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System Communication in Management Conflict of Natural Resources Development in Maluku Province

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ABSTRACT

Regional conflicts in natural resource management can be caused by the limitations of interested parties in accessing natural resources. This paper aims to provide an overview of the management of natural resource development conflicts through mediation, the actors in natural resource development and to build a communication system model to minimize conflicts. The study concluded that the communication system in managing natural resource development conflicts was done through a mediation process. Mediation facilitates the involvement of conflicting parties and seeks a solution that benefits both parties. The actor is one approach in the structural flow, acting as the state's first or leading actor. As the first actor, the state has two functions: an actor user and protector of natural resources and the environment. The second factor is the entrepreneur (corporate, including mining companies), both at the global and national levels. The third actor in society is the weakest party. This actor almost always understands the process of marginalization or vulnerability to various forms of environmental degradation. The development conflict management communication system aims to change the behaviour of conflicting parties to reduce and resolve conflicts through dialogue and a participatory process

Introduction

The constitutional mandate of Article 33 of the 1945 Constitution emphasizes that economic development is aimed as much as possible for the prosperity of the people. Natural resources consist of natural resources that can be renewed (*renewable resources*) and natural resources that cannot be renewed (*non-renewable resources*). The increase in population and the development of the times made the government issue several laws for the management and

utilization of natural resources, including Law No. 7 of 2004 (Water Law), Law Number 27 of 2007 (Coastal Law and Small Islands), Law number 4 of 2009 (Minerva Law), until Law number 32 of 2009 (UUPLH). Natural resources come from the earth, biosphere, and atmosphere, whose existence depends on human activities. According to Law Number 32 of 2009 concerning Environmental Protection and Management, Article 1, paragraph 9 states that natural resources are elements of the environment consisting of biological and non-biological resources that form an ecosystem. Natural resource management is a process of allocating natural resources in space and time to meet human needs. As the state's foundation, the law has regulated and maintained the community's position as an essential element integrated with managing and utilizing natural resources. However, the reality on the ground shows that unequal power relations between stakeholders lead to conflicts in resource management. Anisa *et al.* (2009) stated that the rules or policies related to the management of natural resources do not pay attention to the social and economic aspects of the community; as a result, many new problems arise because each party has different interests, desires and priorities. It is these different interests, desires and priorities that will trigger conflict. Natural resource management is not only related to the rules or norms that apply in the community but also to the formal rules that apply and the *stakeholders* of a natural resource. As North (1990) stated, a critical issue to pay attention to in managing natural resources is the rules governing relations between groups because these rules will determine group behaviour. Natural resource users are often not just individuals or groups, not even for one purpose, so managing natural resources is usually associated with conflicts of interest from various stakeholders.

Therefore, it is vital to understand the various stakeholder's involvement in natural resource management (Reed *et al.*, 2009). Freeman and Reed (1983) define *stakeholders* as groups or individuals who can influence or be influenced by achieving specific goals. The one conflicts caused by natural resources is agrarian conflict. Agraria conflict is unavoidable in the management of natural resources in Indonesia. According to 2019 data from Agrarian Reform Consortium, the number of agrarian conflicts increases yearly with different designations. The number of conflicts that occurred in 2018 was 450, with an area of 1,265,027 hectares involving 86,745 families. Agrarian conflicts increased in 2017 with a total of 659 conflicts, with a land area of 520,491,087 hectares and involving as many as 652,738 families of the total conflicts in 2017, 208 plantation sectors, 199 property sectors, 78 agriculture sectors, 30 forestry sectors, 28 coastal and marine sector, and 22 mining sectors. These data show that natural resource problems occur in various aspects by involving various *stakeholders*. Satria (2002) states that one of the essential aspects in social studies regarding coastal resource management is the

actors involved in the management process, such as government, community or cooperation between the two (*co-management*). The government, the public and the private sector are interrelated parties in utilizing natural resources. The government can regulate, provide and allocate various infrastructures related to tourism needs, including policy making. Local communities are indigenous people who live around natural resource areas and have an essential role as the main actors directly involved in natural resource management with their local wisdom.

On the other hand, the private sector is an outside party with the capital to build and develop natural resources and then gets involved in managing and utilizing these natural resources. Natural resource development management needs to involve all *stakeholders*. Building an open communication system among stakeholder actors will reduce conflicts of interest among natural resource development actors.

