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KABUPATEN KETAPANG'S INCLUSIVE ECONOMIC DEVELOPMENT INDEX (IEDI): LOW INCLUSIVENESS AMID HIGH ECONOMIC GROWTH

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HIGHLIGHTS

- For the 2011–2021 period, the Inclusive Economic Development Index (IEDI) of Kabupaten (District of) Ketapang was lower than Indonesia's national average. Its economic growth rate, which was higher than both the national average and province, was not followed proportionally by a decrease in its poverty rate.
- The challenges Kabupaten Ketapang face to achieve inclusive economic development include its vast territory, small population, and low real fiscal capacity. These factors are the cause of the government's low capacity in providing both basic and supporting infrastructures to help optimize the utilization of natural resources.
- To achieve a more inclusive economic development without burdening its regional budget (APBD), Kabupaten Ketapang can seek to increase the productivity of the agricultural and investment sectors; improve the quality of human resources; develop micro, small, and medium enterprises (MSMEs); and coordinate with the West Kalimantan Provincial Government to provide educational infrastructure.

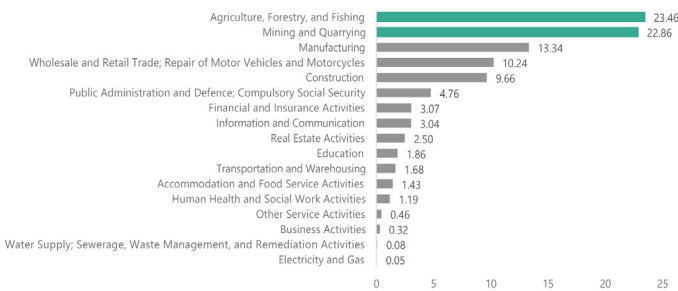
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KABUPATEN KETAPANG'S HIGH ECONOMIC GROWTH

Kabupaten Ketapang of the West Kalimantan Province occupies an area of 31,588 km², or somewhat equal to that of the Central Java Province (32,801 km²). Nevertheless, according to data per 2020, it has a population of only around 570,700 at an average density of only 16 people/km² (Badan Pusat Statistik/BPS¹ Kabupaten Ketapang, 2021). Kabupaten Ketapang's population distribution is also highly uneven, as reflected from their population density, which ranges from 3 people/km² (Kecamatan Hulu Sungai) to 1,225 people/km² (Kecamatan Delta Pawan).

The *kabupaten's* natural resources make a considerable contribution to its economy. In 2020, its primary sectors (agriculture, forestry, and fishing; and mining and quarrying) made the greatest contribution to its gross regional domestic product (GRDP) based on applicable price (ADHB) at 23.46% and 22.86% respectively. Meanwhile, the secondary sector (manufacturing) contributed 13.34% (Figure 1).

Figure 1. Distribution of GRDP Based on the Applicable Price by Sector in Kabupaten Ketapang, 2020 (%)



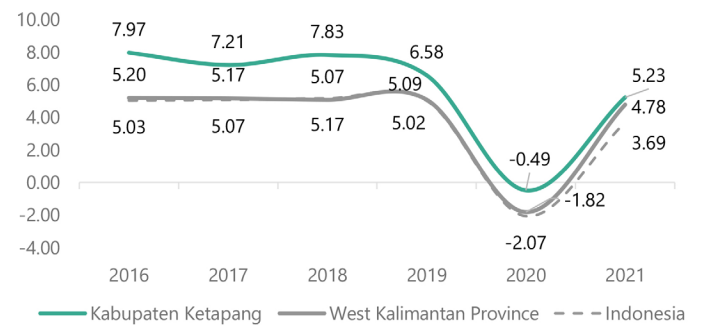
Source: BPS, 2022 (processed).

