

POLICY MODELS IN HANDLING BOUNDARY DISPUTES IN TERNATE CITY FROM THE PERSPECTIVE OF LOCAL GOVERNMENT

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ABSTRACT

This research explains and analyses the policy models that have been carried out in handling boundary disputes in Ternate City. There are several policy models that have been carried out by the government and there are also policy models carried out by the Sultanate of Ternate. Of course, the policies that have been carried out by the Sultanate of Ternate are part of local wisdom policies based on the values of the Ternate indigenous people. The results show that the government policy model in handling boundary disputes in Ternate City is through multilevel mediation, starting from village level mediation to the Ternate City government. In addition, there is also a policy model carried out by the Sultanate of Ternate in deciding several options in determining boundaries in accordance with Idin Kolano (Order of the Sultan of Ternate), namely the first option, after opening the location of the Deru-deru Book Landfill (TPA), then the southern landfill boundary with the determination of the Yakis Fruit District (Jambu Monkey) is divided in half between Takome and Sulamadaha, the second option, the entrance to Jiko Malamo is divided in half between Takome and Sulamadaha, and the third option, the landfill location is divided in half between Takome and Sulamadaha.

Keywords: *region, policy, model, government, dispute, boundary line*

INTRODUCTION

Conflicts in the social life of the community often occur anytime anywhere, social conflicts that occur between residents have recently become increasingly frequent news both in the mass media, print and electronic (Sumartono, 2019). The variety of conflict problems that arise ranging from trivial problems between individuals and individuals or individuals and groups or even groups and groups, mocking each other between youth / young people, issues of differences of opinion and views between residents to the level of boundary disputes between villages / villages should finally be used as material for reflection together (Goa, 2017).

In relation to this, Kartiko said that regional boundary disputes are caused by several aspects:

- 1) juridical aspects, unclear regional boundaries in the appendix to the law and maps attached to the law that do not qualify as maps;
- 2) economic aspects, due to the struggle for economic resources, cultural aspects (issues of ethnic or sub-ethnic separation) (Zuldin, 2019);
- 3) political aspects, related to the acquisition of votes for DPRD members or the number of voters;
- 4) social aspects such as the emergence of social jealousy, the issue of indigenous people and migrants (Harahap, 2018);
- 5) governmental aspects, such as duplication of government services, distance to the centre of government, or issues of wanting to join neighbouring regions (Turmudi, 2021). Furthermore, he said, what underlies the regions fighting over a border area, because regional boundaries correlate with the size of the region, especially in determining general allocation funds, as well as the struggle for natural and human resources which correlates with increasing regional original income (Sahyana, 2019).

One of the cases that occurred due to the impact of regional expansion and accompanied by boundary disputes that became the concern of the people of Ternate City, North Maluku Province, was that which occurred between Sulamadaha Village and Takome Village. In fact, both villages are located in the Ternate Island Sub-district area and are also in the customary land area of the Ternate Sultanate (Hasyim et al., 2010).

The boundary dispute between Sulamadaha Village and Takome Village, Pulau Sub-district, Ternate City, took place in 2015. The dispute in the two villages eventually led to clashes between residents, clashes that occurred between the communities of the two villages caused casualties and dozens of residents were injured as well as damage to a number of facilities both private and public facilities which of course harmed all parties (Mahmuzar, 2018). In principle, the boundaries between the two villages have been determined in accordance with the provisions of the Sultanate of Ternate based on history (history of the sultanate area) (Noviyanti & Shawwir, 2022a).

Despite the determination of the Sultanate of Ternate, some communities between the two villages (Sulamadaha-Takome) did not accept the boundaries and some claimed that Sulamadaha had taken the boundaries of Takome village. The mutual claims and defence of each neighbourhood's boundaries stems from the presence of a trendy tourism site in Ternate City's Ternate Island Sub-district, Jiko Malamo. Jiko Malamo tourism is part of the disputed issue between the two neighbourhoods, therefore there is a need for a policy model to be carried out by the Sultanate and Ternate City Government to resolve the boundary dispute (Habib, 2017a).

The Ternate City Government in its policy issued three points related to the dispute, first the Ternate City Government closed the entrance to the Jiko Malamo tourism area, second the Ternate City Government plans to merge Sulamadaha and Takome villages into one, third the Ternate City Government divided the entrance to the disputed tourism area (Laritmas & Tondo, 2021). Meanwhile, the Ternate Sultanate apparatus has also made policy efforts with a policy model through mediation between residents of Takome and Sulamadaha Villages regarding contested land disputes. The meeting was held in order to find a solution to the boundary problem between Takome and Sulamadaha Villages (Habib, 2017b). The policy model through mediation in the form of Idin Kolano (Sultan's order) has been carried out by the Sultanate of Ternate and has been completed, where the two villages prefer to follow their own reasons, so they cannot be forced to follow the existing decisions (Noviyanti & Shawwir, 2022b).

