ANALYSIS OF THE INFLUENCE, RELIANCE, AND INTEREST OF ACTORS IN THE CONFLICT OF NATURAL RESOURCES ADMINISTRATION IN GANE REGION OF HALMAHERA SELATAN DISTRICT

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ABSTRACT

Conflict in natural resource management is a problem that has not found a settlement mechanism that can be accepted by all parties. This condition is caused by the various interests possessed by each party (actor) to obtain benefits from natural resources in the context of meeting their needs. With the variety of interests that accompany it, each actor will compete to realize their interests. In the process of competition, the actors will stand on how strong the influence and dependency they have. This study aims to identify the influence, dependency, and interests of the actors associated with investment policy licensing of oil palm plantations in the study location. This study used The Mactor analysis tool to founded the fact that the dominant influence was owned by elements of the actors in the local government, but with a high degree of dependency among fellow actors. Another finding is there are differences in the interests of each actor, especially among community and company actors so that there is a very strong divergence between two actors. However, the most dominant interest related to oil palm investment licensing policies is economic interests.

Keywords: actor competition, conflict, economic interests

JEL Classifications: D74

INTRODUCTION

Conflict is an unavoidable aspect of the management of natural resources in Indonesia. The reason is simple, namely because many parties have an interest in nature, while each party has

different needs and goals. The need for natural resources has increased along with various developments that occur such as an increase in living standards, the development of infrastructure that is rapid to cause social inequality in society, between the rich and poor, cities and villages, the West and East, and also between men and women. Natural resources are one of the strong potentials in creating conflict situations. This happens because natural resources provide a livelihood for users in carrying out activities and obtain economic benefits to meet their needs.

With the variety of interests that accompany conflict related to the control and management of natural resources, it is necessary to identify problems with a comprehensive conflict and formulate solutions that can accommodate the interests of the conflicting parties. Darmawan (2008), the event of social conflict in Indonesia, is the existence of real emphasis based on materialism, which is a conflict that is driven by a classic social movement that is fully oriented towards a lawsuit for material justice. While the conflict according to Fuad and Maskanah (2000) is a clash that occurs between two or more parties caused by differences in culture, values, status, power, and scarcity of resources, where each party has the same interest in resources.

The case of the resident's rejection of the presence of oil palm plantation investment in Halmahera Regency, South Maluku, which ended with 19 residents arrested for burning various company equipment; Mesuji tragedy, which is believed to have killed around 30 people; Besides, the conflict between the Suluk Bongkal-Riau community and the security apparatus that secures oil palm plantations is a small record of conflicts over natural resource management due to differences in interests between the parties. explained that various conflicts or struggles over natural resources did not only occur in a power space but three power spaces, namely the State, the private sector and the community (Darmawan, 2008).

In conducting activities, each individual or group has their respective interests. However, the various underlying interests must be accompanied by the extent of their influence and dependence. This condition almost occurs in every dimension of life, including those relating to the management and control of natural resources. Recognizing that the wishes of the government - central and regional - to encourage development to accelerate the realization of high economic growth, job creation to reduce unemployment, and create a prosperous society. Therefore, the government needs various ways to be able to achieve this goal. One common method is to provide investors with opportunities and permits to manage their natural resources. However, various licensing policies undertaken by the government related to the management and utilization of natural resources cause conflicts, both between the government and the community and between the community and those who want to invest.

Various variables accompanying conflicts that occur in the management of natural resources. However, the most fundamental thing that often drives conflict is related to community protests about investment licensing policies that never involve the community so that their interests are ignored. In fact, as the owner of tenure and forest rights that have been occupied for a long time- even for hundreds of years- they should be involved. According to Yulian et al. (2017)stated that while giving an economic apology, on the other hand, oil palm plantations also have social and environmental impacts. Among the change in agrarian structure, land disputes, lost or changes in the livelihood systems of rural households, reduced biodiversity to deforestation. Based on this condition, the study of the analysis of interests, influence, and dependence between actors on conflicts over the mastery of natural resources in Gane is considered important to be done to provide a better solution.

