

Regional Separation Conflict Due to Natural Resources (Case Study of Bangka Belitung Decentralization and East Sulawesi Decentralization Plan)

Berlian Zarina¹, Nur Muliasari MS², Nurul Indah Dalilah³, Vania Meisawitri⁴

¹²³⁴Magister Politics and Government, University of Gadjah Mada, Indonesia

¹berlianzarina1999@mail.ugm.ac.id

Abstract

Natural resources that have commodity value in a region are increasingly contested, either by the parent region or the region as the autonomous owner of the resources concerned. The upheaval between regions is getting stronger when natural resources are considered to provide significant benefits, but are not directly proportional to the development of the region where the resources are located. This study examines the potential impacts of forming a new province in East Sulawesi, Indonesia. The region's abundant natural resources, particularly nickel, have attracted significant investment but also led to social and environmental challenges. The formation of a new province could exacerbate these issues if not carefully managed. Drawing on the experiences of Bangka Belitung, the study emphasizes the importance of good governance and equitable resource distribution. A constructivist risk analysis framework is proposed to address the complex interplay of factors influencing the region's development. Key recommendations include strengthening local governance, promoting community participation, and diversifying the economy to reduce reliance on natural resources. By carefully considering these factors, the formation of East Sulawesi can be an opportunity for sustainable development and improved quality of life for its residents.

Keywords: Conflict, Decentralization, Governance, Natural Resources, Risk Analysis

Abstrak

Sumber daya alam yang memiliki nilai komoditi di suatu daerah seiring perkembangannya semakin diperebutkan, baik itu oleh daerah induk ataupun daerah sebagai pemilik otonom dari sumber daya yang bersangkutan. Pergolakan di antara daerah semakin menguat ketika sumber daya alam yang dirasa memberikan keuntungan signifikan, tetapi tidak berbanding lurus dengan pembangunan daerah tempat bernaungnya sumber daya. Studi ini mengkaji dampak potensial dari pembentukan provinsi baru di Sulawesi Timur, Indonesia. Sumber daya alam yang melimpah di wilayah ini, terutama nikel, telah menarik investasi yang signifikan tetapi juga menimbulkan tantangan sosial dan lingkungan. Pembentukan provinsi baru dapat memperburuk masalah-masalah ini jika tidak dikelola dengan hati-hati. Berdasarkan pengalaman Bangka Belitung, studi ini menekankan pentingnya tata kelola pemerintahan yang baik dan distribusi sumber daya yang adil. Kerangka analisis risiko konstruktif diusulkan untuk mengatasi interaksi yang kompleks dari faktor-faktor yang mempengaruhi pembangunan daerah. Rekomendasi utama meliputi penguatan tata kelola pemerintahan daerah, mendorong partisipasi masyarakat, dan diversifikasi ekonomi untuk mengurangi ketergantungan pada sumber daya alam. Dengan mempertimbangkan faktor-faktor ini secara cermat, pembentukan Sulawesi Timur dapat menjadi peluang bagi pembangunan berkelanjutan dan peningkatan kualitas hidup penduduknya.

Kata kunci: Konflik, Desentralisasi, Tata Kelola, Sumber Daya Alam, Analisis Risiko

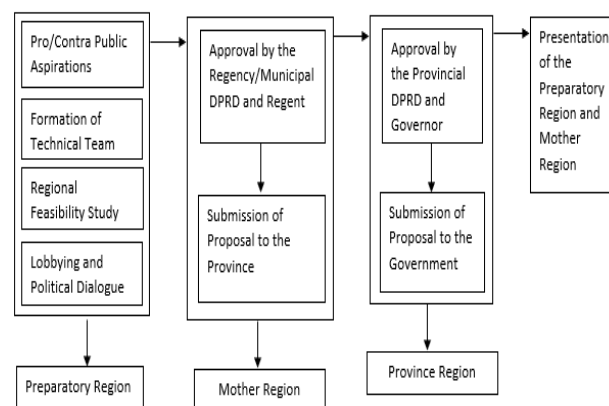
Introduction

Conflicts stemming from the contestation of natural resources are a classic problem with no clear end in sight. As long as these resources have use value, the more varied the needs for them, and the more extensive the exploration and exploitation, the more conflict they will generate. In fact, natural resources have also been a reason for imperialism in Indonesia. Over time, natural resources have given rise to inequality, conflict, and even movements toward separatism and the desire to become autonomous regions.