Although mediation has been conducted, each village still claims the boundaries of their village so that the mediation process has not found common ground or mutual agreement, even though according to Folberg and Taylor in Susanti Adi Nugroho, mediation is a process where the parties, with the help of someone or several people, systematically resolve disputed issues to find alternatives and reach a settlement that can accommodate their needs (HANAFI, 2017).

RESEARCH METHODS

This research was conducted using a qualitative approach, which is an approach by viewing the object of study as a system, meaning that the object of study is seen as a unit consisting of interrelated elements and describing existing phenomena (Sigit Hermawan & Amirullah, 2021). The research uses a qualitative approach because the problems discussed in this study are not related to numbers, but describe, describe and illustrate the Policy model in handling boundary disputes in Ternate City.

Data Analysis Techniques Through a qualitative research approach, of course the data analysis techniques used must also be relevant to the method used. The stages of data analysis are as follows (Safarudin et al., 2023):

1. Data reduction stage. In this stage the researcher examines all the data that has been collected through observations, interviews and document studies to be selected and sorted based on sub-subjects in accordance with the research objectives.
2. Data presentation stage. In this stage the researcher presents or analyses based on the data obtained from the object of research.

3. Conclusion stage. This step is to interpret or interpret the results of the research which is intended to draw conclusions about the data that has been carried out in the research process.

RESULTS AND DISCUSSION

Causes of Boundary Disputes in Ternate Sultanate Territory

Land has a very important meaning for every individual in society. Besides having economic value that can be reserved as a source of human life support in the future, land also contains spiritual aspects in the environment and its survival. Land is a place of settlement, a place to carry out human activities even after death still requires land (Anjany et al., 2019).

Owning land is related to self-esteem (social value), source of income (economic value), power and previlise rights (political value), and a place to worship the Creator (sacred-cultural value). Not having land means losing self-respect, source of livelihood, power, and a place to connect people with the Creator. Therefore, everyone struggles to own land and defend it. The struggle is accompanied by a determination to sacrifice their lives rather than bear the shame or lose their dignity for not having land (Sari, 2021).

The definition of customary land is contained in Article 1 of the Regulation of the Minister of Agrarian Affairs/Head of the National Land Agency No. 5 of 1999 on Guidelines for Settlement of Customary Land Rights Issues of Customary Law Communities ('Permeneg Agraria No. 5 of 1999'), which states that customary land is a land parcel on which there are customary rights of a certain customary law community. Meanwhile, a customary law community is a group of people who are bound by their customary legal order as joint citizens of a legal community due to similarity of residence or on the basis of descent. Customary land (collective rights/beschikkingsrecht) as 'land that is jointly controlled by members of the customary law community, where management arrangements are carried out by customary leaders (kepala adat) and its utilisation is intended both for the members of the customary law community concerned and outsiders' (Boboy et al., 2020), .

Customary land is part of communal land, so that in the management of land / land carried out by residents only for the right of use and not for official ownership. Therefore, residents do not have the full right to sell the land given because if the Sultan wants to develop the area, the land given to the residents will be taken back. However, if development occurs in the customary land area, permission must be obtained from the Sultanate (Lubis, 2018).

Customary land issues in the Ternate Sultanate area are the focus of this research, so that the targeted findings can be achieved. The results of the field findings show that the causes of the boundary dispute between Sulamadaha

Village and Takome Village are due to (1) Historical Boundaries are Ignored: The choice of 3 options is disputed, and (2) the struggle for resources at the boundary.

Historical Boundaries Ignored, Option 3 Questioned

Based on the history of the Sultanate of Ternate, the area of Sulamadaha-Takome village (community members from Sula-Sanana (Non-Native/Migrant)) is flanked by Soa Toma'afu village (Ternate native community members) whose boundaries start from mari lamo (boundary based on large stones) bordering Sulamadaha village to mari dopo-dopo (boundary based on stone planting results) bordering Takome village. In addition, Soa Toma'afu village is a community that upholds the traditional values of the Sultanate of Ternate. In the 1960s, a natural disaster occurred; Mount Gamalama erupted, releasing eruptions and hot lava. So powerful was the eruption of Mount Gamalama that the hot lava flowed to the entire area of Soa Toma'afu village and damaged residential houses.