The agricultural, forestry, and fishing sector plays an important role in workforce absorption. Per 2020, according to the Indonesian Standard Industrial Classification (KBLI), agricultural sector workers aged 15 years or above, accounted for 51% of the workforce. Meanwhile, 17.61%

and 31.39% of Kabupaten Ketapang's workforce was absorbed by the manufacturing and services sectors respectively.²

In the period of 2016–2021, Kabupaten Ketapang's economic growth has been relatively high. Between 2016 and 2019, which was before the coronavirus disease 2019 (COVID-19) pandemic, the *kabupaten* had an average annual growth of 7.47%—higher than the national average (5.07%) and West Kalimantan (5.13%) growths. When the pandemic struck, Kabupaten Ketapang's economic growth was negative 0.5% in 2020 and turned to positive 5.23% in 2021. Its economic growth performance during the pandemic was also better than the national and West Kalimantan growth rates (Figure 2).

Figure 2. Kabupaten Ketapang's Economic Growth, 2016–2021



Source: BPS, 2022 (processed).

However, a high economic growth does not necessarily mean inclusive economic development, as reflected by the IEDI. Economic growth is only one of the 21 indicators which form the IEDI. Despite its high economic growth, Kabupaten Ketapang did not perform well on some other IEDI indicators. Among the indicators with lower scores than both the national and West Kalimantan provincial scores are poverty rate, manufacturing sector's contribution to the GRDP, stable road to area ratio, school life expectancy (SLE), and proportion of working population with senior high school education qualification or higher. As a result,

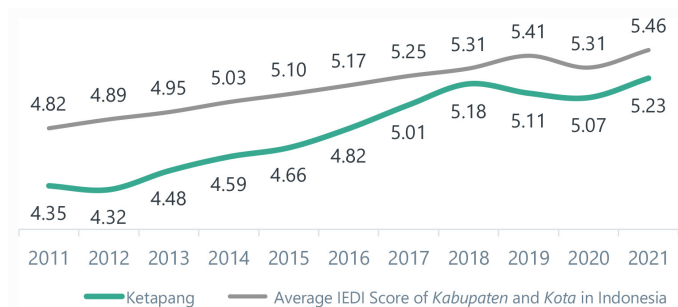


¹ Statistics Indonesia.

² The manufacturing sector is the combination of (i) mining and quarrying; (ii) manufacturing; (iii) electricity and gas; (iv) water supply; sewerage, waste management, and remediation activities; and (v) construction. The services sector consists of (i) wholesale and retail trade, repair of motor vehicles and motorcycles; (ii) accommodation and food service activities; (iii) transportation and warehousing; (iv) information and communication; (v) finance and insurance activities; (vi) real estate activities; (vii) business services; and (viii) human health and social work activities.

for the 2011–2021 period, Kabupaten Ketapang’s IEDI score was lower than the average scores of *kabupaten* and cities (*kota*) in Indonesia (Figure 3).

Figure 3. Kabupaten Ketapang’s IEDI, 2011–2021



Source: BPS, 2022 (processed).

INCLUSIVENESS OF KABUPATEN KETAPANG’S ECONOMIC DEVELOPMENT

IEDI, an index formulated by the National Development Planning Agency (Bappenas), is a composite index covering 21 indicators. Nevertheless, this research note focuses on the IEDI’s indicators of Kabupaten Ketapang which: (i) have values relatively low compared with the national and/or West Kalimantan provincial values, and (ii) have relatively high causality compared with other indicators.

High Economic Growth and Poverty Rate

High economic growth and people’s welfare in many of its dimensions are important factors for development. However, economic growth in itself does not necessarily result in inclusive welfare. De Silva and Sumarto’s (2013) study shows that the poor receives a smaller proportion of economic growth benefits than their nonpoor counterparts.

In the case of Kabupaten Ketapang, it’s high economic growth fails to lower its poverty rate (Figure 4). Compared with the national and West Kalimantan provincial rates, Kabupaten Ketapang’s higher economic growth is not followed by a proportionally reduced poverty rate. Technically, this means that its economic growth is inelastic against its poverty rate reduction. One of the underlying factors is that the economic sectors with high growth are not those that represent the livelihood of most people in the *kabupaten* and therefore the growth has less effect on their income.

Throughout 2016–2021, the economic sector that played an important role in Kabupaten Ketapang’s high economic growth was mining and quarrying, at an average of 18.19% annually. Moreover, in 2020, when a number of economic sectors had negative growth, the mining sector could still grow at 15.85%. Meanwhile, the agricultural and manufacturing sectors, which absorbed the workforce in large quantity, only grew at 4.38% and 4.51% respectively on average.