LITERATURE REVIEW

Conflict Theory

According to Garna and Judistira (1992) and Veeger (1993) Dahrendorf's conflict theory states that there are two opposing poles (groups) in society. Opposition occurs as a reflection of power. Opposition occurs as a result of the group in power (having authority) to maintain the status quo. So this causes a differentiation of interests which in turn encourages the presence of potential conflict groups and actual conflict groups that clash due to having different interests. Conflicts related to natural resource management are caused by various variables. Zulfikar and Nasdian (2018) explain that natural resource conflicts occur can be caused by differences in data, differences in interests, problems between human relations and structural problems.

In the context of natural resource tenure, conflicts generally can also occur due to the creation of conditions that cannot substitute but rather occur trade-offs. The stakeholders (the government) try to drive the rate of economic growth, while on the other hand, the presence of massive scale investments such as mining or oil palm plantations will cause environmental impacts and inequality in society, due to land conversion and loss of livelihoods which supports the needs. According to Cahyono et al. (2013) such conditions are seen as a paradox of economic development that high economic growth is not or not in line with the improvement of the quality of the social life of the people. This means that goods and services produced from natural resource management are increasing, but the quality of the environment is declining, poverty rates are increasing and unemployment continues to grow.

RESEARCH METHODOLOGY

This research was conducted in South Halmahera Regency with the object being observed was the investment policy of oil palm plantation investment in the Gane region. The sample selection used purposive sampling (Table 1). Although the selected sample is done intentionally, consider the authority possessed by each stakeholder (actor) related to licensing procedures so that the sample is represented proportionally (Juanda, 2009)The study was conducted in March-2018, with data measurement instruments were questionnaires and interviews. The analysis of this study used The Mactor (Matrix of Alliances and Conflict) analysis.

Table 1. Classification of Respondents (stakeholders)

Representative	Agency	Amount
Regional government	DPRD Kab. Halsel	1
	Bappeda Halsel	1
	Dinas Pertanian Halsel	1
	UPTD Kehutanan Halsel	1
	Bidang Lingkungan Hidup/AMDAL (Perkim Halsel)	1
	PTSP Provinsi Maluku Utara	1
Private	Humas dan Enviro PT.GMM	1
NGO	Walhi Maluku Utara	1
Community	Masyarakat	1
University	Akademisi Unkhair	1

RESULTS AND DISCUSSION

Level of Influence and Dependency Between Actors

The results obtained a mapping of the position and bargaining power of actors associated with investment policy licensing of oil palm plantations. The position and bargaining power are reflected through the role and involvement of actors from the level of influence and level of dependency possessed by each actor (Stakeholder). Each actor has a different strategy in addressing each issue, so the results to be achieved will be different (Fauzi, 2019). The strategy carried out by each actor will affect the strategy of other actors. However, each strategy applied by the actors can support and contradict each other. Actors are defined as having a position in the system and having a role in mobilizing available resources to influence outcomes directly or indirectly through their influence on other actors (Bendahan et al., 2003)This is as seen in the map of influence and dependency between actors in Figure 1.