Natural resources have a significant position and role in human life. Existing and abundant natural resources are the primary capital for the development of a region. Natural resource conflicts generally occur in various natural resource areas caused by various factors. Conflict can occur because of injustice or inequality and marginality (Yudhantara 2006); there is a lack of clarity regarding *property rights* (Lintong 2005, Antoro 2010). The impact of natural resource management and utilization occurs in various regions in Indonesia, one of which is Maluku Province. Humanitarian problems (social, economic, health, conflict) also occur in the Maluku islands. The results of the research that explain the conflict are Agrarian Conflict in Watmuri Village, Nirunmas District, West Southeast Maluku Regency, Land Ownership Conflict for Coastal Communities (Case Study of Rohomoni Village, Haruku Island District, Central Maluku Regency, traditional mining conflicts in several villages in Buru Regency, Conflict of Access to Natural Resources (Case Study in the Gold Mining Area of Hila Village, Romang Archipelago District, Southwest Maluku Regency (Batlajery *et al.* 2018; Hasyimi *et al.* 2014; Sangadji *et al.* 2021, Pakniany 2018). Many agrarian conflicts in Maluku Province occur in all districts. On average, conflicts in the Maluku area have not been appropriately resolved, even though the agrarian or land conflicts have already claimed lives and material lives.

Natural resource conflicts in Maluku Province need to be resolved not to create conflicts that will last a long time. In conflict resolution, steps can be taken through mediation and involve social institutions (customary institutions) because villages/states in Maluku Province have kinship ties. For this reason, this paper aims to provide an overview of managing natural resource development conflicts through mediation, actors in natural resource development and building a communication system model for managing natural resource development conflicts to minimize conflicts.

Conflict Management of Natural Resources Development Through Mediation

Each individual has a different view of reality. The different opinions held by each individual are unavoidable because everyone has different meanings of something, but these different views often lead to conflict. In a similar situation, indicators of position in society often determine the wishes of other groups; when their suggestions and interests' conflict or do not match, a conflict occurs (Fisher *et al.* 2001). According to Pruitt and Rubin (2004), conflict means the perception of different interests or a belief that the parties' aspirations to the conflict cannot be achieved simultaneously. So, conflict is a relationship between two or more parties (individuals or groups) who have perceptions of different interests. According to Malik *et al.* (2003), the conflict has two sides: threats or dangers and opportunities or opportunities. Conflict is negative or positive, depending on how people manage and react to it (Fisher *et al.* 2001). Sources of conflict include relationship problems between humans, interest problems, data problems, value differences, and structural problems. Conflicts of interest occur because of competing interests. Value conflicts are caused by the incompatibility of existing belief systems or a group imposing a value system on another person or group.

Meanwhile, structural conflict is a conflict that occurs because of inequality in access and control over resources. (Malik *et al.* 2003). Conflicts in natural resources arise regarding the differences in understanding and the struggle for access and control between the community and the government regarding land use in conservation areas. In line with what was expressed by Wulan *et al.* (2004), the forestry conflict occurs because of a conflict of interest in using natural resources in a forest area, including in a conservation area, so that community interests in forest management are not accommodated. Resource management is inseparable from politicising resources or the environment, where stakeholders play a role, interest and influence to obtain, maintain and control access structurally and relationally.

Fisher *et al.* (2001) also put forward several theories in analyzing the occurrence of conflict. These theories are: first, the theory of human needs, that conflict occurs because basic or basic human needs are not met. The context of needs that often trigger conflict is security, identity, recognition, participation and autonomy. Second, conflict transformation theory shows that conflict is caused by inequalities and injustices that arise as social, cultural and economic problems. In connection with the theory of needs proposed by Fisher *et al.* (2001), conflicts in the management and utilization of natural resources between the community and the community and even the community with the government and corporations are also caused by different needs. These two conflicting needs create conditions and conflict situations that place communities in natural resource areas to be marginalized. Satria (2009) explains two causes of conflict involving

the community and the government. First, the conflict between the government and the community occurs when the government, as the protector of natural resources, uses a policy by establishing an area as a conservation area to eliminate the community's rights to access and control resources. Second, the conflict between the government and the community occurs when the government as a development agent uses its authority to give rights to the use of natural resources to certain parties (corporations) so that natural resources that previously had the status of *common property* become a *private property* which has consequences for the reduced area of use for the community and directly affect the economy of the community.