³ Hectare.

Figure 4. Kabupaten Ketapang’s Poverty Rate, 2011–2021



Source: BPS, 2022 (processed).

Less than Optimal Contribution of Primary Economic Sectors

Despite the large contribution the primary sectors have made to Kabupaten Ketapang’s economy, it has not been optimal. The average productivity rates of its smallholder oil palm, rubber, and hybrid coconut plantations, for example, are lower than West Kalimantan Province and other regions. For smallholder oil palm, the productivity is only 2.18 ton/ha³, which is lower than West Kalimantan (2.19 ton/ha), North Sumatra Province (3.71 ton/ha), and Kabupaten Asahan (4.70 ton/ha). This is also the case with the rubber and hybrid coconut plantations (Table 1).

Table 1. Comparison of Average Productivity Rates of Smallholder Plantations in Some Regions in 2021 by Commodity (ton/ha/month)

Region	Oil Palm	Rubber	Hybrid Coconut
Ketapang	2.18	0.49	0.16
West Kalimantan	2.19	0.46	0.38
Asahan (North Sumatra)	4.70	0.99	0.21
North Sumatra	3.71	0.83	0.91

Source: BPS, 2022 (processed).

Consequently, compared with other regions, Kabupaten Ketapang’s smallholder plantation farmers have lower income per area unit. Such low productivity means that the growth of the output value lags behind other, more productive sectors. Less than optimal productivity of the primary economic sectors is one of the factors that explains why high economic growth is followed by high poverty rate.

Technically speaking, other factors have also contributed to the less than optimal productivity of smallholder plantations in Kabupaten Ketapang. First, farmers generally use nonsuperior seeds as they have limited knowledge on seed selection—partly due to lack of information dissemination—and/or they cannot afford superior seeds. Oil palm farmers who do not use superior seeds are more likely to lose up to 50% of their production (Irawan and Purwanto, 2020). Second, oil palm farmers employ

nonstandard methods to cultivate their plants. Third, farmers are institutionally weak that it limits their access to bank loans and weakens their land legality. The findings of Irawan and Purwanto's study (2020) show that oil palm farmers in Kabupaten Ketapang lack interest in certifying their lands because most are unaware of the process and benefits as they have not been given information. Finally, smallholder farmers need additional capital, such as bank loans, to manage their plantations. However, Sahara and Kusumowardhani (2017) have pointed out that one obstacle preventing smallholder farmers from accessing bank loans is the fact that their land has no proof of legality/certificate and cannot be used as loan collaterals.

Less than Optimal Investment and Workforce Absorption

Economic growth is driven by, among other factors, investment—both domestic and foreign.⁴ In Kabupaten Ketapang's case, it has received large amounts of investments. In Quarter IV of 2020, for example, three regions in West Kalimantan Province received the largest corporate loans; they were Kota Pontianak (Rp9.79 trillion), Kabupaten Ketapang (Rp6.75 trillion), and Kabupaten Sintang (Rp5.64 trillion). Most of these loans were invested in the agricultural, animal husbandry, fishing, and forestry sector (63.85%) and in the manufacturing industry (10.81%) (Kantor Perwakilan Bank Indonesia Provinsi Kalimantan Barat⁵, 2021).

A respondent⁶ stated that in 2021, Kabupaten Ketapang also received the highest foreign investment compared with other areas in West Kalimantan. It amounted to US\$320 million for 341 projects. However, according to the respondent, the investment was "not close to the people." This means that the investment went into economic sectors with low workforce absorption, i.e., in upstream industries, such as the large-scale plantation sector and mining and quarrying sector—known as sectors producing primary products (raw materials). Such an investment has no direct association with the increase in added value of commodities produced by most of the community. As a result, despite

their high growth, these sectors had a less significant effect on the people's income. This further confirms Kabupaten Ketapang's experience of high economic growth with high poverty rate.