Figure 1. Map of influence and dependency between actors

Map of influences and dependences between actors
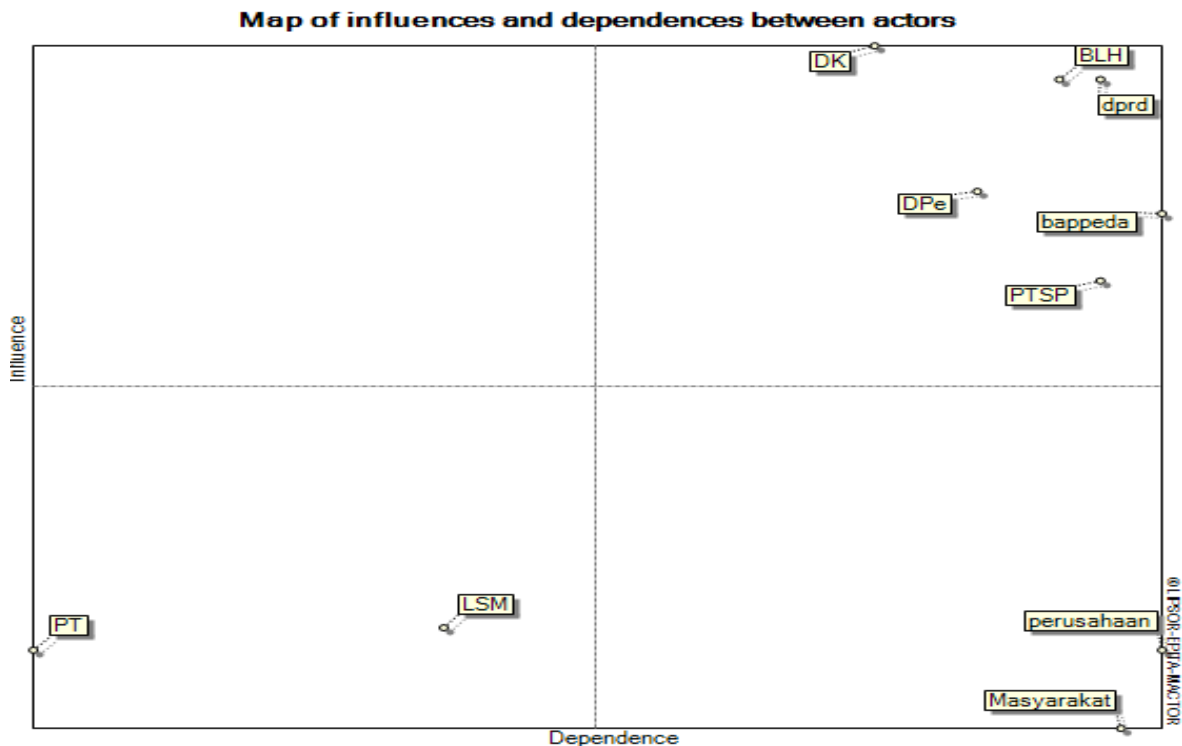
The mapping of influence and dependency between actors divided into four quadrants that each quadrant shows how big and strong the influence and dependency between actors. Actors with high levels of influence and low dependence are in quadrant I. Actors who have hight influence with high levels of dependency are in quadrant II. Actors who have a low level of influence, but have a high degree of dependency are in quadrant III. Quadrant IV fill on actors who have low influence and low dependency.

The results showed that there were no actors occupying positions in quadrant I. This means that each actor, despite having a high influence, but has a high level of dependence associated with investment licensing policies in oil palm plantations in the study area. Another reason for this is that actors such as the regional head, the ministry of forestry and the national land agency in this study were not respondents. Even though its position is very strategic about licensing policies. Therefore there are no actors who are in quadrant I position. In the quadrant II position, stakeholders or actors who occupy this position are representatives of the regional government as the Forestry Service, DPRD, PTSP, Forestry, the Environment, and the Agriculture Service. This shows that the actors in question have a high degree of influence in the investment policy

licensing of oil palm, but among fellow actors have mutual dependence on each other. This condition is caused by the authority of each actor in the policy for licensing investment in oil palm plantations.

In quadrant III, the actors who fill this position are the community and the company. This actor has a low level of influence but instead has a high level of dependence related to investment policy licensing oil palm plantations. It can be explained that this condition occurs because the desire of companies to obtain permits is very high, but it depends on the actors who have high authority related to the licensing. Meanwhile, the hight desire of the community to be involved in licensing policies so that their interests are accommodated but the facts are not involved, so the interests of protecting or protecting their land are not considered in the licensing policy in question. This condition then triggers a conflict. In quadrant IV, it is occupied by NGOs (non-governmental organizations) and universities. These two institutions have the influence and power to criticize the policies carried out by the government, although they are not a prerequisite to be followed. However, in the context of authority, both of them do not have the authority related to massive-scale plantation investment licensing policies in the study area.

