The Social Conflict between Stakeholders in the Governance of Bantimurung Bulusaraung National Park, Province of South Sulawesi, Indonesia

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Abstract—Most conservation areas in Indonesia are currently under strong pressure and suffering severe damage caused by illegal logging, encroachment, uncontrolled logging and forest fires. The lack of an appropriate form of forest “governance” has been at the root of this problem. This research have been doing at Bantimurung Bulusaraung National Park in the South of Sulawesi Province. Conducted from January to April 2015, the research was to understand the social conflict in the governance of Bantimurung Bulusaraung National Park. The data gathering was carried out through a survey method. The social conflict model is based on interconnectivity performance by combining the stakeholders’s roles constructed based on resources availability, organizing and norms. The results reveal that the dissipative structure in the national park is constructed around a co-management model through the profit-sharing-based external actor involvement. The ecological, economic, social and institutional balance is to arrange the paradox independence. The autopoesis involves linkage among the actors, interests, levels, disciplines and multi-scenarios constructed with the profit sharing, alternative livelihoods development and co-management model. The emergence construction is created based on the alternative model of rural conservation, development of productive business to reduce the society’s economic dependence on the national park and special enclaves zones in the Bantimurung Bulusaraung National Park.

Index Terms—social conflict, stakeholders and governance

I. INTRODUCTION

National park is such a priceless asset for improve the society’s prosperity. Indonesia has continuously managed, can be exploited to natural preserve and protection zones of 23,214,626.57 hectare. Most of them are national parks [1]. The national park governance concept is highly centralized and often ignores the existence of local communities that have occupied those areas for such a long time, from one generation to another [2]. Being a conservation zone, a national park has become a forbidden area to the people. This is how the conflict of interest comes up [3], [4].

The Bantimurung Bulusaraung National Park (Babul NP) in the province of South Sulawesi has some uniqueness and a lot of attractive ecosystem potential in its 43,750 ha wide area, consisting of a natural preserve, a natural tourism park, a preserved forest and a production forest [5]. This zone was officially designated to be a national park on October 18, 2004. It is the second largest preserve zone after China’s [6]-[8].

In general, ecosystem in such area has a low support capacity and is difficult to recover when damaged. The natural potential available is currently in danger because of the exploitation by the society [2], [9]-[11]. This time, most of the conservation areas in Indonesia are under strong pressure and leading to severe damage caused by illegal logging, encroachment, uncontrolled logging and fire. That a good forest management is still unavailable has been the root of this problem. Therefore, a conservation area should be eternally protected against social, economic and ecological factors by paying a great deal of attention to both the nation’s and people’s interest [1], [5], [7].

A. The Problem Formulation

“How the social conflict in the Bantimurung Bulusaraung National Park governance is constructed” was the focus of the research.

B. The Objectives

The objective of the research was to construct the social conflict in the national park governance, particularly;

1. To identify the stakeholders involved in the governance.
2. To map relations among the stakeholders in the governance.
3. To construct the social conflict in the governance.

II. METHODOLOGY

A. Place & Time Research
The research was conducted in the Bantimurung Bulusaraung National Park (Babul NP), the Province of South Sulawesi, Indonesia. It is carried out in January to April 2015.

B. Data Collection
The research applied the survey method with a case study analysis unit. The qualitative data was gathered through the interview method toward the informants who were purposely chosen for their compatibility [5], [7]. The qualitative data was also gained through the field observation conducted in the location in order to see the factual phenomena occurring and to examine the documents available, such as research outcome data and other secondary data [7]-[9].

C. Data Analysis
The data gained from the location was analysed in a descriptive manner, according to the area condition. This method resulted in a systematic, factual and accurate description of the facts, characteristics and relations among the phenomena observed [5], [7].

III. FINDING AND DISCUSSION

A. The Stakeholders in the Babul NP Governance
The stakeholders, directly and indirectly involved in the Babul NP governance [10], are; the central government, the Provincial Forestry Department, the Regional Forestry Department, the Babul NP Office, the local government, the Tourism Office, the village government, the universities, the non-governmental organizations, the public figures and the farmers. These stakeholders have their own roles and interests according to their tasks.