The Need to Improve Road Infrastructures

In general, basic infrastructures available in Kabupaten Ketapang still need a lot of improvement in terms of sufficiency and condition. One of the central issues surfacing from many FGDs and in-depth interviews is the connectivity issue, i.e., availability and quality of land road infrastructures. This includes the road network both within Kabupaten Ketapang and the network connecting the *kabupaten* with other regions. The issues revolve around, among other things, the long 3,229.09 km *kabupaten* road, which connects many *kecamatan*/villages. Despite its length, the road is still inadequate since around 40% of 253 villages are still isolated and can only be accessed via rivers. Table 2 and Figure 5 show that despite the increasingly greater proportion of stable (good and medium) roads, most of them are still damaged (heavy and mild). As a result, in the last decade, the proportion of stable roads has always been below the national and West Kalimantan provincial rates.

Many studies conclude that sufficiency and quality of infrastructures are important prerequisites for the implementation of development in various sectors (Deno, 1988; Haughton and Khandker, 2009). The absence of infrastructure will prevent production activities of many economic sectors from functioning (Hirschman, 1958). Not only will bad roads hamper economic activities, they will also prevent other infrastructures, such as the national electricity company's (PLN) electricity line and telecommunication network, from being provided adequately. In 2021, only 82% of Kabupaten Ketapang was electrified (West Kalimantan's rate at 87% and national rate at 97%) and 60 of its villages had not been covered by PLN's electricity line. This is counterproductive considering that electricity has significant and positive effects on economic growth (Hapsari, 2011).

Table 2. Roads Conditions in Kabupaten Ketapang, 2016–2022

Road Condition	2016	2017	2018	2019	2020	2021	2022
Good	13.7%	15.2%	16.8%	26.8%	28.2%	28.19%	27.31%
Medium	6.2%	6.1%	5.9%	10.3%	9.2%	9.18%	5.62%
Mildly Damaged	12.4%	12.2%	12.0%	24.5%	27.2%	27.20%	32.49%
Heavily Damaged	67.7%	66.4%	65.4%	38.5%	35.4%	35.43%	34.57%
Total Percentage	100%	100%	100%	100%	100%	100%	100%
Total Length (km)	3,239	3,239	3,239	3,239	3,239	3,239	3,239

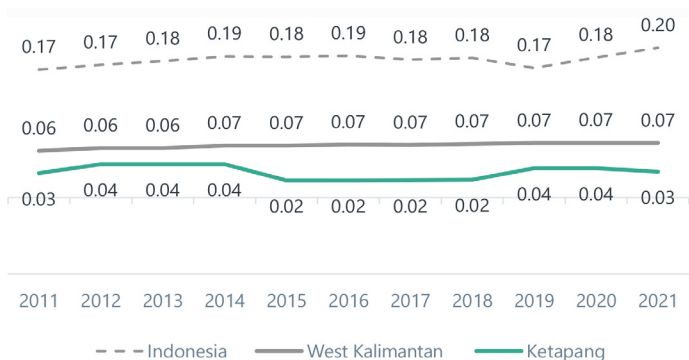
Source: Kabupaten Ketapang Regional Government Regulation No. 3 of 2021 on Kabupaten Ketapang's 2021–2026 Regional Medium-Term Development Plan.

⁴ Domestic investments are known as Penanaman Modal Dalam Negeri (PMDN), while foreign investments are Penanaman Modal Asing (PMA).

⁵ Bank Indonesia Representative Office in the West Kalimantan Province.

⁶ Economic expert from Universitas Tanjungpura, Pontianak, West Kalimantan.

Figure 5. Comparison of Stable Road to Area Ratios of Kabupaten Ketapang, West Kalimantan Province, and National Average, 2011–2021



Source: BPS, 2022 (processed).

In the telecommunication sector, currently 89 villages are marked as blank spots and around 76 villages have no access to mobile phone reception. According to the Communications and Informatics Agency (Diskominfo) of Kabupaten Ketapang, this is caused by inadequate supporting infrastructures (road condition and electricity availability), in addition to other issues. The roads to those villages which are still uncovered by telecommunication signal are generally damaged. Some roads have even never been asphalted. Nearly all areas uncovered by telecommunication signal are not electrified yet. The poor roads reduce access to basic services, such as education and health. In turn, this has the potential of affecting the quality of the *kabupaten's* future human resources. This underscores the fact that the availability and quality of road infrastructure and other basic infrastructures have a domino effect on the various dimensions of people's economic and social activities.