Actor Competitiveness

To see the actors who have an important role in the investment policy licensing of oil palm plantations, the aspect of competitiveness among actors must be one of the variables that must be observed (Figure 2). From the results of the analysis known that the Forestry Service, the DPRD, and the Environment Service have very high competitiveness compared to other actors. This relates to the role of the three actors in carrying out their duties. The forestry service is given the mandate to work to preserve the forest area, the DPRD carries out oversight functions of policies carried out by the local government, as well as the environmental service that carries out its duties as an institution that should maintain the sustainability and sustainability of the natural ecosystem. In line with the authority and responsibility of the three stakeholders, related to the oil palm investment licensing policy they support, because it can encourage the acceleration of development and job creation for the community which is the duty of the government. But on the other hand, this investment policy for oil palm plantation licensing will have an impact on forest clearance and damage to environmental ecosystems, even the eviction of people's livelihoods. So it is necessary to consider aspects, such as deforestation, environmental damage, and especially the sustainability of community living systems.

Figure 2. Histogram of competitiveness among actors
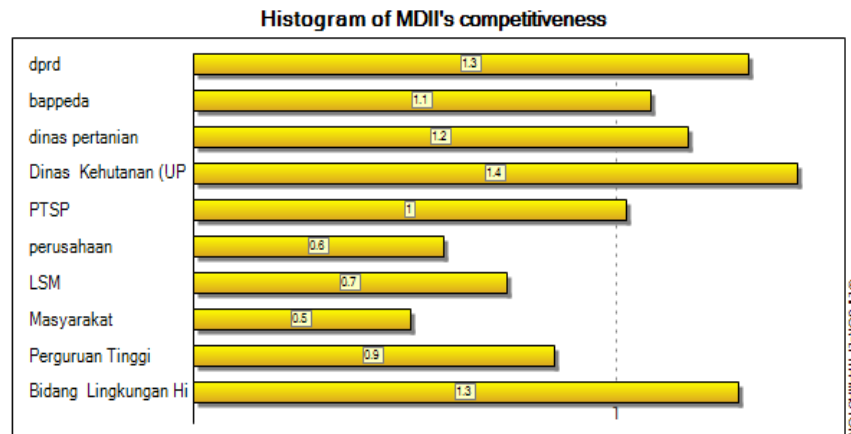
While the actors with the lowest competitiveness are companies, communities, NGOs and universities. This is very closely related to the main tasks and functions of each stakeholder concerning investment licensing policies. The company as a party that tries to get a business license, but very much depends on the government as the licensor. The community has an interest in protecting its land and livelihoods but does not have enough competitiveness to prevent the government's licensing policy. Likewise with stakeholders or NGO and university actors. Both of these actors have the opportunity to provide criticism and advice to the government related to the policies carried out but not a condition that must be followed by the government.

Scale of Competitiveness

An analysis of the scale influence of competitiveness among actors is needed to see more clearly which actors or stakeholders support or conflict with the goals of each actor. Figure 3 shows the scale of competitiveness for regional own-source revenue (PAD) and economic growth (PE). In general, the actor's majority supports both of these goals. The accompanying consideration is that regions need development, so increasing local revenue and high economic growth must be considered.