B. The Mapping of Relations among the Stakeholders
The conflict complexity of the Babul NP governance can be described based on relations among the stakeholders [12]-[14] as served in the Fig. 1. The mapping lasts vertically and horizontally.

The conflict occurs among the management, farmers and public figures. The conflict between the management and farmers is due to the seasonal farming activity, farmland movement, candlenut garden, teak plantation and folk forest that have existed in the national park area for such a long time. Those had been in there for many years when the government designated it to be a national park by the SK.398/Menhut-II/2004 decree, issued by the Ministry of Forestry on October 18, 2004. The conflict dealing with the public figures, as a part of the farming community who highly relies on the national park, occurs because they are not effectively involved in the effort to overcome the conflict between the farmers and the management and in the entire national park managing policy.

The medium relations (no conflict, but not intense) occur between the central government and the regional forestry department, among the provincial and regional forestry department and the NGO, and among the regional government and the NGO, the farmers, the tourism office and the NGO. These medium relations occur since there is no synchronized coordination between the stakeholders and the national park management yet. The management applies a managing approach which circumscribes the role and involvement of the province, region and village in managing the forest in the national park. The central government UPT (Technical Executors Unit) is already in good coordination with the provincial forestry office,
but not with the regional forestry office. On the contrary, there has been good coordination between the provincial forestry office and the regional forestry office. These facts indicate some coordination discrepancy between the central government UPT and the regional forestry office, causing some medium relations between the Babul NP management and the regional forestry office. The coordination between the management and the central government UPT, which is based in the capital city of the province and as the representative of the central government, is categorized as good quality. The central government UPT and the provincial forestry office, as the representative of the regional government, are well coordinated.

The coordination discrepancy among the central government and the management and the regional forestry office has hampered the conflict completion. Neither the UPT nor the Babul NP has good access to the society (farmers) and the public figures. On the contrary, the side with good access to them is the regional forestry office.

The good relations occur among the Babul NP management, the provincial forestry office, the regional government and the Babul NP Office and between the provincial forestry office and the regional forestry office. These good relations are due to intense coordination among the stakeholders.

In general, the stakeholders are in the category of main characteristics. If all the sides could participate and play their roles totally, the Babul NP would be successfully managed. Unfortunately, the forest preservation and the community’s prosperity improvement cannot happen yet because of the conflicts [15], [16].

C. The Social Conflict in the Babul NP Government

To improve the Babul NP management as served in the Fig. 2, the phenomena are constructed as follows [17]:

1) Interconnectivity

The success of Babul NP management cannot be separated from the involvements and roles of various stakeholders, whose contributions are to achieve the managing and functioning of the national park. The interconnectivity cannot run completely since the internal potential and the national park functioning are not optimum yet. The Babul NP has a wealth of plasmanutfah which is needed for both biodiversity and the community’s prosperity improvement. The area is surrounded by 40 villages, and most of the villagers rely on the area. Besides, in the national park is a 500 ha wide area of community forest development pilot project which was established with the OECF aid in 1999 [7].

The Government of Maros Regency also has the Bantimurung natural bathing spot as its tourism asset which brings it an annual income of 3.000.000.000 IDR [18]. The designation of these areas has caused the conflict of interest.

Eliminating the previous forest function supporting social and economic activities, the policy transition has triggered the conflict of exploitation, notably in Tallasa, Samangki village, Maros. The villagers demand an enclave of their plantations and housing areas. Various kinds of mediation and resolution offer have reached a dead end.

Essentially, the Forest Managing Estate (KPH) is a special unit whose task is to manage the estate efficiently and eternally in order to balance the economic, ecological and social functions. To achieve the objective, KPH should hold on to the three basic principles; economically profitable, socially acceptable and environmentally

Figure 2. Situation map the National Park of Bantimurung Bulusaraung, South Sulawesi Province, Indonesia
sustainable [10]. In this context, the integration among the technological, social, economical, ecological and legal aspects is needed to create a continuously eternal forest (Fig. 3) [19]-[21].

