, 2013:16):

1. To secure understanding, which is to ensure that the communicant understands the message it receives.
2. To establish acceptance, namely coaching or managing messages received by the communicant.
3. To motivation action, which is to encourage the communicant to take action by what we want.

In compiling a communication strategy to be precise and effective it requires analysis in preparing the supporting factors and also obstacles in carrying out the environmental communication strategy. The process of communication activities can be considered effective or not successful is determined by many factors that are essentially



planning and management of communication in achieving goals. However, as a direction for operations is the communication strategy that will lead to walk in any direction.

Of the two studies, environmental communication is needed to support the growing communication strategy of the HoB area. Environmental communication strategy has interrelated components to improve the delivery of messages by communicators to the communicant. So that the potentials that exist in the region can also develop and trilateral cooperation between the three countries that have been established from 2007, especially Indonesia, can do their best to carry out environmental communication strategies for the HoB region and also the cooperation.

This paper uses descriptive qualitative research methods aimed at describing strategies for increasing Indonesia's cooperation with Malaysia and Brunei, policies at the central and regional levels that encourage collaborative efforts, and environmental communication efforts undertaken by Indonesia towards the HoB region. Data collection is carried out by literature review from book sources, articles in journals, documents, and online article sources. The validity of the data the researcher was done by triangulating different data sources.

The articles will be divided into several sections. First, we will explain the practice of managing HoB in Indonesia, especially West Kalimantan. Second, an explanation of the authority of the management of the HoB and the policies of the local and central government. The third part will explain multilateral cooperation through a constructivist approach. Fourth, we will convey the environmental communication efforts undertaken by Indonesia over the HoB region. At the end of this paper, we provided conclusions and suggestions referred to the discussion and discussion section.

## **THE COOPERATION AND MANAGEMENT ON HEART OF BORNEO INITIATIVE AT WEST KALIMANTAN**

### **HoB's multilateral cooperation from a constructivism point of view**

The efforts made by the three countries in the HoB Initiative activities are the embodiment of multilateral cooperation. Even so, the authors realize that true collaborative initiatives do not fully emerge from their respective countries. Our findings show that WWF is the initiator of the cooperation of the three countries on the island of Kalimantan.

Some important indicators in analyzing international cooperation are summarized from the opinions of Keohane, Clackson, and Milner. The first indicator conveyed by Keohane is that cooperation is very important in adjusting the behaviour of the actors to the tendencies of other actors (Sudagung, Bainus, Chalid, 2015: 33). This was indicated by the policy coordination process. Milner (1992) emphasizes that the actions of actors are largely determined by the objectives to be achieved (Sudagung, Bainus, Chalid, 2015: 33). Added with the statement from Clackson that international cooperation must be referred to the benefits on both sides, although not necessarily balanced (Sudagung, Bainus, Chalid, 2015: 33).

Ningtias and Sudagung (2016) have found that cooperation between the three countries is viewed in terms of the identity, interests and attitudes of the state towards that identity (Ningtias dan Sudagung, 2016: 304). As allied countries, the three places the attachment of identity to be one of the drivers of collaborative efforts in various fields. Often the author also found in various reports that have been observed, that official statements in

explaining the cooperation of the three countries are always peppered with nuances of the identity of allied nations. Other findings from Ningtias and Sudagung (2016) show that identity as a member of ASEAN also contributed to the cooperation process Ningtias dan Sudagung, 2016: 304). The ASEAN Organization strongly encourages member countries to continue to work together to improve shared capabilities in all fields. For environmental issues, for example in the case of forest fires, it did not even escape the annual ASEAN negotiations.

Indeed, in seeing relations between members in ASEAN it is also necessary to pay attention to the controversial principle, namely non-intervention. This means that every country must not interfere in the domestic affairs of other ASEAN fellow countries. Ningtias and Sudagung's findings (2016) also show this. That the dynamics of the cooperative relations of ASEAN countries often clash with the principle of non-intervention based on their desires to fulfil their national interests. Similar cases also occur for example in the field of protection of migrant workers in ASEAN. Even though a joint consensus has been agreed upon, if it is followed it can take almost 10 years to reach a consensus.