While the governance of natural resources in Indonesia is still in flux and there is a tug of war between regional and central interests, natural resources have become one of the main causes of regions wanting to separate from the state or become autonomous regions. Separating from the unitary state of the Republic of Indonesia and the previous parent region seems to be the best way out of existing conflicts. Regions with abundant natural resources often do not have proportional development, adequate infrastructure, or economic equality.

Becoming an autonomous region is not an immediate realization, but involves stages that must be completed. The steps required to achieve regional expansion and maximize resource management are as follows:

The Process of Proposing Region Formation In The Region



Source : Sumber:

<https://nakhoda.ejournal.unri.ac.id/index.php/JIPN>

The establishment of a New Autonomous Region (DOB) requires administrative requirements, including: the decision of the Provincial DPRD regarding the approval of the formation of the prospective Province, the decision of the parent Governor regarding the approval of the formation of the prospective Province, the decision of the Provincial DPRD / RI regarding the approval of the formation of prospective districts / cities / provinces, the Governor's decision regarding the approval of the formation of prospective districts / cities; and Ministerial recommendations (Ibrahim et al, 2020).

This paper aims to examine the conflicts arising in regions with abundant natural resources that have a background of wanting to separate from the parent province that previously sheltered them. In line with Ross (2004) statement that natural resources have given birth to various conflicts, especially separatist conflicts and civil wars, the impact of post-autonomy in natural resource-rich regions will also be discussed. Thus, the various case examples presented can serve as reflections and special attention

for policymakers to determine the direction of governance for regions with abundant natural resource potential.

The analysis in this paper uses a desk study of previous research on separatist conflicts and regional expansion stemming from natural resources. Various sources, such as previous research, online news sources, and other forms of news that contain information about the study topic, have been utilized. The elaboration of various literatures will help map out the systematics of writing and drawing conclusions at the end.

Result and Discussion

A. Reflection: Natural Resources Contestation as a Source of Conflict for Regional Separation

The abundant natural resources in a region often provide the confidence for that region to separate itself from its parent region. In addition to other factors behind the desire for regions to secede, natural resources are a difficult factor to ignore. This is because the main capital for regional income after secession can often be derived from the wealth of natural resources.

If traced further back, several regions in Indonesia have experienced conflicts caused by natural resource contestation. This contestation is often indicated by the exploitation of natural resources without corresponding development and alleviation of existing inequalities. This includes the separatist conflicts in Aceh and Papua, which have now been transformed into asymmetrical decentralization. Although both regions have different backgrounds for their separatist movements, natural resources have played a significant role in these movements (Istanti et al., 2021; Vemmy, 2011). Natural

resources have intensified conflicts involving the central government, local governments, and local communities (Tadjoeddin, 2007).

In addition to the separatist conflicts in Aceh and Papua, other regions like Riau and East Kalimantan have also indicated separatist sentiments and desires for regional autonomy. However, these regions do not involve rebel groups like in Aceh and Papua to demand separation. These regions are not only rich in natural resources but also face issues with development, access to education, infrastructure, and economic inequality (Istanti et al., 2021; Putra, 2021). This inequality has led regions to consider separating from the state or becoming autonomous regions.

The sentiment of separatism stemming from natural resource contestation is not unique to Indonesia. Other countries, such as Angola, Nigeria, and Sudan, have similar issues (Pramita, 2018; Bramantya, UPN Veteran Jakarta; Yulianti et al., 2024). For instance, the Cabinda Province Enclave in Angola, a major oil-producing region, feels marginalized due to the Angolan government's domination of oil resources, leading to desires for secession (Pramita, 2018). Natural resources have also sparked conflicts over control, access, and disputes, such as in Congo and Kenya, and border conflicts between Kenya and Somalia (Bramantya, UPN Veteran Jakarta; Marini, 2021).