The low stable road ratio is mainly due to budget constraints, both from the central government's source (particularly the Specific Allocated Fund (DAK) for roads) and from the source of the *kabupaten's* regionally-generated revenues (PAD). In the period of 2016–2020, Kabupaten Ketapang received physical and nonphysical DAK funds at Rp355.7 billion per year. However, only around 10% of the amount is allocated particularly for roads. In 2019, for example,

Kabupaten Ketapang received DAK funds for roads (DAK *jalan*) at Rp29 billion and in 2021 at Rp36 billion. In addition to DAK, the *kabupaten* government also allocated a regular budget for road maintenance at around Rp20 billion per year. This amount of budget is insufficient to upgrade the quality of the 3,200 km road to a stable status. Furthermore, building roads in Kabupaten Ketapang, whose soil is mostly peatland, takes greater unit of costs than building roads on nonpeatland soil.

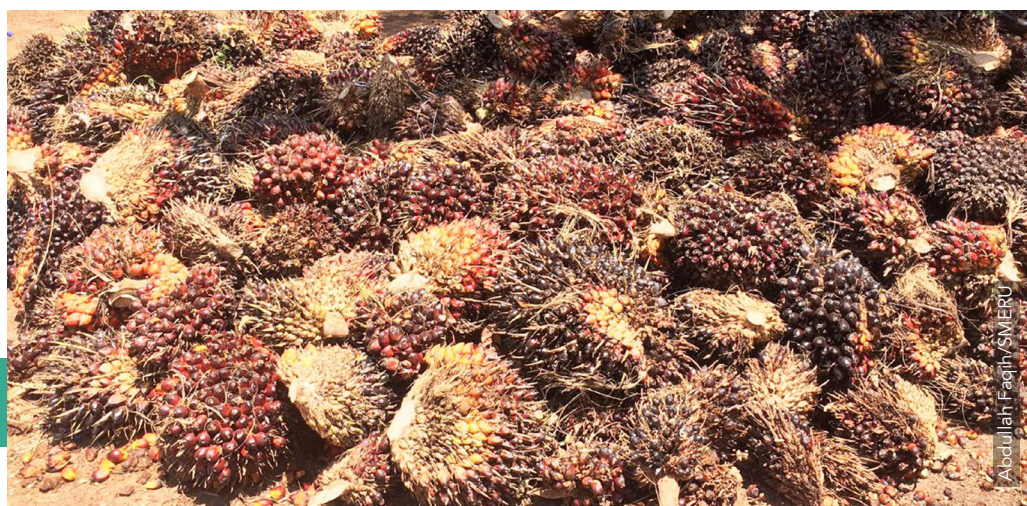
According to the Public Works and Spatial Planning Agency of Kabupaten Ketapang, the costs to rehabilitate/construct roads in Kabupaten Ketapang range from Rp1 billion to Rp12.5 billion per km, depending on the peatland depth.

It is impossible for the *kabupaten's* budget to cover such a large fund for road construction/rehabilitation considering its low real fiscal capacity. Table 3 shows that even if within the next five years—where the *kabupaten's* budget is projected to range from Rp2.5 trillion to Rp2.9 trillion per year—its real financial capacity ranges only from Rp58 billion to Rp84 billion per year. This is because around 97% of the regional budget is allocated to fulfill the binding, compulsory, and main priority spendings (related to basic services) as per the existing regulations.

To overcome these constraints, the government of Kabupaten Ketapang has made a proposal to the central and provincial governments to turn some of its strategic roads into national/provincial roads. The aim is to transfer the responsibility of funding the construction of these roads to the central and provincial governments. Per June 2022, the West Kalimantan Provincial Government has approved seven of the *kabupaten* roads (around 178 km) as provincial roads (Agustiandi (ed.), 2022).