Seeing the conditions that occurred at that time, all Soa Toma'afu community members finally fled and intended not to return to their original village. Evacuated and at the same time moved to live in several villages (Kulaba, Tabanga, Tobolo, Tubo, Salero, and Soa-Sio) at that time in the Ternate region. Soa Toma'afu village became a dead and uninhabited village caused by the hot lava of Mount Gamalama, so that the village and its land were no longer respected as a place to live in daily life.

In order to expand the settlement of the Sulamadaha-Takome community, finally in the 1960s each Sulamadaha-Takome village began to control the Soa Toma'afu village and claim the village boundaries based on their own wishes. The control of Soa Toma'afu village by Sulamadaha-Takome led to a war between the two villages, and Takome village succeeded in repelling Sulamadaha's troops and installing a boundary called Tabadiku Tui (bamboo tui, bamboo planted by Kapita Takome on the ground that shows the boundary). However, Sulamadaha felt aggrieved and did not agree with the boundary determined by Takome, so Sulamadaha installed the boundary on the yakis fruit tree (Jambu Monkey).

The different versions of the village boundaries and the mutual claims regarding the Sulamadaha-Takome boundaries based on their respective opinions, the Sulamadaha-Takome villages agreed with the boundaries set in Kelapa Dua. The mutually agreed boundary in Kelapa Dua (the boundary of Sulamadaha-Takome village based on history so that it becomes a clue in determining the boundary between the two villages) received approval from the Sultanate of Ternate, so that the Sultan of Ternate had no desire to intervene deeply in the boundary issue. This is because according to the Sultan's view,

Sulamadah-Takome villages are located on sultanate land, Sulamadah-Takome are brothers, live together and in the management (cultivation) of sultanate land must also be together and each other should not claim sultanate land. To minimise actions that trigger conflicts between residents, the Sultanate of Ternate offered 3 options regarding the boundaries. The following is a map of the contested boundary area between Sulamadaha-Takome and the offer from the Sultanate of Ternate:

Map of Sulamadaha-Takome Boundary Area

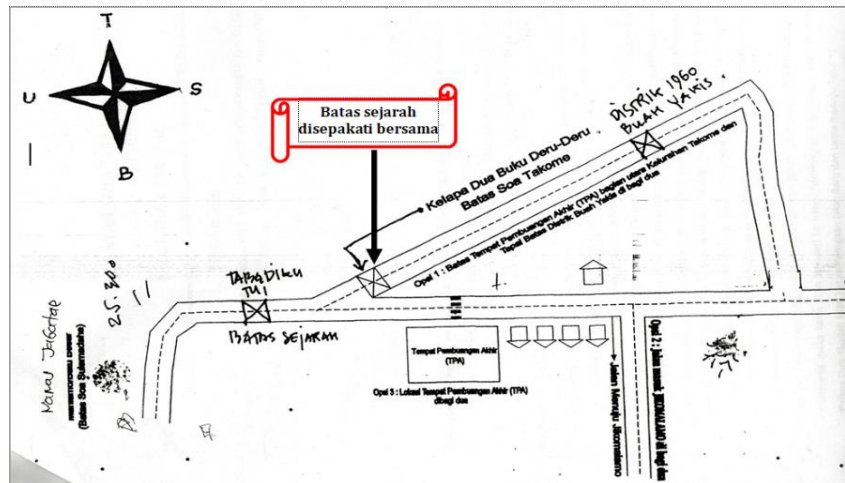


Figure 1

Map of Sulamadaha-Takome Boundary Area

Source: Jo Qadhi Sultanate of Ternate

Based on the map of the boundary area above, it can be illustrated that the Ternate Sultanate has offered a choice of 3 (three) boundary options to the Sulamadaha and Takome communities. The choice of 3 options is with the intention that the two villages must reach an agreement point offered by the Sultanate of Ternate, as for the choice of 3 options, among others:

1. The boundary of the Final Disposal Site (TPA) in the North of Takome Village and the Buah Yakis District Boundary is divided between Sulamadaha and Takome.
2. JIKO MALAMO Entrance Road is divided between Sulamadaha and Takome,
3. The location of the landfill is divided in half between Sulamadaha and Takome.