These conflict sentiments reinforce the idea that natural resources can trigger regional separation conflicts, control and access disputes, and prolonged conflicts. These conflicts will inevitably lead to resolutions, such as the desire to become autonomous regions. In Indonesia, regions like Aceh and Papua have found resolutions through asymmetrical decentralization, while Bangka Belitung achieved autonomous region status in

2001 after being part of South Sumatra. Despite autonomy, questions related to natural resource management remain, which will be further discussed. Natural resources not only cause regional separation conflicts but also post-autonomy conflicts, raising high expectations for future management to minimize these conflicts.

B. Decentralization in Bangka Belitung as a Tin Region

Bangka Belitung, a province that became a regency in South Sumatra after Indonesia's independence, has a unique historical background. Contestation among colonial powers such as the British and the Dutch, the Palembang Sultanate period, and post-independence over tin resources changed the governance system in this area. During colonial times, Bangka Belitung was an autonomous region directly connected to the central government. However, after Indonesia's independence, it became a regency within South Sumatra Province due to changes in the government system at that time (Zulkarnain et al., 2005).

Along with Riau, Bangka Belitung was incorporated into the residency, but after the residency was dissolved in 1956, Bangka Belitung became a regency in South Sumatra Province (Nuraini, 2007). The struggle for autonomy in Bangka Belitung has been ongoing since the region's inception, facing various obstacles, including aspirations for autonomy that were only at the elite level (ibid). Natural resources, especially tin, are among the reasons for this desire.

Quoting Thomas Stamford Raffles in 1812 from Swastiwi et al. (2017), "This is the richest tin place that has no equal in the world.

The whole island (Bangka Belitung) will become the largest tin mine." This description highlights the wealth of natural resources in Bangka Belitung. It is no wonder that this area has been a site of contention among various international and national actors. As one of the richest tin regions, Bangka Belitung has become one of the largest tin mines in the world.

This natural wealth sparked the idea of becoming an autonomous region, among other supporting factors (Nuraini, 2007). After a long process starting in 1956, a law was finally issued in 2000 for the establishment of the Bangka Belitung Islands Province, which was inaugurated on February 9, 2001 (Nuraini, 2007). This law brought new hope to Bangka Belitung, which had long struggled to separate from South Sumatra. As an autonomous region, it can now manage its own affairs, including natural resources, which are crucial for regional economic growth.

In the aftermath of regional autonomy, however, the problems and conflicts over natural resources did not subside, but instead created new problems. Starting from the misalignment of local and provincial governments over tin governance, contestation of control and access to tin covering informal domains, to the problem of environmental crisis due to tin exploitation (Erman, 2007, Erman, 2010; Zulkarnain, 2005). A new problem that is quite astonishing from this largest tin-producing region is the emergence of tin corruption cases. Unmitigated, the state loss for this is estimated at 271 trillion and is a fantastic corruption figure so far (bbc.com, 2/4/2024).

The implementation of regional autonomy in the early 2000s also changed the governance of tin. Previously, during the New Order era, tin was a strategic natural resource (managed by the

state), but it can now be managed by the public after the reformation (Zulkarnain, et al, 2005). This rule makes tin massively exploited by various groups, including the community. People's tin mining seemed to be an alternative to the decline in pepper farming prices, and made many people turn to mining as an economic alternative (Zulkarnain, et al, 2005). The socio-economic impact of the mining sector is not only for the state in the form of local revenue (PAD), but also for the community. Starting from the provision of employment, employment opportunities through partnership schemes, the formation of new economic areas, influencing the unemployment rate, access to health services, infrastructure, per capita income, growth of small and medium industries, and access to savings and loan services from banks (Regional Office of DJPb Bangka Belitung Province, 2021; Ranto et al, 2023; Rendy, 2024; Ulya et al, 2024).