The cohesiveness of all the internal potential of Babul NP can be optimized through the interconnection as a system built on the pillars of natural resource, economy, social and institution to successfully manage the national park. Therefore, interconnection reconstruction of the Babul NP internal potential is needed, referring to a system with R-O-N (Resources-Organization-Norms) model [22]. The conflict escalation can be eliminated through a wise resources managing system that keeps the ecological, economic and social functions of the national park balanced. The resources in the national park should be managed by involving all the stakeholders proportionally and professionally through the Collaborative Management (Co-Management). This happens only if the resources are managed institutionally so the deforestation rate control can be functioned accurately. The control function relies on the sets effectiveness and the forest managing norms. Disharmony between the policy and the norms, vertically and horizontally, has triggered the conflict escalation between the society and the Babul NP management. The society involvement in the planning and the managing, as the real shape of the Co-Management, needs to be organized constitutionally, both in formal and informal structures. The organizational structure of the organizing should be aimed at biological resources protection and local society’s prosperity improvement.

2) Disipatif structure
The conflict escalation between the community and public figures and the management cannot be solved by the internal actors involvement only. The external actors could be from the UPT, the provincial forestry office, the regional legislative assembly, the local government, universities, private corporations or NGOs. These actors have, directly and indirectly, been involved in the national park managing or in the policy making at the district level (regional legislative assembly). However, their role as the conflict insulator and the dynamo to improve the community’s prosperity has not been effective yet. The UPT is expected to strengthen the Babul NP management as the representative of the central government. The strengthening is conducted by handing over budget support, personnel guidance, technical assistance and stronger partnership with the provincial and local government to eliminate the discrepancy, particularly with the local government. The role of the local and international NGOs (RECOFT), who have bridged the interests of the two sides – the Babul NP management and the local community, has not been effective either. The UPT, universities, NGOs and private corporations become energy supplier for the system concerned to avoid degradation and extinction of the national park.

3) Paradox independence
Essentially, all the elements related, directly or indirectly, to the national park need each other. Their different positions, roles and interests have triggered the conflict. Naturally, the farming society highly need this national park as the space of their livelihood. In the other hand, the Babul NP management needs participation of the community, public figures, village apparatus and forestry institution in the national park preservation. The differentiation occurs when the national park designation limits the community’s space. The society dynamics, which keeps increasing because of the changing order pushed by a great current of reformation and economic demand, has also made the people euphoric in the land occupation. This has triggered some paradox independence causing both vertical and horizontal conflicts. The harmony among the stakeholders is built through the stakeholders’ dependence by creating interaction balance among the stakeholders based on the balanced fulfilment and harmony of ecological, economic, technological, social, legal and institutional interest.

4) Autopoiesis
That the stakeholders have different concept of ownership has caused both vertical and horizontal conflicts. The creation of a harmonious relationship among those stakeholders takes a mutual relationship which is able to accomodate all the interests and the main function of the national park by still giving the society some opportunity to meet their needs. The balanced interest fulfilment and harmony is needed to build an independent system (autoproduction). This can become true through the mechanism of relations among the stakeholders constructed based on the profit sharing relations.

The society of Bentenge village has a bad perception on the conservation area (47.826% have low perception) [23]. The stakeholders’ activities in and around the
national park should contribute to Babul NP preservation in order for the national park to continuously give its order benefits. The conservation should be a benefit to both the ecology and the society’s property and harmony. The society’s activities in exploiting the economic potential should not be based on the timber potential exploitation and the conservation area occupation for any seasonal farming activity causing flood, erosion and other disaster. The economic potential utilization should be stressed on environmental service development which supports the ecotourism potential.

In Tompobulu village, district of Pangkep, are some tracks of mountaineering to the Bawakaraeng mountain and environmental service activities such as water spring utilizing. In the district of Maros is the Bantimurung waterfall and bathing place [7]. Having been developed through the conservation-based method, the ecotourism object increases the society’s income widely. This is a concrete result of the conservation effort to increase the society’s income through the profit sharing. The ecotourism development has multiplier effects toward the business development, which potentially triggers the society’s life improvement. This highly depends on the object management quality and tourists visit rate. Therefore, they need the collaborative management (co-management), which involves multi actors, multi interests, multi levels, multi knowledge, multi sectors and multi scenarios in the Babul NP management [12].