Afrizal's research (2013) explains that there are some Indonesian interests in the HoB cooperation with Malaysia and Brunei. Starting from the interests of environmental preservation to economic motives. The importance of environmental preservation is determined by the phenomenon of widespread forest destruction on Kalimantan Island. Our explanation in the background has also confirmed these events. The damage turned out to cause a negative image in the eyes of the international world. International NGOs also put pressure on the era of President Susilo Bambang Yudhoyono through bad news on the exploitation of Kalimantan's forests. This HoB cooperation, according to Afrizal (2013), is one of the steps taken by Indonesia to improve its image and increase the trust of the international community (Afrizal, 2013: 7).

Indonesia has the opportunity to obtain financial assistance through a REDD mechanism with claims to have implemented forest conservation efforts in Kalimantan (Afrizal, 2013: 5). Besides, the opportunity to dominate the world carbon trading market is also large. The opportunity for carbon trading in Indonesia is large with the calculation of the carbon potential absorbed in Indonesia's forests reaching 25.77 billion tons (Afrizal, 2013: 8). The Asian Development Bank also provided funding in 2013 of 4.5 million dollars as part of the HoB partnership program (Afrizal, 2013: 9).

Adjustments to the actions carried out by the three countries in the context of the protection of the HoB region since 2007. In the writings of Ningtias and Sudagung stated that despite changes in the domestic political constellation in Indonesia and Malaysia, such as elections in Malaysia and Indonesia, the replacement of the Indonesian President and Prime Minister in Malaysia, as well as the cabinet reshuffle, the collaboration can continue (Ningtias dan Sudagung, 2016: 304). This is confirmed by the statement of the King of Brunei that states that the HoB preservation cooperation is one example of modern multilateral cooperation on complex issues carried out by ASEAN countries (Ningtias dan Sudagung, 2016: 304).

As we mentioned earlier that the involvement of the three countries cannot be separated from the role of WWF. Derivative activities in implementing cooperation can be seen from the ongoing discussions, seminars or workshops conducted to develop the HoB issue and the formation of national regulations of each country in carrying out mutually

agreed agreements (Ningtias dan Sudagung, 2016: 305). In 2012, WWF presented the impact of cooperation between the three countries within the framework of the HoB Initiative. Countries have carried out protection and improvement of the HoB's natural conditions which have an impact on local, national, and even global communities (Ningtias dan Sudagung, 2016: 305).

This effort turned out in writing to have been successfully implemented. However, we consider that this cooperation has a conflict in terms of translation in national regulations and their application at the regional level. However, it should be noted that the Indonesian government is not too serious in demanding national regulations. Evidenced by the mere mention of the term HoB in the Kalimantan Island Spatial Planning (RTRW). Although a more detailed explanation is contained in the 2015-2019 Heart of Borneo Strategic Plan and National Action. Further analysis of national and regional government policies will be discussed in the next section.

In the background section, we have also explained that the degree of success between the three countries managing the HoB to bring in new foreign exchange was successfully carried out by Malaysia. Indonesia itself still has obstacles in promoting the HoB area as part of ecotourism. Not to mention at the local level, often clashes with the issue of regional government succession. So, we argue the collaborative efforts between the three countries have indeed been successful in general. But, as is the principle of non-intervention in ASEAN so that when cooperation is relegated to national and regional policies it will always depend on the commitment of each country's government.

### Forest Management Policies Coordination

Forest exploitation in Indonesia always seems to be in line with the increasing area of oil palm plantations. In 2013 it was estimated that Indonesia lost approximately 1.1 million hectares of natural forest, and if converted the amount is equivalent to the loss of forest three times the size of a soccer field every minute. This condition is certainly very alarming, even though it is clearly stated in the constitution: "*bumi dan air dan kekayaan alam yang terkandung di dalamnya dikuasai oleh negara dan dipergunakan untuk sebesar-besar kemakmuran rakyat*".<sup>1</sup> But the question is whether forests in Indonesia have been used as much as possible for the welfare of the people, or instead only provide benefits for smaller groups. Especially concerning the exploitation of forests for commercial interests of oil palm which always leads to forest destruction.