Tin has become the mainstay sector and has changed the landscape of Bangka Belitung Province. The extractive nature of tin has caused negative impacts such as post-mining critical lands, as well as the externality waste generated by mining. According to WALHI Bangka Belitung, the condition of damaged and highly critical land in Bangka Belitung is around 1,053,253.19 hectares out of 1.6 million hectares of total land or around 62 percent of the total land area of Bangka Belitung (walhi.or.id). This critical land worsens environmental conditions and reflects the weak and poor governance of existing natural resources. This is one of the impacts of the misalignment of provincial and district governments in tin governance (Zulkarnain, 2005).

The implementation of regional autonomy in Indonesia has significantly changed the legal aspects of governance. The Presidential Regulation No. 55 of 2022, which divides the

authority between the central government and local governments, has become clearer and provides legal certainty. Although in a legal perspective, this arrangement is more likely to be centralized with the central government having the majority of authority, local governments still have a number of authorities that they can optimally utilize. This is in connection with artisanal mining, which has become a serious problem due to unclear legality, resulting in increased environmental damage in Bangka Belitung (Oktavia, et al., 2023).

The alleged corruption case in the management of tin by PT Timah in the 2015-2022 period, which allegedly cost the state IDR 271 trillion, shows only a small part of the bigger problem related to tin mining practices in Bangka Belitung. According to Bambang Hero Saharjo, an expert from IPB's Faculty of Forestry and Environment who was a witness in the investigation, these losses include ecological environmental damage, economic losses, and environmental recovery costs (Fajriansyah, 2024). According to WALHI Bangka Belitung, heavy waste from tin mining can pollute the sea for 6-7 miles. This has the potential to damage the marine ecosystem and threaten the lives of fishermen. In addition, tin mining activities also have a negative impact on coral reefs. Walhi estimates that in the next five to ten years, the island province of Bangka Belitung may face a more serious ecological crisis, especially in its marine waters (Ekuatorial, 2024).

One of the provinces that after Indonesian independence became a regency in South Sumatra has its own historical background. Contestation between colonialization actors such as the British and the Dutch, the Palembang Sultanate period, and post-Indonesian independence over tin helped change the pattern of the government system in this

area. Bangka Belitung was once a resident area or an autonomous region directly connected to the central government during colonialization. However, after Indonesia's independence, Bangka Belitung became one of the regencies attached to South Sumatra Province due to changes in the government system at that time (Zulkarnain, et al, 2005).

Together with Riau, Bangka Belitung was incorporated into the *caresidenan*, but after the *caresidenan* was dissolved in 1956 Bangka Belitung became one of the regencies in South Sumatra Province (Nuraini, 2007). Bangka Belitung's struggle to become an autonomous region has been sparked since the beginning of this region and continues to encounter obstacles, including autonomy aspirations that are only at the elite level (*ibid*). Various factors are the reasons for the desire to become an autonomous region, one of which is Bangka Belitung's natural resources, namely tin.

Quoting one of the sentences from Thomas Stamford Raffles in 1812 in the book Swastiwi, et al (2017), namely "This is the richest tin place that has no equal in the world. The whole island (Bangka Belitung) will become the largest tin mine". That is the description of the wealth of natural resources in Bangka Belitung. It is no wonder that this area has become a bone of contention between actors of various scales, both international and national. As one of the regions rich in tin and one of the largest nationally, the development in Bangka Belitung is inversely proportional. This then contributed to the idea of becoming an autonomous region, in addition to other supporting factors (Nuraini, 2007).

Through a long process dating back to 1956, the Law on the Establishment of the Province of Bangka Belitung Islands was finally issued in 2000, which was then inaugurated on February 9, 2001 (Nuraini, 2007). The issuance

of this law certainly brought fresh air to Bangka Belitung, which had long struggled to separate itself from South Sumatra. By becoming an autonomous region, this area can then manage its own households, including natural resources as the main source of income and boost the regional economy.

In the aftermath of regional autonomy, the problems and conflicts over natural resources did not subside but instead created new issues. These ranged from the misalignment between local and provincial governments over tin governance, the contestation of control and access to tin within informal domains, to the environmental crises due to tin exploitation (Erman, 2007; Erman, 2010; Zulkarnain, 2005). A new and quite astonishing problem in this largest tin-producing region is the emergence of tin corruption cases. Unmitigated, the state loss from this is estimated at IDR 271 trillion, which is a staggering corruption figure so far ([bbc.com](https://www.bbc.com/news/indonesia-67444444), 2/4/2024).