Figure 3. The scale of competitiveness of PAD and PE objectives
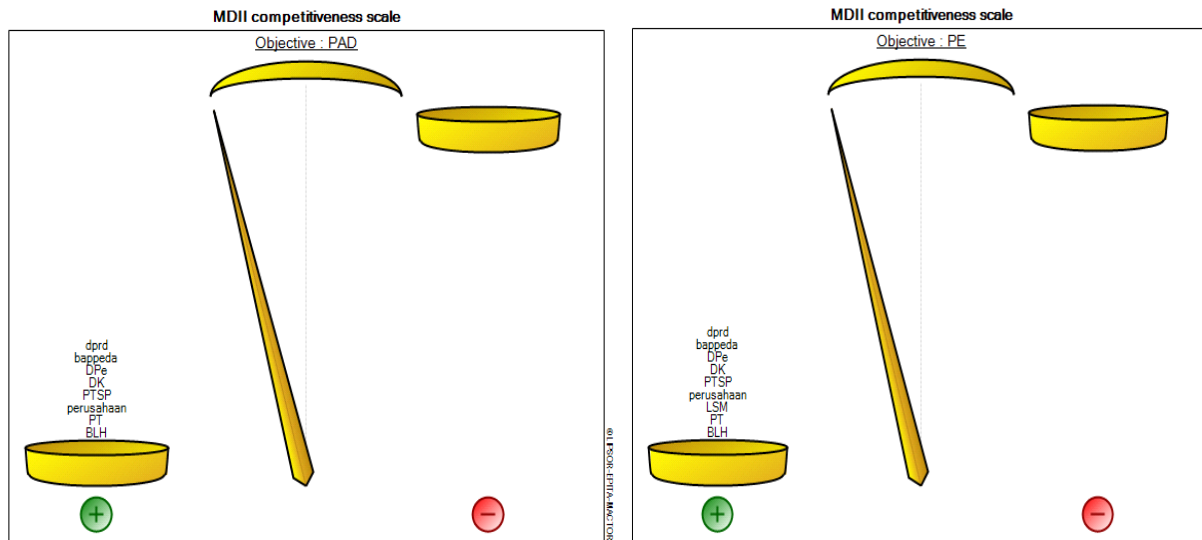
Based on figure 3. It was stated that in general actors representing elements of government, tertiary institutions and companies support the objectives related to regional own-source revenue (PAD). The same view from every actor, including actors from NGOs on the goal of economic growth (PE). It is different from actors from the community who contradict these two goals. People believe that the human aspect is more important to be considered from the economic aspect. Local governments are more inclined to consider aspects of local income and economic growth, without considering environmental aspects and the sustainability of the livelihood systems of the people who depend on their livelihoods on the plantation land they own.

A pattern of Relationships or Interactions between Actors

In The Mactor analysis, the determination of the relationship between actors is depicted in the form of mapping which is shown through mapping of the convergence, divergence, and ambivalence of each actor (stakeholder). Convergence mapping shows that there is a tendency for mutual support between actors. That is, fellow actors, work together on the issues at hand. The closer you are to your fellow actors, the more intense your convergence will become. In contrast to convergence, divergence mapping is intended to observe the extent of the potential conflict between actors related to the issue at hand. Divergence mapping, the essence is to see the hierarchy of goals of each actor that has the potential for conflict. This means that divergence mapping is needed to see which actors do not work together concerning the issue at hand. Because every actor certainly has the same or different goals.

Mapping Convergence Between Actors

The mapping of convergence between actors is carried out to see how much escalation and interests each actor has. This is needed to find out which actors have the same interests and intensity so that there is an opportunity to ally to achieve goals. Figure 4 shows the mapping of the convergence of actors who play a role related to the policy of licensing oil investment in the Gane region.

**Figure 4. Graph of convergence mapping between actors**
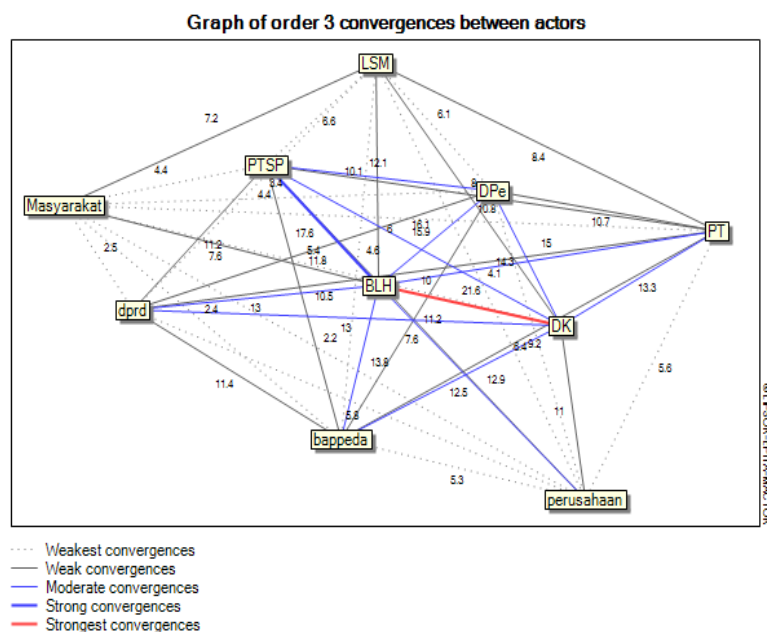
Convergence between actors has five categories, there are very low, low, medium, high, and very high. The analysis appears that high relationship occurs with actors who have the same goals related to the policy for licensing oil investment. Actors that have very high convergence are in the environmental services and forestry UPTD. Both of these actors have the same goal very high (indicated by a red line), so it is possible to work together to achieve goals. Other actors with strong convergence are PSPT and environmental services. Three actors (the environmental services, the forestry service, and PTSP) have a very strong and strong convergence. This is due to the existence of the authority possessed by each of them relating to their main duties and functions on the issue of licensing policies for investment in oil palm.