Despite the three boundary options offered by the Sultanate of Ternate, Sulamadaha and Takome villages still disagree and the three options are still being disputed because Sulamadaha-Takome continue to claim their boundaries. So in 2015, there was another boundary dispute between Sulamadaha and Takome Villages, which led to clashes between Sulamadaha-Takome residents. The emergence of the boundary dispute originated from the management of the

landfill and Jiko Malamo Beach, which were managed unilaterally by Sulamadaha residents and even claimed that the landfill and Jiko Malamo were included in the Sulamadaha area based on the determination of the Ternate City Praja district in 1960 Buah Yakis (Jambu Monkey). The following table shows the boundary claims between Kelurahan Sulamadaha and Kelurahan Takome :

Table 1
Boundary Claims According to Sulamadaha-Takome Village Version

No	Sub-district Name	Boundary Claim Nama Kelurahan
1	Sulamadaha	Yakis Fruit (Monkey Guava), determination of Ternate City district 1960
2	Takome	Kelapa Dua, mutually agreed historical boundaries

Source: Research Results, 2025

In fact, if we refer to the history and nyemo-nyemo (directions or instructions) of the Sultanate of Ternate, then the management of the sultanate's land must be jointly (Sulamadaha-Takome). Through the reality that occurred, Takome felt disadvantaged and demanded that the boundary of the Sulamada-Takome area be returned based on history (coconut boundary), with the aim that the management of the landfill and Jiko Malamo Beach is fully managed by Takome residents because it is included in the Takome boundary. The basic reason of Takome village to make the boundary based on history and claim that the landfill and Jiko Malamo are included in the Takome area is because on Tuesday 19 August 2008 there was a payment process for landfill land as evidenced by the Minutes of Payment for Land Acquisition for the Location of the

Final Disposal Site (TPA) in Takome Village, Ternate Island Sub-district. Based on the results in the field and the official report, it is very clear that there was a payment transaction for the discussion of land for the location of the Final Disposal Site (TPA) located in Takome Village. In the transaction, the first party Drs. H. Mudaffar Sjah, sm. HK as the landowner, acting for and on behalf of the landowner and his family agreed to hand over his land located in Takome Village, Ternate Island District to the second party Drs. Irwan M. Saleh as the Authorised Budget User who refers to the Decree of the Mayor of Ternate is willing to provide payment to the first party in the amount of Rp. 158,000,000, - (One Hundred Fifty Eight Million Rupiah) including 5% Income Tax. Through the

payment process, the land becomes the property of the Ternate City Government.

Based on the evidence of the official report of land acquisition payment for the landfill with Number: 593.83/36/2008, witnessed by several people, namely the Sub-District Head of Ternate Island, Takome Village Head, Sulamadaha Village Head and approved by the Regional Secretary of Ternate City, the landfill and Jiko Malamo are firmly located in Takome area. The demand of Takome villagers that the boundary be based on history, received resistance from Sulamadaha villagers and even Sulamadaha demanded that the Sulamadaha boundary be located in mari dopo-dopo. The condition of mutual claims of boundaries between the two villages still continues until now. In the end, the mutually agreed historical boundary was ignored and the three disputed options became an issue that needed to be resolved together; both between the two villages and involving the Sultanate of Ternate and the Ternate City Government.

The boundary dispute between Kelurahan Sulamadaha and Kelurahan Takome is not only caused by mutual claims to the boundary and ignoring the historical boundaries of the Sultanate of Ternate, but also because of the struggle for resources located on the boundary of the two villages. The mutual claim of the boundary between Sulamadaha and Takome villages is due to the fact that there are resources in the boundary area, so both villages have the desire to fully control and take over the resources. Thus, the struggle over the disputed boundary between Sulamadaha and Takome villages is due to the struggle over resources located in the disputed boundary area.

Resource Struggle at the Boundary

a. Landfill Economic Land

Economic needs require people to seek sustenance in various places, which are considered to be income land that can meet their needs. The economy is directly related to matters of 'bowels' so that people have a desire to be able to fulfil all the desires needed. The location of the disputed boundary actually contains various economic resources that can promise residents and have a large enough income, one of which is an economic resource in the landfill.

Landfill is a place where used goods that are not used or not used are then discarded so that they are called junk. Seeing the condition of the goods that have been discarded at the landfill location, some community members around the landfill try to collect them and utilise the goods to be sold to collectors. Through the collection of junk goods by scavengers, of course, it has an economic selling value that is quite high in price.

In the communities of Sulamadaha and Takome, village boundaries are closely linked to the economic value of the community. By collecting used aqua

bottles, for example, the income received by Sulamadaha residents in a month can reach Rp. 3,000,000 (three million rupiah). Therefore, Sulamadaha residents reject the involvement of Takome residents in the waste management area. The income of scavengers at the landfill from collecting used goods or junk has also increased over time, namely:

Table 2
Income of waste pickers in landfills

Type of Items collected	Monthly incomeJenis Pendapatan sebulan
Used bottles Iron Aluminum	Rp. 3,000,000,-, Rp. 5,000,000,- and even up to Rp. 7,000,000,-.