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Currently, Bangka Belitung is still heavily dependent on the tin mining sector for its economic growth, contributing more than 50%. According to Safrizal ZA, who served as Acting Governor of Bangka Belitung, reducing this dependency requires a balance between the mining sector and other sectors referred to as "blue-green" or marine and agricultural sectors. The economic potential of the Bangka Belitung archipelago can be increased through many

sub-sectors, including tourism with hundreds of scattered islands, capture fisheries, aquaculture, as well as the revitalization of the pepper sector, and optimization of horticultural agriculture for food needs (Rangga, 2024).

Various problems caused by tin resources after regional autonomy have become a reflection for better governance in the future. Tin corruption cases that cost the state enormously seem to be a symptom of the broader problem of natural resource governance, especially in regions with abundant natural resources. Corruption is one of the issues that arise and signifies a failure in the realization of decentralization (Aminah, 2022). The very close relationship between economic and political elites in Indonesia has led to the formalization of state institutions (Berenschot, et al, 2023). This has led to unequal and interest-laden governance of natural resources. Thus, the welfare and prosperity of the people, which is the goal of regional autonomy, remain far from expectations (Indonesia Corruption Watch, 2006).

Bangka Belitung is a region with strong sentiments toward regional autonomy, where the correlation between natural resource wealth and equitable development is inversely proportional. Post-regional autonomy, the challenges are to achieve adequate governance and regulations to ensure that autonomy fosters balance and equity for all aspects, rather than creating issues that signify the failure of decentralization itself.

C. Trying to Organize Endless Classic Problems

Managing conflicts that carry sentiments of becoming new autonomous regions or separatists is not an easy matter. Resolutions

are offered in the hope that similar conflicts will not recur. Learning from various countries that have experienced similar conflicts provides a basis and reflection for reorganizing conflict management in natural resource-rich regions in Indonesia, especially to prevent future sentiments of regional separation. On the one hand, conflicts with sentiments of regional separation and separatism draw the state's attention to be more considerate of the concerned regions. On the other hand, if regional autonomy is realized or separatism leads to separation, it will increase the operational costs of developing new regions and reduce the state's power or revenue from natural resources.

Various conflict resolutions related to regional separation, such as decentralization in other countries, are difficult to find due to the different government systems used. Therefore, reflecting on similar conflict resolutions, such as those involving separatism, can provide examples of conflict resolution for regions aspiring to become autonomous.

Sudan is one of the countries with rich natural resources that has sentiments of separatism. In addition to ethnic and religious conflicts, this is allegedly related to regional development inequality that does not correlate with the wealth of natural resources owned (uii.ac.id, 30/07/2023; Yulianti et al., 2024). The conflict resolution used in this case was the Naivasha Agreement in 2005, which ended the civil war (Yulianti et al., 2024). However, this agreement did not guarantee that conflicts would no longer arise in the future, as conflicts erupted again in the area. Dissatisfaction related to agreements that did not accommodate community interests, inequality in the distribution of power, and the distribution of natural resource wealth such as oil, land, and

water contributed to renewed conflicts (Yulianti et al., 2024).

In contrast, Indonesia's approach to conflict resolution in regions with natural resource wealth, ethnic or tribal differences, and development correlations leading to separatist conflicts, such as in Papua and Aceh, has been to provide asymmetrical decentralization. The practice of decentralization that adjusts to regional conditions is common in governance in many countries. Asymmetric decentralization is a response to separatist conflicts by armed groups in Aceh and Papua, who want to manage their own resources. Therefore, both regions received special treatment through asymmetric decentralization, including special funding to maintain their membership in the Republic of Indonesia.