Divergence Mapping Between Actors

If the convergence mapping is to see how much and intensity the actors have in the same goal. Divergence mapping analysis between actors is to look at the actors who have goals, but who have different positions for achieving those goals. Divergence analysis also has the same category, which starts from the weakest, weak, moderate, strong, and strongest. Figure 5 shows the mapping of divergences between actors.

**Figure 5. Graph of divergence mapping between actors**
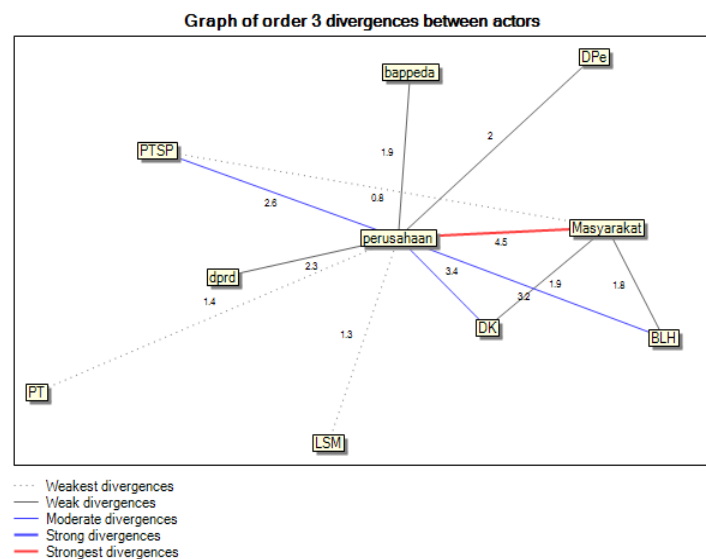
The results found that the divergence map between the actors that were most strongly related to oil investment licensing policies was between the company and the community with a value of 45. That is, there was a very high conflict between the two actors because of the different positions between the two actors. This is related to the objectives to be achieved. On the one hand, the company has a goal to get permission to carry out and expand the business. Meanwhile, the community has a goal to protect the land and the environment that has been the source of their living. As for actors who have a moderate category divergence relationship are PTSP, BLH, and companies. These three actors have differences in the achievement of objectives, but still at a level can be considered for the achievement of these objectives. This means that the policy for licensing investment in oil palm plantations can be implemented, but certainly by considering aspects of environmental sustainability and the sustainability of the livelihood system of the community.

Ambivalence Between Actors

The results of convergence and divergence analysis will produce ambivalence between the actors (Fauzi, 2019). Ambivalence is the condition of two actors that have the same position, both in convergence and in divergence (different goals). If each ambivalent actor wants to work together to achieve the same goal (convergence), then overriding the goals that give rise to divergence. Figure 6 shows a histogram of actor ambivalence related to investment policies for oil palm plantation investment in the Gane Region of South Halmahera Regency.