Source: Research Results, 2025

With the income of scavengers which is quite large every month, making the landfill as an economic land for residents around the landfill area. However, those who become scavengers around the landfill are residents of Sulamadaha Village, while residents of Takome Village are not involved in seeking sustenance at the landfill site, not involving Takome Village residents because the landfill site is fully controlled by Sulamadaha Village residents.

The struggle for economic resources on landfill land is due to community needs or interests. This is in line with the theory of human needs or interests that cause boundary disputes. This theory reveals that conflict can occur because human needs or interests cannot be fulfilled/obstructed or feel obstructed by other people/parties.

Human needs and interests can be divided into three types: substantive, procedural, and psychological. Substantive interests relate to human needs related to material things such as money, clothing, food, shelter, and wealth. Procedural interests are related to the rules of society, while psychological interests are related to non-material or non-material things such as appreciation and empathy.

b. Jiko Malamo, Promising Tourism

Ternate City is a maritime city whose territory is surrounded by the sea and along the shoreline there are various potential tourism sites. The potential of tourist attractions in Ternate City is growing day by day and always boasts a variety of beautiful and enchanting marine panoramas. One of the tourist attractions that is trending in Ternate City is the presence of Jiko Malamo tourist

attractions located in the Ternate Sultanate Customary land area and is now an area of West Ternate District.

Jiko Malamo is part of a beach tourist spot that has a beautiful panorama, beautiful and also has a very strategic place for gathering / recreation in filling holidays with family and friends. In addition, Jiko Malamo is one of the interesting batobo (bathing) places because it has a very natural beach and is still preserved, beautiful coral growth and calm sea water make its own attraction for tourists both local, national and foreign.

Although Jiko Malamo beach is a favourite tourist spot for the people of Ternate City. The presence of Jiko Malamo has caused controversy among the people around Jiko Malamo. The controversy stems from the plan to build a road to Jiko Malamo, which is an inter-island port from Ternate to Hiri Island. Initially, the plan to build a road to Jiko Malamo was met with resistance from Takome residents who did not agree with the road, because the construction of the road would directly displace their plantation land that had been cultivated for years around Jiko Malamo.

The geographical position of Jiko Malamo is located on the customary land of the Ternate Sultanate, so the Ternate Sultanate did not agree to build a road to Jiko Malamo. This was due to the efforts of the Sultanate that if the road was built, there would be disputes and conflicts among the Sulamadaha-Takome indigenous people, so that upon nyemo-nyemo (direction or guidance from the sultanate) from the Kedaton of the Ternate Sultanate, the fanyira (local traditional leaders) of Sulamadaha installed boundary stakes at the road construction site with the aim that the road construction plan was prohibited and must be stopped.

Despite resistance from several parties, the road to Jiko Malamo was still being built and eventually the road was completed and used by the community to go to the Jiko Malamo harbour. After the road to Jiko Malamo was completed, a new problem emerged, namely a plantation land dispute between Sulamadaha-Takome residents in the Jiko Malamo area. The issue of plantation land disputes occurs between individuals with individuals, the problem in question is about the ownership status of each other's plantation land and still claim each other's contested land issues.

In order not to worsen the situation and prevent further clashes between Sulamadaha-Takome community members, the Sulamadaha village administration tried to reconcile the two parties to the plantation land dispute. However, the efforts made by the kelurahan were unsuccessful and did not meet an agreement, so in the end the kelurahan invited the plantation land dispute to be resolved through litigation (court).

The Jiko Malamo issue is a complex one, as the location of Jiko Malamo coincides with the disputed boundary between Sulamadaha and Takome villages. The struggle over Jiko Malamo land between Sulamadaha-Takome is because the tourism site promises to generate a significant income for the residents in their daily lives. More details can be seen in the following table:

Table 3
Residents' Income at Jiko Malamo Tourism Site

No	Type of Citizen Income	Income per month (Rp)	Description
1	Parking Fee for Cars and Motorbikes	IDR. 3.000.000,- s/d IDR. 8.000.000,-	Income depends on visitors and is usually crowded on holidays (Saturday-Sunday)
2	Food Vendor	IDR. 1.000.000,- s/d IDR. 2.000.000	
3	Rent a Buoy	IDR. 750.000,- s/d IDR. 1.000.000,-	
4	Boat Rental	IDR. 900.000,- s/d IDR. 1.200.000,-	

Source: Research Results, 2025

From the data in table 3 above, it is illustrated that the Jiko Malamo tourist spot has a fairly large resource value for the income of residents who manage the Jiko Malamo tourist spot. However, what is interesting is that in the management of the Jiko Malamo tourist spot, both as parking attendants, food vendors, life jacket providers and even boat drivers, only the Sulamadaha community and the Takome community are not involved in the management of the tourist spot. Feeling not involved, the Takome residents continue to demand that the boundary dispute be resolved quickly and must refer to the historical agreement (the historical boundary is located in Kelapa Dua).