Something similar is feared will occur if there is no certainty of protection and sustainable management of forests in the HoB. Based on data from the 2015-2019 Heart of Borneo National Strategic Plan and Action<sup>2</sup>, several activities have the potential to reduce forest cover in the HoB area. Starting from the existence of 9.08 million ha of permanent production forests and limited production forests, an area of 1.7 million ha of non-forestry development, of which around 658,000 ha has been planned for oil palm cultivation. And

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<sup>1</sup> Pasal 33 Ayat 3 Undang-undang Dasar Negara Republik Indonesia tahun 1945.

<sup>2</sup>This document was prepared by the government through the Heart Of Borneo National Working Group, which later this document will become a basic guide and reference for development actors, both at the central and local levels as well as partners in the HoB region in implementing development that is in line with conservation values and sustainable development.

including 486 registered mining companies carry out mining activities in the HoB area in an area of 2.05 million ha (Kelompok Kerja Nasional *Heart Of Borneo* (HoB), 2014: 23).

The purpose of 2015-2019 Heart of Borneo (HoB) National Strategic Plan and Action was to provide clear guidelines and direction for stakeholders and core actors in carrying out conservation and utilization of natural resources in the HoB located in the country of Indonesia (Kelompok Kerja Nasional *Heart Of Borneo* (HoB), 2014: 1). This goal was certainly not a solution when the government itself does not have clear rules related to the management of the HoB Area. The legal regulations contained in the HoB National Strategic Plan and Action document still refer to general regulations related to the management of forest areas in Indonesia. Even the HoB National Strategy and Action document was a product of the Coordinating Ministry for Economic Affairs. Even though they had a Forest Governance Department, it can be concluded that the government itself still sees the HoB area as an economic commodity that will continue to be exploited.

We can see from the matrix activity for Program 2: Development of natural resources outside the Protected Area in a sustainable manner in the HoB that can threaten the preservation and coverage of forests in Kalimantan (Kelompok Kerja Nasional *Heart Of Borneo* (HoB), 2014: 25-30). In the document, the government still provided space and facilitates the development of oil palm plantations and sustainable forest concessions in the HoB. The investment target for oil palm plantations and sustainable forest concessions can be increased. Also, the government facilitated the development of responsible/sustainable mining in the HoB, with the target of the investment for responsible/sustainable mining increasing.

The two sectors related to the development of oil palm plantations and also the development of mining will certainly greatly threaten the protected forest area in the HoB. Even though there is a commitment to sustainable and responsible management, it seems difficult to achieve. Especially if you look at how forest exploitation in Indonesia, which has been damaged by the existence of oil palm plantations and mining exploration. Bisinifocus predicts the growth of oil palm plants through the addition of 5-8 million ha by 2020. This has implications for the addition of oil palm plants of 4-500,000 ha per year. The development of oil palm plantations will occur a lot in especially Sumatra because this region has good soil and climate conditions for oil palm development, in addition to existing developed infrastructure. However, the development of oil palm plants will also be more massive in Kalimantan and Papua because decent land in Sumatra is increasingly scarce (Wibowo, 2010: 255).

From these data, the expansion of oil palm plantations will certainly grow on the island of Kalimantan. And do not rule out the possibility of encroaching on the HoB forest area whose regulations have yet to be clear. This is also interesting to see in the management of the HoB, especially on how the Indonesian government follows up the cooperation in managing the HoB in terms of the policies formulation that specifically regulate HoB management in West Kalimantan. Because the Indonesian government did not has specific rules governing the management of the HoB. Even if there is a nature it only mentions the HoB as a national strategic area. As stated in *Peraturan Pemerintah Nomor 26 Tahun 2008*.

We can also see this from the forest management in the HoB area with other forests as listed in the Heart of Borneo National Strategic Plan and Action 2015 - 2019. In the

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document, the HoB forest management policies still refer to *PP Nomor 44 Tahun 2004* on Forest Planning, and PP No. 3/2008 on Forest Management and the Formulation of Forest Management and Forest Utilization Plans. The Government of Indonesia was currently drafting a Presidential Regulation on Spatial Planning for Sustainable Development and Conservation in the HoB Area which has entered the 6th Proleg stage on March 5, 2019, ago. However, the rule of law which became the legal basis for protection and problems in the HoB region has not been passed.