The implementation of asymmetric decentralization does not necessarily lead to a total end of conflict, as conflicts still occur despite the policy. Several measures can optimize the asymmetrical decentralization policy when applied in the context of conflict resolution. First, political will is needed from leaders to implement the policy with a focus on common interests and problem-solving. Second, there is a need to improve regulations. Third, it is important to open communication in various public forums so that communication remains clear and undistorted (Istanti et al., 2021).

Asymmetric decentralization in regions rich in natural resources but with separatist sentiments raises questions for conflicts in other resource-rich regions. With an unequal correlation between natural resource wealth and development, several regions such as East Kalimantan, Riau, Bangka Belitung, and most recently East Sulawesi, want to become autonomous regions. However, as decentralization is given to the regions, it

creates many new problems, such as in Bangka Belitung, including corruption with significant state losses and massive environmental damage due to the exploitation of natural resources.

From the examples of conflict resolution above, it should be emphasized that asymmetrical or symmetrical decentralization is not just about allocating the interests of certain communities, but rather a commitment by state institutions to ensure equal distribution. Likewise, the granting of special decentralization or becoming an autonomous region is not solely about conflict resolution. This requires a joint commitment from state institutions and society to realize equitable justice, independence, and sustainability.

D. Regional Expansion of East Sulawesi

The expansion of the East Sulawesi New Autonomous Region (DOB) is still being pursued today, considering that regional development in Central Sulawesi Province is relatively underdeveloped. The proposed Sultim Province will cover six of the 13 districts in Central Sulawesi Province: Banggai, Banggai Islands, Banggai Laut, Morowali, North Morowali, and Tojo Una-Una. The area of Sultim is predicted to reach 31,649.63 km² or about 51.18 percent of Central Sulawesi Province. This is much larger compared to North Sulawesi, Gorontalo, and West Sulawesi Provinces. The population of the proposed Sultim Province, according to BPS data from Central Sulawesi Province in 2020, is expected to reach 999,197, or about 33.47 percent of the total population of Central Sulawesi (Labolo, 2022).

The Expert Team of the House of Representatives of East Sulawesi Bill Formation met with the Chairperson of Commission I of the Central Sulawesi DPRD,

Dra. Sri Indraningsih Lalusu, to discuss the long-fought expansion plan of East Sulawesi Province. According to them, Sultim chose Luwuk as the capital city due to its capable infrastructure and facilities, including ports, airports, and other supports. Abundant natural resources from the oil and gas mining sector and marine biota products are the main reasons why Luwuk, Banggai Regency was chosen as the capital for East Sulawesi. However, the expansion is still constrained by the DOB moratorium (Kailipost, 2022).

The expansion discourse was generated by local elites with links to central elites (mostly the national parliament) and mobilized ethnic and religious sentiments (Desy Simanjuntak). Both regions faced identity conflicts and had influential political figures. In 1999, the Forum for the Struggle for the Establishment of East Sulawesi Province (FP3M) was formed, comprising local elites with Muhammadiyah Luwuk University Rector Basri Sono as chairman and Poso DPRD Deputy Chairman Munim Liputo. One of the local elites with national influence promoting this expansion was Colonel Infantry (Retired) Sudarto, who had served as Deputy Governor of Central Sulawesi (2011-2016), Regent of Banggai (1996-2006), and DPD Member (2009-2011). This movement intensified through the expansion of four regencies after the forum's establishment: Banggai Islands and Morowali regencies in 2000, Tojo Una-Una regency in 2002, and Banggai Laut regency (2012) and North Morowali regency (2013). Poso District later decided to withdraw from the expansion area if the capital city was not the center of the 1998 communal conflict. This potential ethnic conflict in the border area of the East Sulawesi expansion discourse between Poso and Morowali remains a concern. The status of this

expansion discourse is that the Central Sulawesi Provincial DPRD on August 12, 2016, approved the division of East Sulawesi Province, along with the discussion of the Bill on seven provinces based on Presidential Letter number R-54/Pres/11/2021 dated November 30, 2021.