**Figure 6. Histogram graph of actor's ambivalence**
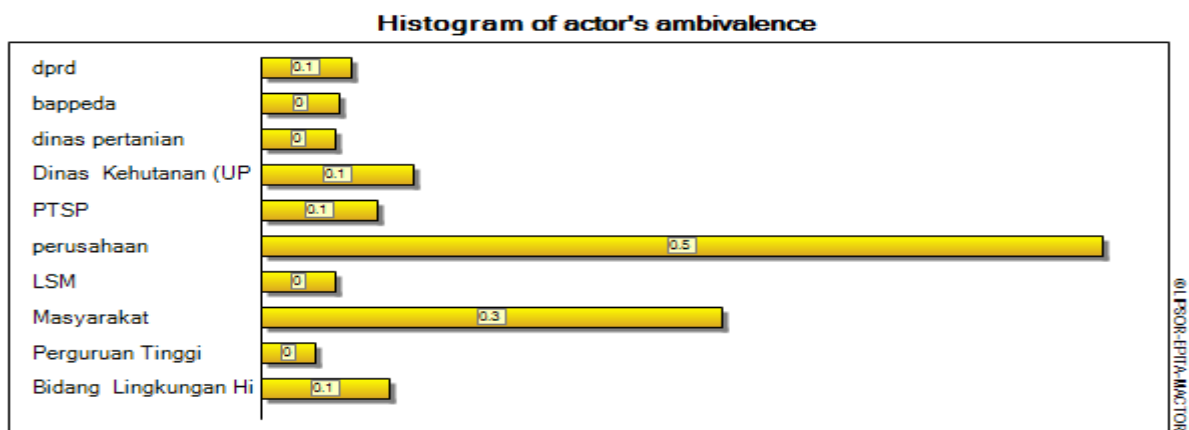
The results obtained the value of ambivalence from each actor. The actors who have the highest level of ambivalence are the company and the community, with an EQ value (3) for each actor 0.5 and 0.3. Both of these actors can build alliances with other actors who have a low level of ambivalence related to the policy of licensing investment in oil palm plantations in the study area. In Figure 6 it can also be explained that the level of the ambivalence of the two actors (company and community) is high, caused by several things. Both of these actors agreed on the objectives of the investment, but have different objectives. For example, the company already has permission from the government, but the protest movement continues to be carried out by the community which can interfere with comfort in the company's activities, instead it does not get an adequate response from the government. Meanwhile, the community considers that investment is important, but the involvement of the community as the owner of tenure and forest rights that have been controlled and managed for generations must be considered. Because it is related to the impacts faced by the community and the sustainability of the community's living system.
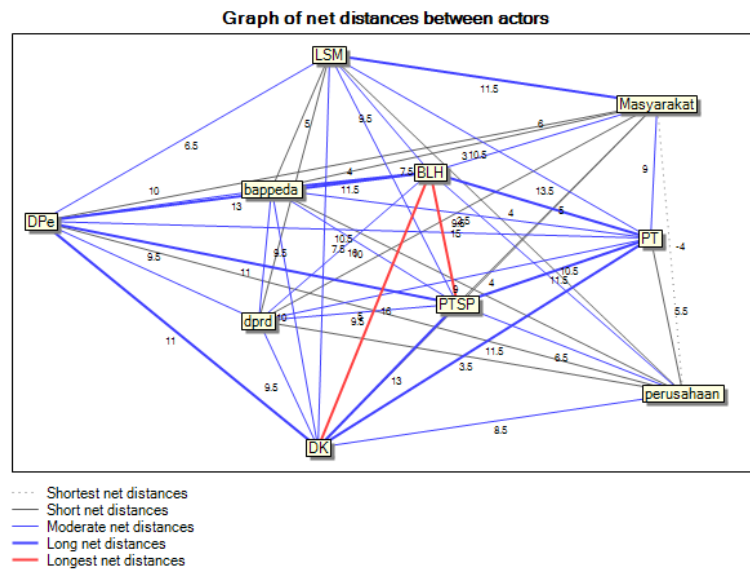
Actor Distance

Mapping the distance between actors is used to identify each actor who takes the same position so that it can potentially build cooperation (alliances) by considering the convergence and divergence between actors. Figure 7 shows the spatial distribution between actors that can be used as a basis for mapping which actors have the opportunity to work together in achieving goals related to investment licensing policies for oil palm plantations in the Gane Region.