According to Oberschall (1978), cited by Fisher *et al.* (2001), conflict dynamics is a process of interaction between conflicting groups, the form of conflict, the extent of the conflict and its duration, escalation and de-escalation, conflict regulation and resolution, the impact of the conflict on competing groups and the larger society. Fisher *et al.* (2001) state that conflict changes over time through different stages of activity, intensity, tension, and violence. The fundamental analysis of the five stages of a conflict, namely: (1). Pre-conflict. This period begins a discrepancy between two or more parties, leading to conflict. Conflict is hidden from public view, even though one or more parties may be aware of the potential for confrontation. There may be tension in the relationship between some parties and a desire to avoid contact at this stage; (2). Confrontation at this stage is open. If only one party feels a problem, its supporters may begin demonstrations or confrontational behaviour. Sometimes fighting or other low-level violence occurs between the two parties. Each side may pool resources or forces and will seek allies in hopes of increasing confrontation and violence. Relations between the two sides became highly strained, leading to polarization among respective supporters; (3). This stage is the peak of the conflict when tension and violence are at their greatest.

A large-scale conflict is a period of war when people from both sides are killed. Regular communication between the two parties may break. General questions tend to accuse and oppose the other party; (4). The consequence is crisis must have effects. One side may subdue the other or enter a truce (if war breaks out). One party may give in at the urging of the other. Both parties may agree to negotiate, with or without the help of an intermediary. An authoritative party or another more powerful third party may compel both parties to stop the dispute. Whatever the circumstances, the tension, confrontation, and violence at this stage decrease somewhat, with the possibility of a resolution; (5). Post-conflict. In the final stage, when the situation is resolved by ending any violent confrontation, the tension is reduced, and the relationship leads to more normalcy between the two parties. However, if the issues and problems arising from their conflicting goals are not adequately addressed, this stage often returns to a conflict situation.

Natural resource conflicts usually occur because of the parties' different interests in controlling natural resources—conflict cases in Maluku Province between the government (state). Moreover, indigenous peoples are conflicted over meaning, tenure, authority and livelihoods. As illustrated by the author as follows

Table 1. Differences in Government (State) and Community Perceptions

Study Findings	Indigenous Peoples	Countries
Conflicts of meaning	Indigenous peoples define a forest as a customary area they have had for generations.	The state interprets the forest as an economic resource, while the community interprets the forest as a living space.
Tenure conflicts	Indigenous peoples' claims to land/forest ownership based on customary/ulayat law	Land tenure claims by the state are based on the laws and regulations of the Republic of Indonesia, including Article 33 of the 1945 Constitution, UUPA and Law No. 41 of 1999 concerning forestry that the state is the ruler over all land/forests and natural resources in
Conflicts of authority	The Authority of indigenous peoples stems from cultural traditions (local institutions)	State authority comes from laws and regulations (state policies)
conflicts Livelihood	sustainability and life	Commercialization and business

Conflicts of meaning occur because of different views on forest functions. The state's interpretation of forests tends to dominate people's meanings of forests because the state plays laws and regulations as an instrument of power. In contrast, people are forced to obey the state's rules as a consequence of being Indonesian citizens.

Tenure conflicts occur because of overlapping claims over land/land tenure. When viewed from the historical aspect, the Kasepuhan people have always been involved in conflict with the state since the colonial era. However, conflicts always subside when the community has access to land for *livelihood* and access to forest management based on local knowledge of the community. Even if they lose their property *rights to* the land, as long as they have access to the area, the community can accept the existence of land tenure claimed by the state. However, they still live in anxiety because the state's claim to control the region has never been revoked.

Authority conflict is a conflict that arises because of a power/authority conflict between two institutions. Each authority tries to eliminate other authorities and become the only authority in the region. The sharper the conflict over forest resources, the more visible some parties are subordinated, and other parties become superordinate. Conflicts in *Livelihood* occur when forest resources have different social actions based on interests. The state has an interest in forest resources for commercialization and business.

Meanwhile, indigenous peoples are the means of their livelihood. The overlapping interests of all parties in the same natural resource area make the conflict seem unavoidable. Various regulations that were made to regulate the use and management of natural resources turned out to be very unhelpful because they contradicted each other and overlapped, which increased the intensity of conflicts over natural resources (Ilham 2006). Several studies have shown that mediation effectively manages natural resource conflicts or other types of conflict. Mediation, facilitated by a third party, is considered valuable, especially when the parties are unable to resolve the conflict on their own through negotiations due to a lack of trust, differences in the strengths of the conflicting parties and the willingness of both parties to resolve the conflict peacefully are in doubt.