Relatively Low Quality of Human Resources

In 2020, the proportion of workforce in Kabupaten Ketapang with senior high school⁷ and higher education qualification is 44.77% and 7.59% respectively. The remainder graduated from elementary school⁸ (39.43%) and did not finish elementary school (8.31%). This shows that more than half of the workforce in Kabupaten Ketapang graduated



Harvested oil palms

⁷ Senior high school/Islamic senior high school, vocational senior high school and Kejar Paket C (senior high school-level equivalency education program).

⁸ Did not finish elementary school/Islamic elementary school, Kejar Paket A (elementary school-level equivalency education program), junior high school/Islamic junior high school, vocational junior high school, and Kejar Paket B (junior high school-level equivalency education program).

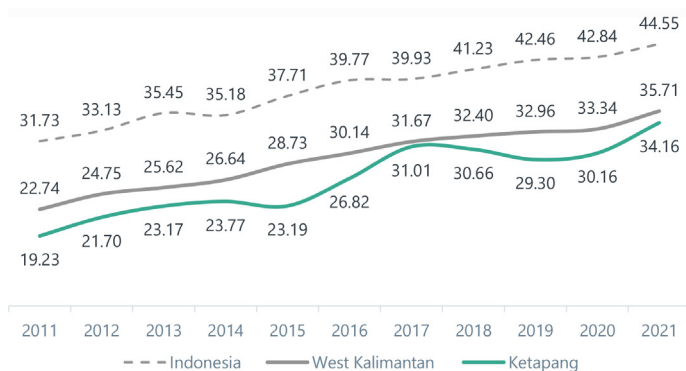
Table 3. Projected Real Financial Capacity of Kabupaten Ketapang (in Billion Rupiah), 2022–2026

Item	Year				
	2022	2023	2024	2025	2026
1. Income	2451.5	2570.6	2684.7	2804.3	2943.7
2. Reserve Fund Disbursement					
3. Real Budget Surplus	55.7	49.6	47.2	46.4	43.0
Total Income	2507.2	2620.33	2731.94	2850.74	2986.82
Minus:					
4. Compulsory, Binding, and Main Priority Spending Amount	2449.6	2562.5	2669.2	2783.5	2902.8
5. Region’s Real Financial Capacity	57.6	57.8	62.7	67.1	83.9
6. Percentage of Region’s Real Financial Capacity against Regional Budget	2.30%	2.21%	2.30%	2.36%	2.81%

Source: Kabupaten Ketapang Regional Government Regulation No. 3 of 2021 on Kabupaten Ketapang’s 2021–2026 Regional Medium-Term Development Plan.

from high school or higher. Nevertheless, throughout 2011–2021, the proportion of its working population with senior high school and higher educational attainment has been lower than the West Kalimantan and national rates (Figure 6). Diametrically, this means that the proportion of open unemployment with senior high school or higher educational attainment in Kabupaten Ketapang is higher than the West Kalimantan and national proportions.

Figure 6. Percentages of Working Population with Senior High School or Higher Education Qualifications in Kabupaten Ketapang, 2011–2021



Source: BPS, 2022 (processed).

Various factors are involved in regard to the open unemployment. First, some respondents suggested that many of the job vacancies available in Kabupaten Ketapang are for oil palm plantation workers. Such job vacancies are less attractive to the job seekers with senior high school or higher education qualifications.

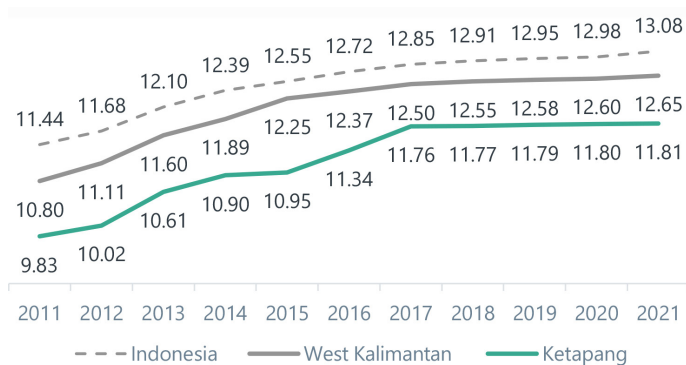
The second factor is the low quality of human resources that Kabupaten Ketapang is facing as reflected by its SLE, which is lower than the West Kalimantan and national SLE (Figure 7). If this gap persists, in the long run, the quality of human resources in Kabupaten Ketapang will always be left behind. In a respondent’s opinion, this is because the access to high schools and equivalent level of education is