According to the Ministry of Energy and Mineral Resources, East Sulawesi Province has a nickel mining business area of 259,848 hectares, covering the Morowali, North Morowali, Banggai, and Tojo Una-Una Regencies, with Morowali Regency having the largest IUP area of 69,159 hectares. Meanwhile, the metal industry is concentrated in the Morowali and North Morowali districts. The development of this industry in 2022 contributed to 61.77% of investment realization, amounting to 114.12 trillion rupiah, and created 18,657 jobs for Indonesians (Central Sulawesi, 2022). The information above indicates that the East Sulawesi Province area has great potential as a primary source of raw materials for batteries and downstream industries. The Morowali region is crucial for Indonesia and plays an important role in the global electric vehicle market because nickel is a major component in the production of stainless steel and batteries used for carbon emission reduction products, specifically electric vehicles (Lee & Sullivan, 2023).

However, the development of mining companies in the Bahodopi Subdistrict of Morowali does not guarantee the welfare of the surrounding community, particularly for farmers and fishermen. They have lost their livelihoods due to the sale of land to nickel mining companies. Initially, this situation was not problematic, but subsequently, their land became polluted, making it difficult to find a means of income (Demmallino, Ibrahim, &

Karim, 2018). Therefore, the lack of equitable distribution of social welfare among the people is one of the reasons why the expansion of East Sulawesi needs to take place.

The parameters of governance capability can be divided into five categories: (a) accessibility of basic education services; (b) accessibility of basic health services; (c) accessibility of basic infrastructure services; (d) number of state civil apparatus employees in the parent region; and (e) draft regional spatial plan of the Preparatory Region (Kasim, 2022). Infrastructure development in Central Sulawesi encompasses strategic projects such as the Banggai Laut Airport, which serves to enhance air connectivity with a projected annual capacity of 39,000 passengers (Humas DJPU, 2024). The government is undertaking an initiative to upgrade the road and bridge infrastructure across various districts, with a particular focus on Banggai Laut and Tojo Una Una (Hendrikus Bolotuna et al., 2024). This endeavor aims to enhance accessibility in these regions. Infrastructural enhancements are currently underway at the Morowali Industrial Estate, including expansion and drainage improvements (Laksono, 2023). In the North Morowali region, the electrical infrastructure has been reinforced in the Opo village area in order to meet the needs of the local population. However, the distribution of infrastructure is uneven. Banggai Laut faces limited road networks and issues with electricity and clean water, while health and education facilities are inadequate. The Banggai district has a more developed infrastructure, with a concentration around the Luwuk port. However, remote areas continue to experience challenges in accessing essential utilities. The mining industry has provided a stable infrastructure in Morowali; however, the provision of clean water in rural

areas remains a significant challenge. Despite the construction of paved roads and a harbor, which connect Tojo Una-Una to other regions, the provision of utilities remains a significant challenge. The Banggai Islands Regency is confronted with considerable challenges, including a lack of adequate transportation infrastructure and insufficient provision of health and educational services (BPK Sulawesi Tengah, 2023). To facilitate regional growth, it is essential to prioritize the development of basic infrastructure, the enhancement of human capital, and the assessment of local economic potential. These factors are vital for achieving equitable development, enhancing public service efficiency, and fostering local identity. The rich natural resource potential, particularly in mining and fisheries, is constrained by geographical challenges and uneven infrastructure. These include damaged roads, weak bridges, limited port and airport capacities, and inadequate access to electricity and telecommunications. These challenges impede regional development and community welfare improvement.

Similar to the decentralization experienced in Bangka Belitung, regional expansion impacts the autonomy of new provincial and district governments. While granting greater autonomy allows local governments to manage their own affairs, regional expansion also presents challenges for both local and central governments. Decentralization in the new regions has encouraged the provision of equitable services and improved access for local communities, facilitating ease of access and economic turnover in these new provinces. However, it has also led to a lack of coordination and cooperation among local governments, resulting in inconsistencies and a decline in the

quality of public services and economic development. Another contributing factor is that suboptimal supervision has allowed informal channels for profit from nickel processing to benefit local elites and entrepreneurs, leading to corruption (Akbar, 2019; Simandjuntak, 2015; Suaib, 2020).