Planning for conflict management through a mediation system is based on *the concept of "a basic mediation class"* at the Communications Department of the University of New Mexico based on the following guidelines (Littlejohn & Domenici 2001):

1. Mediation plays a role in facilitating effective communication without aiming to blame or judge someone's mistakes
2. Participation in the mediation process is voluntary and does not preclude the use of other conflict resolutions
3. The mediator is neutral and acts as a third party facilitating the conflict resolution process, clarifying issues, and making options. The mediator's role is to help the client reach an acceptable resolution plan for both parties.
4. The mediator is not a judge or arbitrator; the decision-making power belongs to both parties to the dispute.

Research by Ahmad Dhialhaq *et al.* (2014) on the communication system through mediation in transforming plantation conflicts on Sumatra Island found that mediation plays a vital role in reducing conflict intensity, reaching agreements and fostering better relations between conflict parties. Mediation facilitates a conducive environment for multi-stakeholder dialogue, builds trust and helps resolve conflicts. The communication process through mediation empowers the conflict parties—the greater their understanding of conflict-related issues, the more they can find and

determine solutions. Communication through mediation becomes a transformative media empowerment process. This study confirms that mediation is not a cure for all conflicts. Because mediation is also influenced by internal and external aspects and the socio-political climate at the local or local government level. The mediator's communication skills are one of the keys to successful mediation. However, capacity building does not only rely on mediators but also on plantation stakeholder groups such as companies, communities and the government. The capacity building of conflict parties is carried out by preventing and handling conflicts through education and training programs.

The management and regulation of development authority (SDA) always involves the government, NGOs, the community and the private sector. Because each party has different interests, desires and priorities, it will trigger conflict. Fisher *et al.* (2001) argue that conflict is a relationship between two or more parties (individuals or groups) who have or feel incompatible goals. According to Fuad and Maskanah (2000), conflict 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. Natural resources have a strong potential to create conflict situations because they provide livelihoods for the beneficiaries in carrying out activities and obtaining economic benefits to meet their needs.

Actors in the Development of Natural Resources

The actor is one of the approaches in the structural flow introduced by Bryant and Bailey (2001). This approach is based on the concept of *environment, assuming* that environmental issues cannot be understood separately from the political and economic context. According to Bryant and Bailey (2001), there are some basic assumptions about this actor approach. First, the costs or benefits associated with environmental change are shared by actors unequally. Second, the unequal distribution of costs or benefits encourages the creation of economic inequality. Third, the different socio-economic impacts of environmental changes also have political implications, in the sense that there is a change in power in the relationship between one actor and another.

Acts as the first or leading actor are the state. As the first actor, the state has two functions: an actor, user and protector of natural resources and the environment. In this regard, the state is also involved in a conflict of interest. But, theoretically, there are many criticisms of the state's existence, such as that of Bryant and Bailey (2001). One of the aspects put forward is related to the state's involvement in efforts to solve environmental problems as a result of countries in the world trying to pursue economic development, including efforts to attract

multinational companies to invest in their territory. The second actor is the entrepreneur (corporate, including mining companies), both at *the* multinational and national levels. This actor is often referred to as the power of capitalism. The third actor is society, which is the weakest party. This actor almost always understands the process of marginalization or vulnerability to various forms of environmental degradation because humans and nature are seen as mere commodities and exchange values. This causes dehumanization to be inevitable, and so is the exploitation of nature (Satria 2009).

One of the methods used to analyze the role of each conflicting actor is by using stakeholder analysis. The analysis in question has a role in explaining aspects of decision-making, which in the analysis of interests also connects parties with different opinions well. In line with Roni Bawole (2012) opinion, stakeholder analysis is a process to (1). Identify aspects of a social and natural phenomenon that are influenced by decisions or actions; (2). Identify individuals, groups and organizations that are influential and influenced by the presence of social and natural phenomena; (3). Prioritize the individuals and groups involved in the decision-making process.

Wirajardjo *et al.* (2001) stated that from the practical experience of various regions in Indonesia, it could be stated that the leading cause of conflict over natural resources is a structural conflict. Conflicts occur when there is inequality in accessing and controlling resources. Those in power with formal authority to set general policies usually have more opportunities to control access and exercise unilateral control over other parties. On the other hand, geographical issues and historical/time factors are often used to concentrate power and make decisions that only benefit one party.

Conflict actors are parties who are directly or indirectly related to the conflict, the interests and relationships between them, the capacities they have and the incentives offered for peace. In this case, the parties that influence and are affected by the conflict can be individuals, groups or associations or institutions, each of which has attributes in the form of interests, relationships with other actors, capacity to influence conflicts, peace agendas and incentives offered to parties. -other parties (Fitriyah & Manar 2011).