**Table 1 - Legal Standing for HoB Management in Indonesia**

No	Legal Standing for HoB	Article Explanation
1.	<i>Peraturan Pemerintah Nomor 44 Tahun 2004</i> on Forest Planning (Enlisted in HoB Strategic and Action Plan)	There is not a single article in this regulation that discusses and mentions forest management in the HoB area.
2.	<i>Peraturan Pemerintah Nomor 3 Tahun 2008</i> on Revision of <i>Peraturan Pemerintah Nomor 6 Tahun 2007</i> on Forest Management and Preparation of Forest Management Plans, and Forest Utilization (Enlisted in HoB Strategic and Action Plan)	There is not a single article in this regulation that discusses and mentions forest management and utilization in the HoB area.
3.	<i>Peraturan Pemerintah</i> Revision on <i>Peraturan Pemerintah Nomor 26 Tahun 2008</i> on National Spatial Planning.	The HoB area is mandated as a national strategic area along with 76 other national strategic areas.
4.	<i>Peraturan Presiden Nomor 3 Tahun 2012</i> on Kalimantan Island Spatial Planning	<ul style="list-style-type: none"> <li>• In Article 1 paragraph 8, the HoB Area is only mentioned as a strategic area of the world's lungs to be managed with the conservation and sustainable development principles.</li> <li>• In article 10 paragraph 2, the HoB is integrated with border management.</li> </ul>
5.	<i>Peraturan Daerah Kabupaten Sintang Nomor 20 Tahun 2015</i> on Sintang Region Spatial Planning	<ul style="list-style-type: none"> <li>• In article 1 paragraph 36, the HoB is managed with the principles of conservation and sustainable development.</li> <li>• This Perda follows the Presidential Regulation No. 3/2012 concerning Kalimantan Island Spatial Planning.</li> </ul>

\* organized by authors from various sources

From the table above, we can see how the management of the HoB has not become a priority for the Indonesian government. So far, the HoB has only been designated as a national strategic area (KSN). Where the management was the same as other national strategic areas in Indonesia. This is based on the absence of specific policies in the management of the HoB, related to the proposed Perpres on Spatial Planning for Sustainable Development and Conservation in the HoB area, which is not yet included in the Priority Prolegnas in 2020 (Dewan Perwakilan Rakyat Republik Indonesia, 2020). Apart from forest issues, HoB management was also closely related to biological wealth, and also



the function of the HoB as a water tower. Whereas many as 14 of the 20 major rivers on the island tipped in the HoB region, such as the Barito River, Kapuas River, Mahakam River, and others (National Geographic Indonesia, 2013).

At the regional level, HoB management was also a new problem, aside from overlapping regional regulations and policies. Local governments will also be confused if they are then asked to translate national policies and directives into the local context (HoB). Besides, the government also asked the regional government to make regulations and allocate a budget to support the construction of the HoB (Kelompok Kerja Nasional *Heart Of Borneo* (HoB), 2014: 36-39). This request becomes difficult to realize if the central government itself does not have clear rules related to the management of the HoB Area.

Furthermore, with the complexity of the management of the HoB area, it should make the government aware of the importance of the legal regulatory policies that specifically manage HoB. Indonesia should not depend on old policies that tend to homogenize the management of the HoB area. Not just talking about forest cover and forest sustainability, many things are then interrelated. Starting from the biological wealth, the availability of water, and also the protection of the HoB area from the expansion of oil palm plantations, mining exploitation, and also the threat of forest fires that become routine disasters in Indonesia, including in Kalimantan.

### Environmental Communication Strategy

Irwan Gunawan, who currently serves as Director of WWF-Indonesia, said that they believe the education and training that has been distributed to the community can be relied upon first rather than waiting for foreign assistance. Education is a process of communication to deliver messages by providing knowledge to the public about the importance of knowing and protecting the Indonesian region included in the HoB area.