Figure. 7 Mapping Distance Between Actors

Map of net distances between actors
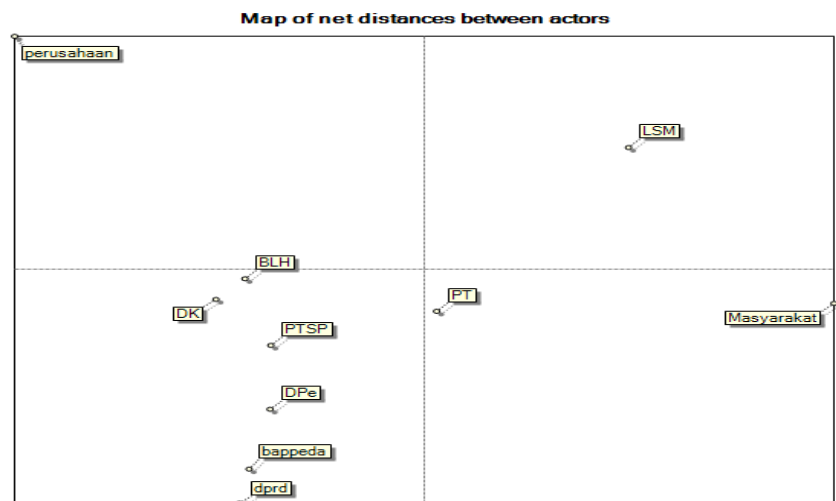
The mapping results showed that the actor was occupying quadrant I position is the company. A little closer to the distance from BLH and DK. In quadrant II, the actor who occupies this quadrant is the NGO, which has a closer distance with community actors and high detail. Whereas in quadrant III is occupied by community actors and universities. For quadrant IV, all actors representing the local government area in this quadrant's position. By mapping the distance between these, the most potential actor to build cooperation in achieving goals related to the investment licensing policy for oil palm plantations in the Gane region is the local government represented by the DPRD and several related agencies. Other actors who can build cooperation also are the community and universities and NGOs to realize their goals due to the licensing policy in question (Figure 8).

Figure. 8 Graph of Mapping Distances Between Actors

The graph of distance mapping between actors explains the best distance between actors that can be used to determine the potential for collaboration while taking into account the similarities and differences in the objectives of each actor as indicated by convergence and divergence. In Figure 8, it was revealed that the actors who had very strong distances or relationships were the Forestry UPTD, PTSP and the Environmental Services who had the potential for very strong alliances or cooperation. These three actors have a very significant role in investment policies for oil palm plantations in the Gane area of South Halmahera Regency. In addition to the three actors, several other actors also have the potential for strong alliances or cooperation, namely in a separate group, PTSP, the Department of Agriculture, Environmental Services, Bappeda, DPRD, Forestry UPTD, and University. Whereas the other groups that also have strong cooperation opportunities are NGOs and the community.

Conclusions and Recommendations

The conclusion resulting from this research is the dominance of the underlying economic interests in the investment policy licensing of oil palm plantations in the study area causing the interests of preserving the environment and the livelihoods of the community to be improved. This condition eventually led to conflict. Besides, it was found that the degree of convergence of actors associated with investment policies for oil palm plantations in the study area was among

actors from local government elements. Whereas divergence occurs with corporate and community actors.

The recommendations submitted in this study are necessary to consider aspects of environmental sustainability and the community's livelihood systems in each massive-scale investment licensing policy. The form of consideration is to actively involve the community, not merely involved as a means of legitimating the interests of the government and companies in every policy process related to investment licensing. It is hoped that there is an institutional regulatory mechanism that can encourage convergence among all actors in each investment polic, to avoid or minimize the existence of divergences between actors.

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