<table>
<thead>
<tr>
<th>No.</th>
<th>Complex</th>
<th>Linkage</th>
<th>Construction</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Interconnection</td>
<td>Linkage of all the internal potential, which includes natural, economic, social and institutional resources for the success of the national park management</td>
<td>Constructed based on resources, organizations and norms</td>
</tr>
<tr>
<td>2</td>
<td>Dissipative Structure</td>
<td>Maintainance of order existance by combining all sorts of big energy which can hardly be supplied internally so the order cannot get stagnant or extinct</td>
<td>Development of the co-management model by involving external actors through the profit sharing base</td>
</tr>
<tr>
<td>3</td>
<td>Paradox Independence Condition</td>
<td>Interdependence among all stakeholders</td>
<td>Constructed based on the balance among the technological, ecological, social, economic and legal interests</td>
</tr>
<tr>
<td>4</td>
<td>Autopoiesis Structure</td>
<td>Linkage among multi actors, multi interests, multi levels, multi knowledge and multi scenarios in the national park governance</td>
<td>Constructed through profit sharing, alternative livelihood development and co-management model</td>
</tr>
<tr>
<td>5</td>
<td>Emergence Construction</td>
<td>Conservation village model development renewal</td>
<td>Constructed based on social, ecological and economic interest and on application of technology which does not harm the environment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Productive businesses development renewal</td>
<td>Constructed based on cooperation among various sides to reduce the society’s dependence on the national park</td>
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<tr>
<td></td>
<td>Enclave</td>
<td></td>
<td>Constructed based on the interest of the villagers who have occupied the zone for such a long time.</td>
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5) Emergence construction

The emergence construction aims at how to discover renewal in the national park management. A new paradigm in the governance, which is an integration-based profit sharing and co-management, requires new feature that can create a new system and order in managing the national park. The new feature incudes renewal in understanding the national park function by guiding the society through a conservation village pilot project, production improvement in productive businesses which can reduce the society’s dependence, and the enclaves of Babul NP as another option.

Both agricultural and non-agricultural businesses, which do not harm the environment, are needed to reduce pressure toward the national park through the environmental service-based alternative livelihood development, particularly those related to ecotourism. The productive businesses are to reduce the society’s dependence on the national park. The conflict of interests can also be eliminated through the conservation village development involving the farming society as an effort of society protection and empowerment. Another renewal, particularly in the special zone, can be conducted by executing the enclave as expected by the society. The mapping of Babul NP governance complex is described in the Table I [17], [24].

IV. CONCLUSION

1. The stakeholders, directly or indirectly involved in the management of Babul NP, are the UPT Central Government, the Provincial Forestry Department, the Regional Forestry Department, the Babul NP Office, the local government, the Tourism Department, the village government, the universities, the NGOs, the public figures and the farmers. Each of these sides has its own interest according to its task.

2. In the mapping of relations among the stakeholders, a conflict occurs between the Babul NP management and the farming society and public figures. This deals with the society’s livelihood and farming activities in the area. Besides, the public figures are not
effectively involved in the effort to overcome the conflict and in the entire managing policy. The medium relationship among the stakeholders occurs because the coordination in the national park management is not synchronised yet. On the contrary, the Provincial Forestry and Regional Forestry have good coordination.

3. The social complex construction in the Babul NP governance is based on interconnection performance by linking all the stakeholders’ roles, based on resource availability, organizing and norms. The dissipative structure in the national park zone is constructed based on the co-management model by involving external actors with profit sharing system. The ecological, economic, social and institutional balance has composed the paradox independence. The autopoesis involves linkage among actors, interests, levels, discipline and scenarios constructed with the profit sharing, alternative livelihood development and co-management model. The emergence construction becomes concrete based on the conservation village model alternative, productive businesses development to reduce the society’s economic dependence on the national park, and special zone enclave.

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