According to Dharmawan (2006), a social conflict between power holders can take place in three forms: (1) Civil society members or social collectivities face off against the state and vice versa. This social conflict can occur in the form of public protests against public policies taken by the state or government which are considered unfair and detrimental to society in general; (2) social conflicts that take place between community members or social collectivities face to face against the private sector and vice versa; (3) The ongoing social conflict between the private

sector and the state and vice versa. Various actions taken by the government or state in overseeing the course of a policy usually have an inevitable social cost in the form of this type of conflict.

The number of actors involved does not mean that the distribution of natural resource benefits is also large or evenly distributed. Therefore, conflicts arise by applying many outside parties to defend their respective interests or assist the conflict. Oktaviana (2015) mentions the actors in the conflict including (1). Local Community. Local communities are directly involved in every case of natural resource conflict. Their interest in natural resources is as a place to live and for survival. They utilize the natural resources around them and their customs in ways preserved for generations. But unfortunately, as the main beneficiary actor, the community is also the first to be affected by the destruction of natural resources due to the greed of the corporate/capitalists; (2). Private Sector The private sector is an actor with large capital to conduct business on natural resources to make profits, both on a corporate and individual scale. Usually, these private actors give a small amount of "tali asih" money to the surrounding community as compensation for the community that has given their land. There are many cases involving the private sector and the community ending in conflict due to the failure of the private sector to "promise" to the community. Profit orientation for the private sector is the main thing so that the private sector will not hesitate to use various means, such as cheating, committing violence, evictions, and other inhumane things to achieve these goals; (3). Government/State (State). Government/State (State) is the actor in decision-making and the regulator with the most power over the State and its contents. His interest in natural resources is the determination of natural resource management policies, both in the interests of development and conservation. 4. Community Institutions, on the other hand, some actors give fresh air to local communities without power and effort. These actors are NGOs or social movements (grassroots) with various goals to defend human justice.

Natural resource conflicts involve actors with interest in the control of natural resources. Conflict occurs because there is a role contestation between one party and another. Communication can have the power to reduce the collective action problem of the parties to a conflict. The positive impact of communication is very large when applied to resolving social conflicts. Based on research by Leibrandt and Saaksvuori (2012), which examines the structure of communication on conflict outcomes, that communication is a common means to reduce the problem of collective action and shows the relevance of communication structures in inter-group conflict.

Building A Communication System Model In Conflict Management Of Natural Resources

Fisher (2001) mentions that one of the essential communication strategies to resolve conflicts is to create an atmosphere of open and honest communication. Communication is vital in human life that cannot be separated from communication. Conflicts in natural resource management can be caused by the limitations of interested parties in accessing natural resources. The existence of human needs that are constantly increasing creates a desire for the existence, function and benefits of natural resources. In addition, social, cultural, environmental, economic, legal and political changes develop new interests and needs for forest resources. In the end, if these factors are mismatched, there will be a potential conflict. According to Tadjudin (2000), differences can occur due to, for example, differences in perceptions, differences in knowledge, values, interests and differences in recognition of "ownership" rights. The differences must be bridged, and a common thread must be drawn through a communication process. The communication process occurs as a system consisting of communication elements: *information source, transmitter, channel, receiver, and destination*. *The information source* is the producer of the message, the *transmitter* is a device that encodes the message and converts it into a signal, the channel is the signal channel adapted through transmission, and *the receiver* is the behaviour of decoding the message through the signal. The *destination* is the place where the message is intended. The communication process as a system occurs as follows (Fiske 1982):