still limited due to the inadequate connectivity or because the schools were too far from where students lived. As a result, some junior high school graduates discontinued their education because they found it too expensive to pay merely for its transportation, especially those from poor households. Also, the authority to establish schools of senior high school level lies with the provincial government. Thus, the number of senior high schools in a *kabupaten* depends on the available budget at the provincial level. Meanwhile, another respondent said that the development in Kabupaten Ketapang has always prioritized the infrastructure over human resources.



Farm hands harvesting oil palms

Figure 7. SLE of Kabupaten Ketapang, 2011–2021



Source: BPS, 2022 (processed).

Kabupaten Ketapang Government’s Efforts to Improve Economic and Social Developments

In Regional Government Regulation No. 3 of 2021 on Kabupaten Ketapang’s 2021–2026 Regional Medium-Term Development Plan (RPJMD), the *kabupaten* government has raised numerous issues which were consistent with this study’s findings. This includes formulation of strategies, policies, programs, and projects to be executed to deal with those issues. In addition, the *kabupaten* government has launched legal products to improve its achievements in many development dimensions, including the economic and social. The legal products include Regional Regulation No. 6 of 2020 on Investment, which aims, among other things, to attract investors by providing them with regional incentive schemes. The incentive schemes take the form of reduction, relief, or exemption of tax and regional retribution, as well as provision of capital assistance for MSMEs and cooperatives.

To reduce the *kabupaten*’s high poverty rate, the *Bupati* (head of the *kabupaten*) of Ketapang has issued *Bupati* Ketapang Regulation No. 42 of 2018 on the Collection, Management, and Utilization of Data on the Poor in Kabupaten Ketapang; and *Bupati* Ketapang Regulation No. 45 of 2019 on Accelerating Poverty Reduction in

Kabupaten Ketapang. These two regulations are basically an attempt to enable a more accurate, synchronized, and comprehensive poverty reduction effort in Kabupaten Ketapang.

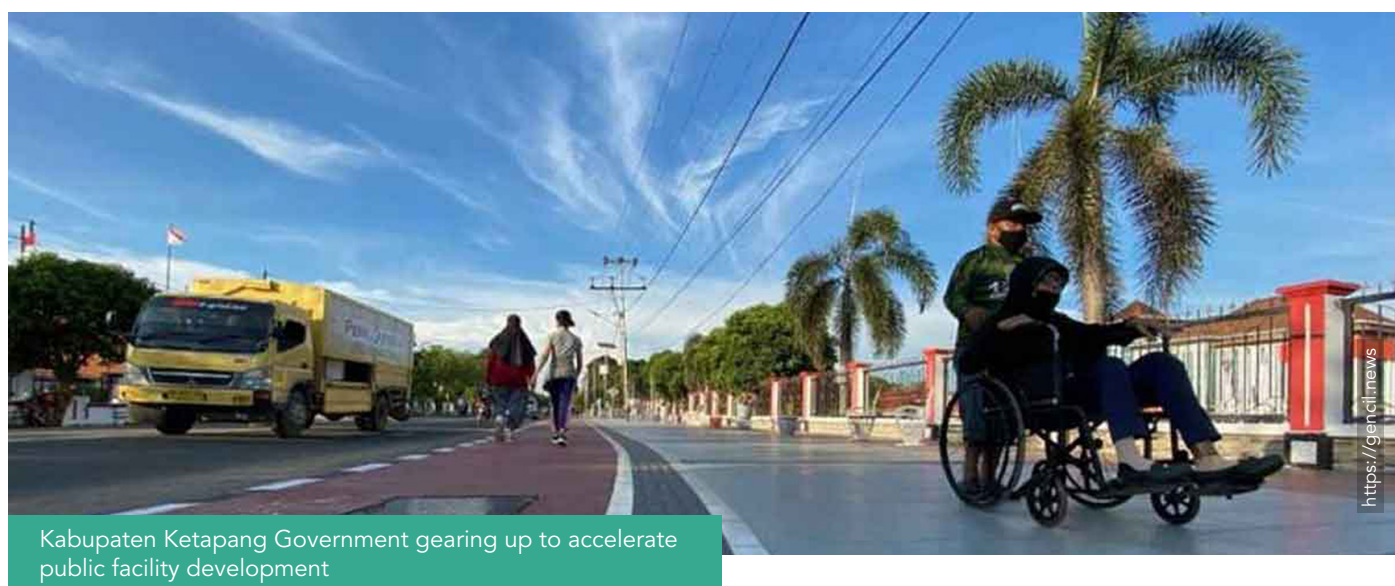
Other than establishing policies and programs in their regular planning, in January 2022, the *Bupati* of Ketapang has set ten regional strategic projects as part of an effort to realize the *kabupaten* government’s vision and missions, namely:

1. development of food estate and *agropolitan* area,
2. development of the rapidly growing potential areas of Kuala Tolak–Kuala Satong,
3. development of the Rahadi Usman Airport,
4. rearrangement of port and airport,
5. upgrade of *kabupaten* roads and construction of new roads and of the Pawan 6 Bridge,
6. implementation of *Desa Fokus* and *Desa Mapan* village development programs,
7. construction of a state university facilities,
8. upgrade of hospital types,
9. conservation and development of local culture, and
10. preparation of new autonomous region formation.⁹

All these projects require a huge amount of funds and the authority to implement them are not entirely within the *kabupaten* government’s domain. Therefore, in May 2022, the *Bupati* of Ketapang proposed to the central government (Coordinating Minister for Economic Affairs) that four projects be elevated to national strategic projects, namely the (i) development of food estate and *agropolitan* area, (ii) development of the rapidly growing potential areas of Kuala Tolak–Kuala Satong, (iii) development of the Rahadi Usman Airport, and (iv) rearrangement of port and airport.

CONCLUSION

Inclusive economic development is a multidimensional simultaneous development with interrelated indicators that are generally causal and/or coherent. In such context, Kabupaten Ketapang finds it hard to rapidly achieve



Kabupaten Ketapang Government gearing up to accelerate public facility development

⁹The government has applied the new autonomous region (DOB) formation moratorium since 2014 and has not revoked it. Nevertheless, in the future, dividing Kabupaten Ketapang into two or three DOBs can be a way to accelerate the *kabupaten*’s development.

economic inclusiveness as specified by the indicators. This is due to three main factors: its vast territory, small population size, and low real fiscal capacity.

The three factors affect the Kabupaten Ketapang government's capacity to provide basic and supporting infrastructures to optimize the utilization of its natural resources. As a result, the welfare level of its population is low as reflected, among other things, by its high poverty rate.

Therefore, the *kabupaten* government has taken the right measures in turning several road constructions and regional strategic projects into provincial and/or national road construction or strategic projects. If these measures are successful, obstacles encountered in the effort to achieve an inclusive economic development could be dealt with faster.

Other than the above measures—which success heavily depends on the external authority of the central and provincial governments—the Kabupaten Ketapang Government can also try to narrow down the gap in inclusive development based on its own authority. Some

of these efforts, which will not cause a significant burden to the regional budget, are:

1. optimizing the performance of agricultural extension workers to increase farmers' productivity (in a broad sense),
2. facilitating farmers to access loans from banks to be used as additional operating capitals for their agricultural businesses,
3. facilitating small and medium industries (SMI) and MSMEs to obtain a well-planned and continuous vocational coaching,
4. providing greater incentives to investors who run their businesses in secondary economic sectors and/or businesses that absorb more workforce per investment cost unit and/or investments which absorb the raw materials produced by most of the community,
5. mapping the availability and improvement of workforce qualification as per the investors' needs in the secondary sectors, and
6. requesting the West Kalimantan Province to build boarding junior and senior high schools to overcome students' geographical accessibility issue. ■

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Regulation of the Head of Kabupaten Ketapang No. 45 of 2019 on Accelerating Poverty Reduction in Kabupaten Ketapang.



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