If the resolution of the boundary dispute refers to the historical boundary, then of course the TPA (Final Disposal Site) and Jiko Malamo areas are included in the Takome area and in the end the TPA and Jiko Malamo tourist spot are fully managed by the Takome residents [18]. However, the Sulamadaha residents do not agree if the management of the Jiko Malamo tourist spot is taken over by the Takome residents and even insist that the Sulamadaha boundary is based on the boundary on the yakis fruit tree (Monkey Guava). The struggle for resources as

explained, is certainly a fundamental problem so that there needs to be a resolution of the boundary dispute that is truly wise and prudent and without harming both parties to the dispute.

Government Policy Model in Handling Boundary Disputes

a. Mediation Policy at the Village Government Level

The boundary dispute between Sulamadaha Village and Takome Village initially started from a land/land dispute between individuals and individuals which culminated in a clash between residents of Sulamadaha Village and Takome Village. This incident occurred because someone was harmed in the construction of a road to Jiko Malamo, one party claimed that the land/land belonged to him and the other party also claimed the land/land belonged to him, so that the land dispute process in the Ternate Sultanate area attracted the attention of residents of Sulamadaha Village and Takome Village.

So that the problem does not have a wide and prolonged impact, in 2015 the Sulamadaha Village and Takome Village governments conducted mediation with the disputing individuals by involving several stakeholder elements such as the Ternate Pulau Police Chief, Babinsa, Traditional Leaders, Community Leaders and attended by Sulamadaha-Takome residents. However, the mediation efforts made by the Sulamadaha-Takome Village government did not reach an agreement and both parties insisted and continued to claim that the land/plot around Jiko Malamo was their respective plots. The failure to reach a common agreement between the two parties in resolving the disputed land, resulted in provocative issues from irresponsible individuals who incited residents of Sulamadaha Village and residents of Takome Village, resulting in clashes between the two residents, resulting in injuries and damage to facilities; both public and private facilities in the form of houses and vehicles of residents.

After the clash that occurred between the two residents of Sulamadaha and Takome Villages, the mediation process was again carried out by the Sulamadaha Village government with the Takome Village government involving authorized parties such as the Ternate Pulau Police Chief, Babinsa, Traditional Leaders, Community Leaders and attended by residents of Sulamadaha Village and Takome Village. Through the second mediation, it is hoped that the clash between residents in the 2 (two) villages will not happen again and the land/land dispute that is being fought over on the border will find a mutual agreement. However, the desired expectations do not match reality. The mediation that has been carried out several times by the Sulamadaha Village government and the Takome Village government has still not succeeded in reaching a mutual agreement and the individuals in dispute with the residents of Sulamadaha Village and Takome Village remain adamant and firm with the boundaries of their

respective areas. Joint decision-making failed in the mediation process, so the Sulamadaha Village government and the Takome Village government agreed that the land dispute problem on the boundary be resolved through legal channels, namely by bringing it to the Ternate City District Court. Based on the decision of the Ternate City District Court, the land dispute case was won by Hamja as the defendant and Mahmud as the plaintiff lost in court.

b. Mediation Policy at the Ternate City Government Level

The Sulamadaha-Takome area is the Customary Land area of the Ternate Sultanate so that the boundary dispute must be resolved through the Ternate Sultanate. However, the results of the mediation that had been carried out several times by the Ternate Sultanate did not find an agreement between the two parties (Sulamadaha Village and Takome Village) and in the end the Ternate Sultanate referred the boundary dispute to the Ternate City Government to make a decision regarding the boundary between Sulamadaha Village and Takome Village. The delegation of the settlement of boundary disputes always refers to the history that has been determined by the Ternate Sultanate, so that the Ternate City Government must be guided by the decision of the Ternate Sultanate's Raad Bobato Adat.