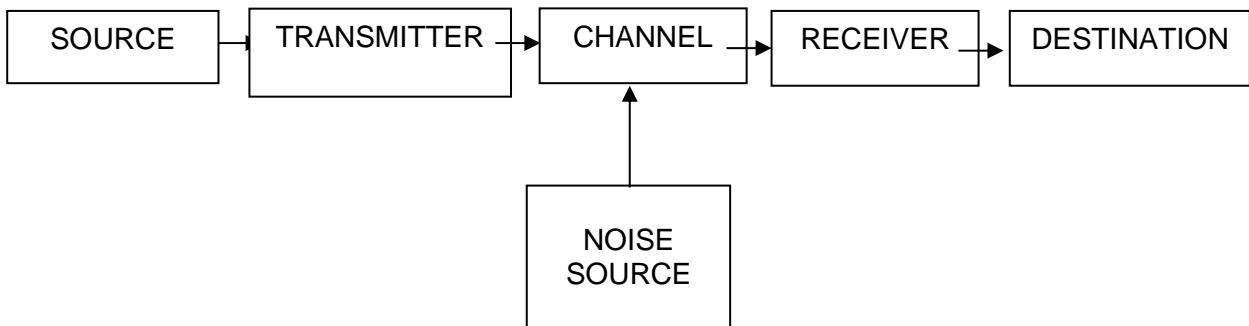


Figure 1. Communication model

Shannon and Weaver's communication model shows that the communication process occurs when a message (in the form of a signal) flows through a channel, then is received by a *receiver* to be forwarded and reaches its destination. When two or more people communicate, the communication process occurs back and forth, with one side acting as *the source* and *receiver* (Littlejohn 2002). Communication as a system becomes part of another, more extensive system (suprasistim). Communication as a system has four essential functions in making changes, namely (Ritzer & Goodman 2003)

1. *Adaptation*: a system must cope with a critical external situation. The system must adapt to the environment and adjust the environment to its needs.
2. *Goal attainment*: a system must define and achieve its main objectives
3. *Integration*: a system must manage the interrelationships of the parts that are its components. The system must also manage the interrelationships of the other three essential functions
- . *Latency* (latency or pattern maintenance): a design must complement, maintain and improve individual motivation and the cultural patterns that create and sustain motivation.

Communication as a system is built from the essential functions formed by its parts. The object of the communication system consists of input, process, and output:

1. Input is the initial part of the system that provides operating requirements. This input will vary according to the target operation of a system. However, sometimes for the operation of the system, various inputs that are different from each other are needed
- . The process is a way to convert input into output. In certain situations, the process cannot be known in detail because the transformations are too complex. Different combinations of inputs or other sequences of use will produce different outputs.
3. Outputs result from the process's operation, the target of which the system resides.

Output is physical or non-physical. Output sometimes becomes the input for other systems.

In the context of natural resource development, the communication system is influenced by social and political systems. Open communication between actors will facilitate the mediation process. Leibrandt and Saaksvuori (2012) showed that conflict outcomes were significantly lower if there was open communication between competing groups compared to no communication. These results indicate that due to mutual understanding between the conflict parties, both of them won the conflict. This research shows that most groups in open communication are often entirely able to avoid social conflict. Open communication can significantly reduce conflict outcomes. So, conflicts between groups can be minimized by providing an open communication infrastructure between conflicting groups. Communication systems are indispensable in managing development conflicts. Secure communication does not offer a solution to the conflicting parties. On the contrary, an open communication system facilitates understanding of the conflicting parties and encourages mutual solutions. Closing the communication space between the contradictory parties makes the potential for conflict more significant. Conflict resolution aims to mediate the decision-making process by the conflicting parties to avoid further conflicts as much as possible. In this case, conflict resolution is an effort to deal with the causes of conflict and build a new harmonious relationship between the conflicting or hostile parties. Therefore, the interests of the conflicting parties must be accommodated as stated by Dody (2014) that policymaking is a social

bargaining process to regulate conflicts of interest in the use and protection of forests following programs from the forestry sector. Citing Condliffe (1991) in Marina and Dharmawan (2011) regarding conflict resolution, there are eight general procedures for conflict resolution, namely: (1). Lumping it. They are related to the failure of one of the disputing parties to emphasize their demands. In other words, the issues raised are ignored, and the relationship with the opposing party continues; (2). Avoidance or exit. End the relationship by leaving him.

The basis for consideration is the limited power possessed by one party or reasons for social, economic or psychological costs; (3). Coercion shows that one disputing party applies his wishes or interests to the other party; (4). Negotiation is both parties resolve the conflict together (*mutual settlement*) without involving a third party; (5). Conciliation show inviting (unifying) the two disputing parties to jointly view the conflict to resolve the dispute; (6). Mediation. A third party who intervenes in a dispute to help the disputing parties reach an agreement; (7). Arbitration is when both parties to the conflict agree to the intervention of a third party, and both parties must agree beforehand to accept any third party's decision; (8). Adjudication. If there is an intervention by a third party, who has the authority to intervene in the dispute and make and implement the decisions taken, whether expected or not, by both parties to the conflict.