The communication process that has been carried out during trilateral cooperation according to the authors was still lacking. In the communication process, there is a message that must be delivered by the communicator with the recipient is the communicant, the audience. The most important part of delivering a message is the communicator, which is a division of information related to the contents of the message that aims to invite, persuade the public. This is not easy and it seems that Indonesia needs quite a long time to carry out this communication process to be effective on an ongoing basis.

Public knowledge was fairly low in the HoB in Indonesia. This has become one of the factors that have occurred because of the communication process with the delivery of messages that have not been running effectively. Including the community's knowledge regarding cooperation between these three countries, there are still many who do not know yet. What's more, was that lately there has been an increase in forest fires (CNN Indonesia, "2019).

Human activities so far have no doubt made the surrounding environment occur because of exploitation that can not be avoided. The thing that needs to be done is to control so that no increase occurs. Awareness of the community's concern for the environment should be given, even though many environmental activists have been active at this time. Therefore, more serious efforts are needed in increasing human concern for the environment so that exploitation and degradation of the quality of the environment are not sustained.

Environmental communication is a strategy in the process of communication and media products to support the effectiveness of policymaking. In other words, environmental communication is used to create an understanding of environmental problems. The thing that needs to be followed up in the communication strategy is choosing the right communicator so that it can run effectively. Not spared from the media, they are also determined by the purpose and segmentation of the audience. Environmental communication is not that easy to do. What must be done so that environmental communication can run smoothly requires a communication strategy prepared by the communicator so that communication can be well received by the communicant (public/community).

The first step that has an important role is to use a communication strategy. So, the first step and be decisive in how environmental communication will be carried out is to make a communication strategy. Therefore, it is necessary to consider many things by taking into account the supporting factors or blocking factors such as inhibiting factors. Take into account and pay attention to the stages and steps in the environmental communication strategy. The communication strategy becomes a new hope so that it can be communicative because it includes communicators and communicants who have all their abilities. Therefore, it will be important in developing a communication strategy in the Heart of Borneo trilateral cooperation.

First, the assessment stage, which consists of a step of analyzing the situation and identifying problems, analyzing the parties/actors involved, and the purpose of communication. The public/community has a role as the target of environmental communication needs to be identified so that the message can be delivered under the situation and condition of the intended audience. If it turns out that the slow action of trilateral cooperation was caused by the behaviour of people who still lack awareness of the environment, especially the Hob forest, then this is the right time for the community as the main stakeholder of any environmental communication process. Next, the purpose of environmental communication in the three countries' cooperation is well-reviewed so that messages can be formed and adapted to the objectives of environmental communication.

The planning phase becomes the second stage because it consists of developing a communication strategy, motivating and mobilizing the community and also media selection. The communication strategy must be carried out by the right communicator. Furthermore, that is the use of several types of media which can happen, but the advantages and disadvantages of each media need to be taken into account to suit the situation and communication conditions. Interpersonal communication is one of the communication contexts that can be used to carry out the planning and education stages of the trilateral cooperation and any related training regarding the HoB area.

Next is in the mass media today in addition to print media, online media can be used to foster public awareness and knowledge of the heart of the world in an environment that can be considered as an efficient alternative in providing education to the public. Then by taking the theme of environmental communication, can carry out campaigns related to matters about the protected forest area which is the largest rainforest in the world.

This content will certainly be interesting news. The media helps in the formation of opinion by the public, especially towards the HoB area. Through TV, radio, and newspapers are expected to provide information as a space to find out what has happened for protected

forest areas in the world. In this case, if the mass media have only been diligently disseminating information to a wide audience, and also the skills in spreading information under the rules of the function of the mass media. After the mass media becomes one of the stages in the environmental communication strategy, this stage is expected to make the community have the ability to maintain and preserve the environment.

One of the strategies in developing trilateral cooperation is to take steps for mutual commitment. However, as a direction for operations or as a map in carrying out environmental communication strategies that will guide walking in any direction. In the 2014 article, there has been a collaborative program initiative from theory to action supported by WWF. The joint commitment at that time to improve the economy in conservation and sustainable development which would become the HoB program when successfully implemented would potentially become the world's longest landscape connecting protected areas through sustainable land use managed through cross-border cooperation.