The boundary dispute between Sulamadaha Village and Takome Village was also mediated by the Ternate City Government. The mediation process has been carried out several times in 2016 involving the Ternate Island District government, the Sulamadaha Village Head, the Takome Village Head and representatives of the Sulamadaha-Takome community. In the implementation of mediation, the Ternate City Government firmly stated that the boundary between Sulamadaha-Takome would be resolved as quickly and as well as possible and always refer to the history of the Ternate Sultanate that had been agreed upon by both parties (Sulamadaha-Takome).

In addition to the firmness of the border settlement, the Ternate City government also conveyed to the Sulamadaha Village government and the Takome Village government that the method of socialization regarding the disputed border must be changed so that it does not cause negative perceptions for the community and will not cause the conflict to reoccur. A good socialization approach can certainly minimize misunderstandings between the two parties and vice versa if the socialization method is not good, it will certainly cause different interpretations among the community so that the conflict dispute in the border area will definitely happen again.

The Ternate City Government together with Commission I of the Ternate City DPRD conducted mediation involving the Sulamadaha Village Head, Takome Village Head, and representatives of the Sulamadaha-Takome residents. The

mediation was carried out to determine with certainty the claims of each village regarding the disputed boundary. The results of the mediation, the government agreed that the boundary between Sulamadaha-Takome is at the coordinate point, namely in Kelapa Dua and the coordinate point in question is the boundary of the administrative service areas of the two villages. In order for the agreement between the Ternate City Government, the Ternate City DPRD and the Sulamadaha-Takome Village to be legally binding, the plan will be stated in regulations, namely the Ternate Mayor's Regulation (Perwali) and/or the Decree (SK) of the Mayor of Ternate concerning the coordinate point of the boundary of the administrative service areas of the Sulamadaha Village and Takome Village.

However, until now the regulation concerning the coordinate point of the boundary of the administrative service areas of the Ternate Village has not been ratified by the Mayor of Ternate. This is because there needs to be an in-depth study so that it needs to be considered, because it is feared that if the regulation is passed and implemented, there will likely be clashes among the Sulamadaha-Takome community. Information gathered by the Ternate City Government, if the regulation is implemented, of course the area that is being fought over for resources (economic resources) will be in the Takome area and the Takome community will reclaim the resources that are the cause of the boundary dispute problem, because the public perception that is developing if the boundary is included in a certain sub-district, then the community of other sub-districts may not cultivate the land for gardening and may no longer carry out management of the TPA and Jiko Malamo Beach.

Implementation of regulations on the coordinate points of the administrative service boundary between Sulamadaha Village and Takome Village requires caution. Therefore, the Ternate City Government needs to conduct a review process in policy analysis so that in making policies in the form of Mayoral Regulations (Perwali) or Decrees (SK) of the Mayor of Ternate can be implemented properly without harming both parties and without causing repeated conflicts.

c). Idin Kolano, Sultan of Ternate Policy Model

In discussing customary land in the Ternate City area, of course, its ownership is returned to the context of the king's power which is characterized by traditional agrarianism. The concept of kingly power is not far from the definition of power in general which is in principle absolute. The kings of Mataram were lawmakers, law enforcers, and at the same time judges. Thus, the power of a king seemed so great and unlimited that the people recognized the king as the owner of everything, both property and the people who used the land in his territory. The people became the target for taxation because the land

would generate profits if managed properly. Robert van Niel said that the main source of income for the king and his people came from land cultivation. The king as the ruler of all the land in his territory took part of the land's produce and used labor (subjects).

Historically, the Sulamadaha-Takome region is an area located on the customary land of the Ternate Sultanate. Therefore, every problem or dispute must be resolved through the Kedaton of the Ternate Sultanate. The problem of the boundary dispute between Sulamadaha-Takome has also been mediated by the Ternate Sultanate. The policy process through mediation has been carried out several times involving several stakeholders from both the sultanate and the Ternate City government as well as representatives of the Sulamadaha-Takome community.

However, the mediation process carried out by the Ternate Sultanate did not reach an agreement between the two disputing parties (Sulamadaha Village and Takome Village). The absence of an agreement was because both parties continued to adhere to their territorial boundaries and claimed that the disputed boundary was in their territory. Due to mutual claims to the boundary between the two sub-districts, on September 12, 2015, the Ternate Sultanate's Kedaton Secretariat held a Raad Bobato (a meeting of officials in the Ternate Sultanate's customs) to hear statements from witnesses from each of the Sulamadaha and Takome Sub-districts.