Of the eight general conflict resolution procedures above, only the points of negotiation, conciliation and mediation that constitute conflict resolution outside the court are deemed conducive. Three contain elements of a win-win solution that is more lasting. Fisher *et al.* (2001) divide the pattern of conflict into three forms: latent conflict, open conflict and conflict on the surface. Latent conflict is hidden and needs to be brought to the surface to handle it effectively. Open conflict is a conflict that is deeply rooted and very real and requires a variety of actions to address its root causes and effects. Conflicts on the surface have shallow or non-rooted roots and arise only because of a misunderstanding about something that can be resolved using communication. The communication system in conflict management acts as a lesson that can increase opportunities in formulating policies and influencing policy actions based on community involvement in managing common resource conflicts. The conflict that occurs is essential to find a solution for handling it. Therefore, there is a need for space for discussion between the parties involved. The history of human civilization often creates conflicts as a manifestation of differences in interests in the relationship between individuals and individuals, community groups with community groups, and the state and society. Conflict always exists in different forms, according to the context in which the conflict occurs. The conflicts that arise need to be resolved, so they will not last long. Efforts to resolve a conflict need to be based on a correct understanding and knowledge of the *locus* of the conflict. This effort can run well if communication

between *stakeholders* is open, making it easier for conflict accommodation initiators to make decisions about the steps or efforts to resolve a conflict. Building a communication system is a strategic step in minimizing conflicts over natural resource development in Maluku Province. The communication system model for managing natural resource development conflicts is shown in Figure 2.

The communication system in managing development conflicts occurs through 3 stages: communication input, communication process and communication output. Communication input is a communication system for managing natural resource conflicts; development is carried out in a planned (indirect) and direct manner. The communication process for managing development conflicts occurs in two forms: open communication and secure communication. Open communication is communication between conflicting parties. Open communication can create mutual understanding between conflicting parties. Open groups tend to be able to avoid conflict.

On the other hand, secure communication is the absence of communication between conflicting parties. Closed communication groups tend not to resolve conflicts or protracted conflicts. Closed communication groups tend to resolve conflicts using violence and brutality.

Open communication is done through mediation. Mediation facilitates two things: presenting conflicting parties and presenting a mediator whose role is to reduce and resolve conflicts. Mediators can be brought from members of the conflicting group or, if not possible, from outside members of a neutral group. The success of mediation depends on the mediator. A mediator must have communication skills and be able to accommodate the interests of the conflicting parties during the mediation process.

Meanwhile, the planned communication process in managing natural resource development conflicts is carried out through a partnership between the government and the conflicting community by involving traditional institutions. Government partnerships are carried out in two forms: the participation of conflicting parties in planning natural resource management regulations. Second, providing education and training for conflict parties. The government facilitates meetings with conflicting parties in planning legal regulations for natural resource management to obtain the consensus of the parties involved. The consensus is that the conflicting parties accessing natural resources follow mutually agreed rules.

The communication process in managing development conflicts directly or planned produces communication output as a communication destination. The output of the development conflict management communication system is the conflicting parties' behaviour to reduce or minimize development conflict behaviour. The development conflict management communication system aims to change the behaviour of conflicting parties to reduce and resolve conflicts together

through a dialogical and participatory process. The development conflict management communication system consists of communicators (*sources*) of conflicting parties or internal/external figures who act as mediators. Mediation is a *channel* for managing natural resource development conflicts. Each conflicting party is a *source* and *receiver* because the communication process is two-way or dialogical. Natural resource conflict management communication destinations are behaviours to reduce and resolve conflicts through the communication process with each other.

