

KERJA SAMA INDONESIA–MALAYSIA DALAM HILIRISASI CPO MELALUI CPOPC DAN JOINT TASK FORCE EUDR, 2021–2025

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ABSTRAK

Minyak sawit mentah (*crude palm oil*/CPO) merupakan komoditas strategis bagi Indonesia dan Malaysia sebagai dua produsen utama dunia. Namun, penguatan industri hilir kedua negara menghadapi tekanan eksternal, terutama melalui *European Union Deforestation Regulation* (EUDR), yang memperketat persyaratan keberlanjutan, ketertelusuran, legalitas lahan, dan uji tuntas produk. Penelitian ini bertujuan menganalisis bentuk kerja sama Indonesia–Malaysia dalam hilirisasi CPO melalui *Council of Palm Oil Producing Countries* (CPOPC) dan *Joint Task Force EUDR* pada periode 2021–2025. Penelitian menggunakan pendekatan kualitatif deskriptif-analitis dengan data sekunder yang diperoleh melalui studi pustaka terhadap dokumen resmi CPOPC, komunike *Joint Task Force EUDR*, kebijakan pemerintah Indonesia dan Malaysia, regulasi Uni Eropa, publikasi ilmiah, serta laporan lembaga riset. Data dianalisis melalui reduksi data, penyajian data, dan penarikan kesimpulan dengan menggunakan teori kerja sama internasional dan perspektif neoliberalisme institusional. Hasil penelitian menunjukkan bahwa kerja sama tersebut berbentuk institusional dua tingkat, spesifik isu, dan asimetris. Pada tingkat politik-produsen, CPOPC berfungsi mengonsolidasikan kepentingan, membangun posisi bersama, serta mendukung agenda biofuel, bahan bakar penerbangan berkelanjutan, oleokimia, riset, sertifikasi, dan penguatan petani kecil. Pada tingkat teknis-regulatif, Indonesia dan Malaysia bertindak sebagai koalisi produsen dalam *Joint Task Force EUDR* untuk membahas sertifikasi nasional, ketertelusuran, data deforestasi, perlindungan data, dan inklusivitas petani kecil bersama Uni Eropa. Keterhubungan kedua mekanisme tersebut membentuk strategi dua jalur, yaitu produktif-domestik untuk memperkuat kapasitas hilir nasional dan defensif-eksternal untuk mempertahankan akses pasar. Kerja sama terbukti efektif dalam meningkatkan koordinasi politik, akses dialog, pertukaran informasi, dan pembelajaran teknis, tetapi pengaruhnya terhadap substansi hukum EUDR dan pengakuan otomatis terhadap sistem sertifikasi nasional kedua negara tetap terbatas. Dengan demikian, CPOPC dan *Joint Task Force EUDR* tidak menjadi penyebab langsung hilirisasi, melainkan menciptakan kondisi politik, informasional, dan regulatif yang mendukung keberlanjutan agenda hilirisasi nasional Indonesia dan Malaysia.

Kata kunci: CPOPC; EUDR; hilirisasi CPO; kerja sama Indonesia–Malaysia; neoliberalisme institusional

INDONESIA–MALAYSIA COOPERATION IN CRUDE PALM OIL (CPO) DOWNSTREAMING THROUGH THE CPOPC AND THE EUDR JOINT TASK FORCE, 2021–2025

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ABSTRACT

Crude palm oil (CPO) is a strategic commodity for Indonesia and Malaysia as the world's two leading producers. However, efforts to strengthen downstream industries in both countries face external pressures, particularly from the European Union Deforestation Regulation (EUDR), which imposes stricter requirements concerning sustainability, traceability, land legality, and product due diligence. This study aims to analyze the forms of Indonesia–Malaysia cooperation in CPO downstreaming through the Council of Palm Oil Producing Countries (CPOPC) and the Joint Task Force on the EUDR during the 2021–2025 period. This study employs a descriptive-analytical qualitative approach using secondary data collected through a literature review of official CPOPC documents, Joint Task Force communiqués, Indonesian and Malaysian government policies, European Union regulations, academic publications, and research institution reports. The data were analyzed through data reduction, data display, and conclusion drawing using international cooperation theory and the perspective of neoliberal institutionalism. The findings demonstrate that the cooperation takes the form of a two-level, issue-specific, and asymmetric institutional arrangement. At the producer-state political level, CPOPC consolidates shared interests, formulates common positions, and supports agendas related to biofuels, sustainable aviation fuel, oleochemicals, research, certification, and smallholder empowerment. At the technical-regulatory level, Indonesia and Malaysia operate as a producer coalition within the Joint Task Force on the EUDR to discuss national certification systems, traceability, deforestation data, data protection, and smallholder inclusion with the European Union. The interaction between these mechanisms forms a two-track strategy: a domestic-productive track aimed at strengthening national downstream capacity and an external-defensive track intended to preserve market access. This cooperation has effectively enhanced political coordination, access to dialogue, information exchange, and technical learning. Nevertheless, its influence on the substantive provisions of the EUDR and the automatic recognition of both countries' national certification systems remains limited. Therefore, CPOPC and the Joint Task Force on the EUDR do not directly drive downstream industrialization but create political, informational, and regulatory conditions that support the sustainability of Indonesia's and Malaysia's national downstream agendas.

Keywords: CPO downstreaming; CPOPC; EUDR; Indonesia–Malaysia cooperation; neoliberal institutionalism