The purpose of this is to attract tourists to be able to elevate the HoB into tourism and as a momentum Kalimantan as a beautiful tour and the only largest rainforest remaining in Southeast Asia, the third largest rainforest in the world. Then, on March 9, 2019, it was included in the campaign to make the heart of the earth ecotourism that became a collaborative program between WWF and the Ministry of Tourism (WWF Indonesia, 2019).

One of the good planning phases carried out by the government is through the visit of the HoB campaign by marketing ecotourism activities which were initiated by the Ministry of Tourism and WWF. Mass media has a great influence on a large society, including carrying out mass media hegemony without our awareness, we have done that hegemony. Taking one of the functions of the mass media that is the function of persuasion is the mass media functions to influence public opinion about a problem that occurs around them (Nurudin, 2007: 63). With this role, it is useful to use public figures to attract audiences to form certain paradigms or views on the trilateral cooperation and also the area of the HoB as a treasure owned by Indonesia.

The mass media can also be done by inviting influencers such as conducting socialization about the HoB area. Then you can invite young filmmakers to make a documentary in the HoB area. The communication process occurs not only from a communicator and communicant doing face-to-face new messages delivered but with visualization in film, is a function of the mass media in communication, one of which is as entertainment.

Third, the stage of message production which consists of the steps of message design and media production. Environmental communication messages should be directed more towards changing habits that don't care about the environment. For examples in conducting socialization about "DO NOT DAMAGE THE HEART OF THE WORLD". This stage is a message using symbols as signs as in communicating between people using certain symbols or special symbols to express a particular purpose.

The use of symbols or signs in communication can have a significant impact by producing signs as meaning. Because in the theory of symbolic interactionism, all forms of communication are symbolic and based on interaction and meaning. Like the language used

by humans both verbally and nonverbally which can produce deep meanings for message production.

The fourth is the stage of action and reflection which consists of the stages of dissemination through the media and the steps of documentation, monitoring, and evaluation. Efforts to sensitize both communicators and communicants (community) in the process of communication strategies to the environment through environmental communication essence is in the priority and commitment of the government. In environmental communication, channelling messages through several types of media, ongoing monitoring processes, and evaluations become an important part that must be done by the government. Moreover, the trilateral cooperation has been carried out for 13 years. It would be nice, start doing communication strategies using environmental communication strategies to maximize the cooperation that has existed for years.

Evaluation becomes very important, especially in determining the communication strategy of the HoB area in determining communication activities to be carried out step-by-step. Indonesia is the country with the widest HoB region of the two countries namely Malaysia and Brunei Darussalam. According to researchers, from 2007 the cooperation from the Indonesian state could still be said to be an obstacle, namely the lack of action taken by Indonesia. There are two obstacles in this initiative of cooperation, namely there is no environmental communication strategy that functions to manage and coordinate actions from Indonesia and according to the author so far WWF is more encouraging actions in activities related to the HoB area.

## **CONCLUSION**

The cooperation has been carried out by prioritizing aspects of the identity of the three countries as allied countries and fellow ASEAN members. Indonesia underpins cooperation because of Indonesia's economic and environmental interests. However, the implementation of cooperation at the national and regional levels depends on the commitment of each country. This implementation was supported by the principle of non-intervention that applies within ASEAN. At the national and regional levels, we found that the seriousness of the government has not been maximized. Because until now there has not been found a policy that specifically regulates the management and utilization of the HoB area to increase ecotourism or public diplomacy. Therefore, in our opinion, taking steps to carry out environmental communication efforts with the concept of communication strategies becomes important in this regard. The reason for this strategy is based on the environmental communication activities that have been carried out are still limited to the efforts to address environmental damage between stakeholders. We consider that more quality action is needed to educate the public or even promote national, local and international audiences the importance of preserving the HoB area. The government is expected to immediately ratify the proposed Presidential Regulation on Spatial Planning in Sustainable Development and Conservation in the Heart of Kalimantan. However, with a note to eliminate opportunities for expansion of oil palm companies and mining exploitation which certainly threatens the preservation of forests and resources in the HoB.

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