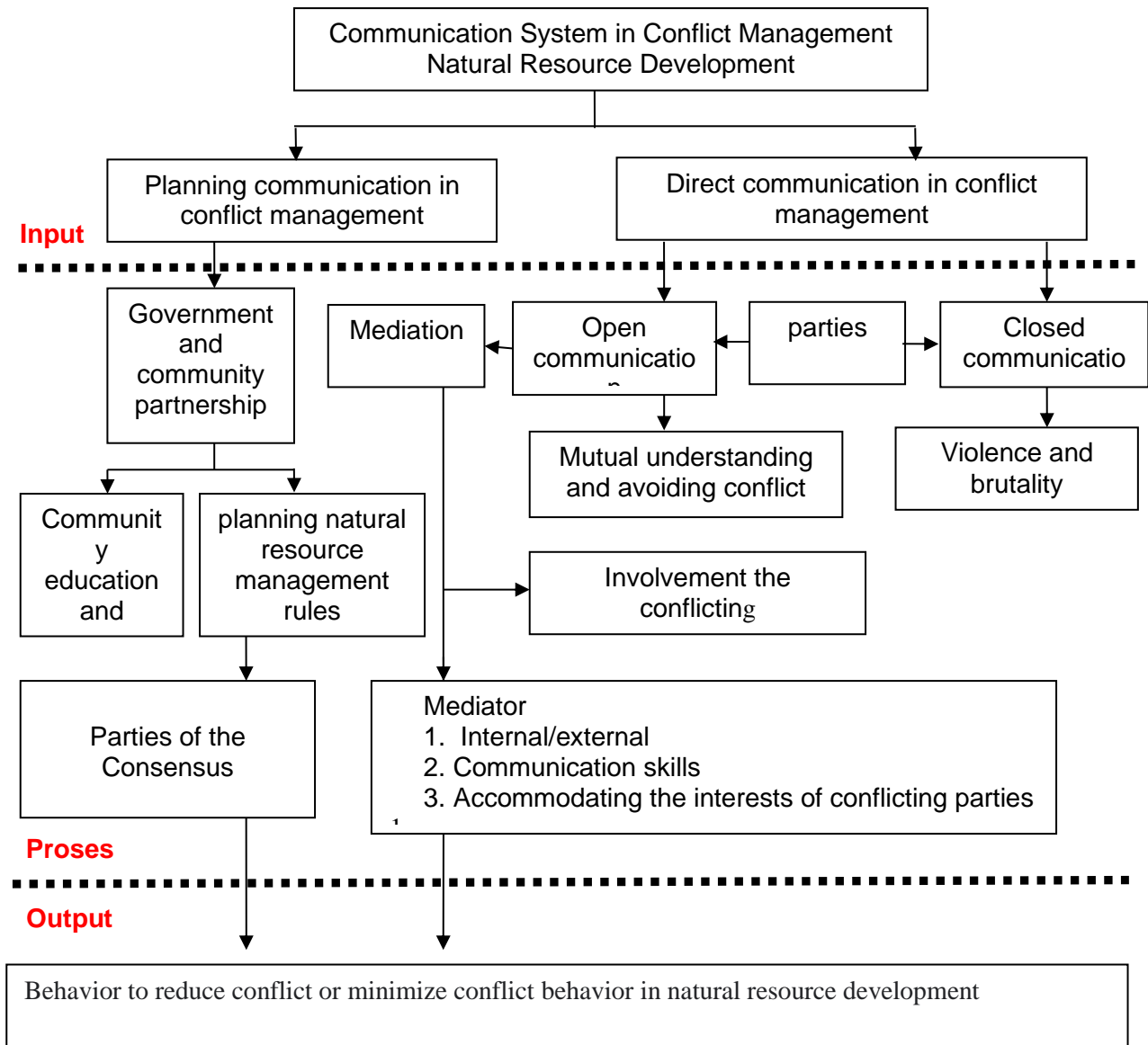


Figure 2. Communication System Model in Natural Resource Development Conflict Management

Conclusion

The communication system in managing natural resource development conflicts is done through mediation. Mediation facilitates the involvement of conflicting parties and seeks a solution that benefits both parties. Mediation has the role of presenting mediators from group members (internal) or mediators (external) who play a role in reducing and resolving conflicts. An effective mediator has communication skills and can facilitate various interests and ideas for solutions to conflicting parties. Mediation can only be carried out if the conflicting parties intend to find a standard solution. The actor is one approach in the structural flow, acting as the state's first or leading actor. As the first actor, the state has two functions: an actor user and protector of natural resources and the environment. The second factor is the entrepreneur (corporate, including mining companies), both at *the* international and national levels. This actor is often referred to as the power of capitalism. The third actor in society is the weakest party. This actor almost always understands the process of marginalization or vulnerability to various forms of environmental degradation because humans and nature are seen as mere commodities and exchange values. One of the methods used to analyze the role of each actor in conflict is by using stakeholder analysis. The analysis in question has a role in explaining aspects of decision-making, which in the analysis of interests also connects parties with different opinions well.

The communication system in managing development conflicts occurs through 3 stages: the input of the communication system, the planned communication process and the output of the communication system for managing development conflicts. Communication input is a communication system for managing natural resource conflicts; development is carried out in a planned (indirect) and direct manner. The communication process for managing development conflicts occurs in two forms: open communication and secure communication. Meanwhile, the planned communication process in managing natural resource development conflicts is carried out through a partnership between the government and the conflicting community. The communication process in managing development conflicts directly or planned produces communication output as a communication destination. The output of the development conflict management communication system is the conflicting parties' behaviour to reduce or minimize development conflict behaviour. The development conflict management communication system aims to change the behaviour of conflicting parties to reduce and resolve conflicts together through a dialogical and participatory process.

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