If East Sulawesi is established as a new province, Central Sulawesi will need to make various adjustments in the administrative, economic, social, and political spheres. Administrative adjustments will include boundary changes and the redistribution of human and financial resources. Central Sulawesi will also foster regional cooperation with East Sulawesi, particularly in natural resource management and economic development, and establish a discussion forum to address emerging boundary issues in Palu and Morowali districts that could lead to ethnic tensions. Economically, Central Sulawesi must review its regional budget and adjust infrastructure development and investment plans to improve connectivity and economic cooperation with the new province, while also seeking alternative economic potential such as the palm oil industry in Buol, Toli Toli, Donggala, and Poso districts (BPS, 2022).

In the social and cultural realms, awareness campaigns should be conducted to educate the public about the impact of the formation of new provinces, along with community empowerment programs to address these changes and prevent conflicts within the community. Politically, Central Sulawesi needs to review and revise regional policies and actively engage in advocacy and negotiations with the central government regarding funding allocations and other strategic issues. To ensure public services remain efficient and effective, Central Sulawesi must develop new strategies

for distributing public services and conduct regular monitoring and evaluation in areas with uneven development. Through an adaptive and proactive approach, Central Sulawesi will ensure that this transition occurs smoothly and yields benefits for all parties involved.

E. Risk Analysis based on Realist, Constructivist and Discursive Models

According to Jasunoff (1998), risk analysis models are divided into three approaches. First, realist models can often be measured, mapped, and controlled objectively or based on science. These schemes are usually sourced from experts who have an unbiased and authoritative knowledge base. Experts' perceptions of risk take precedence over those of the lay public. This realist model tends to have central control and dissemination of risk information by a competent bureaucracy.

S. Jasunoff

Tabel 1. Model-model persepsi risiko untuk kebijakan publik

Model	Epistemologi	Lokasi otoritas	Resep kebijakan	
			Gaya	Mekanisme
Realis	realis	komunitas ahli	manajerial	saran ahli
Konstruktivis	konstruktivis	kelompok sosial/kepentingan	pluralis	partisipasi publik
Diskursif	konstruktivis	wacana profesional	kritis	gerakan sosial

(Source: Jasunoff, 1998)

Furthermore, the constructivist model assumes that knowledge about risk is socially constructed through the process of negotiation and conflict resolution in various situations. It involves interactions between communities and policymakers who interpret available information based on their own interests and experiences. The risk perceptions of both laypeople and experts deserve to be included to provide legitimate social assessment inputs.

Finally, the discursive model also views knowledge about risk as socially constructed, such as in quantitative risk assessment and analytical practices. This model includes the ability of non-experts to make invisible and highly selective assumptions.

Bangka Belitung is an example of a natural resource-rich region that implemented decentralization without being matched by a commitment to good and firm governance. As a result, problems and conflicts arising from natural resource governance have led to new issues. These include the misalignment of local and provincial governments over natural resource governance, contestation of control and access to natural resources through informal domains, corruption, and environmental crises due to the exploitation of natural resources. This is a concern if decentralization in East Sulawesi, which is also rich in natural resources, proceeds without consideration and improvement of good governance, potentially leading to the same outcomes as in Bangka Belitung.

To minimize conflict, resolution needs to be emphasized and applied. From the various models described by Jasunoff (2018), the author tries to offer a risk analysis model for natural resource-rich regions through a constructivist model. This is because unbalanced governance in such regions is inversely correlated with development and equity. Therefore, decentralization needs to be accompanied by good natural resource governance, without being oriented solely towards political and economic benefits.

Conclusion

It is undeniable that natural resources are a source of conflict, especially related to the desire of regions to separate themselves from

their parent and become autonomous regions. This desire arises because the wealth of natural resources in a region is often not directly proportional to development and equity. Conflict resolution also often focuses only on political and economic aspects, marginalizing the risks that may arise in the future. The granting and implementation of decentralization should be accompanied by commitments and governance that can ensure development justice and equity, especially in regions with abundant natural resources that risk creating many spaces for contestation of interests.

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Profile

All four authors are students of the Master of Politics and Government at Gadjah Mada University.