Through the results of the Ternate Sultanate officials' meeting, on October 4, 2015, the Ternate Sultanate conducted a direct review to the field to see the boundary between Sulamadaha Village and Takome Village. After conducting the review, that evening the Sultanate carried out a mediation process involving envoys from both Sulamadaha Village and Takome Village residents attended by the Acting Mayor of Ternate and the Ternate City Police Chief with an offer of three options, namely:

1. The first option, after the Buku Deru-deru Final Disposal Site (TPA) location is opened, then the southern TPA boundary with the Determination of the Buah Yakis (Monkey Guava) District is divided into two. This option was accepted by the envoy of Sulamadaha Village, but the envoy of Takome Village did not accept it.
2. Second Option, The entrance road to Jiko Malamo is divided into two, both envoys did not accept it, and
3. Third Option, The TPA location is divided into two, the envoy of Takome Village accepted it while the envoy of Sulamadaha Village did not accept it.

The three boundary options above were taken based on the Decision of the Ternate Sultanate Officials Meeting. However, the decision was rejected by both sub-districts and finally these three options were continued at the community

meeting of Sulamadaha Sub-district on October 6, 2015 and Takome Sub-district on October 8, 2015 to make a decision. After holding a meeting between the two sub-districts, the Ternate Sultanate invited representatives of the Sulamadaha and Takome Sub-districts to attend the Ternate Sultanate Palace to continue the mediation process. On Friday, October 9, 2015, at the Ternate Sultanate Palace Secretariat to finalize the resolution of the boundary problem in order to make a decision whether one of the three options offered can be accepted or not. Furthermore, the Bobabto Adat Raad on October 10, 2015 at the Ternate Sultanate Palace Secretariat to hear the results of the community meeting decisions of the two sub-districts was attended by the Acting Mayor of Ternate, Regional Secretary of Ternate City, Chief of Police of Ternate City, and Regional Government Work Unit (SKPD) of Ternate City, it turns out that Takome Village chose the third option, namely the TPA location is divided into two and Sulamadaha Village returns to the initial boundary based on history, namely Mari Doyo-doyo.

Based on the results of mediation on October 10, 2015, both villages did not agree with the three options offered by the Sultanate, and each village remained with the option according to the wishes of the community, namely Takome Village chose the third option, namely the TPA location is divided into two and Sulamadaha Village returns to the initial boundary based on history, namely Mari Doyo-doyo. Again, the mediation process that has been carried out by the Ternate Sultanate did not produce results and there was no agreement between the two villages, this is because Sulamadaha Village still claims that the Sulamadaha boundary returns to the initial boundary, namely Mari Doyo-doyo, while Takome Village claims that the Takome boundary at the TPA location is divided into two with Sumaladaha Village.

The boundary options offered by the Ternate Sultanate were not accepted by both sub-districts (Sulamadaha-Takome), the mediation process also did not find a common ground to establish a mutual agreement. Therefore, the Bobato Adat of the Ternate Sultanate made the following decisions:

1. The Bobato Adat of the Ternate Sultanate remains steadfast to the Idin Kolano (Order of the Sultan of Ternate) of the late Suba Sailillah Jou Kolano Ternate Drs. H. MUDAFFAR SJA, M.Si, namely:
 - a. The location of the Buku Deru-deru Final Disposal Site (TPA) was donated to the Ternate City Government as a regional asset.
 - b. Soa Takome (Takome Sub-district) and Soa Sula (Sulamadaha Sub-district) have no boundaries, we highly respect and uphold this Idin, but if we return to the Constitutional Law and State Administrative Law, the Determination of the Boundaries of an area must be determined.

- c. Talaga Nita (a bathing pool on the edge of the beach} is used as a resting place for Jou Kolano (Sultan of Ternate) Ternate, if in the future the land is used for the construction of public facilities by the Ternate City Government, then the residents of the two sub-districts may not be disturbed.
2. The boundary between Takome Sub-district and Sulamadaha Sub-district is MARI LAMO (Big Stone) Nanas Jabate with MARI DOPO-DOPO (Boundary Embedded Using Stone) divided into two to become the definitive Boundary of the two Sub-districts.

The determination of the boundary of the two Sub-districts above, if accepted by both parties, is considered valid according to Customary Law and is continued with the steps to determine the Administrative Boundary of the Government. However, if it cannot be accepted, we return it to the Ternate City Government to make a decision based on the provisions of the laws and regulations in force in the Unitary State of the Republic of Indonesia.

In the absence of an agreement on the disputed boundary between Sulamadaha Village and Takome Village, the Sultanate decided that the boundary dispute be delegated to the Ternate City Government by considering the following:

1. The location of the Final Disposal Site (TPA) will be immediately measured and the Ternate City Government will issue a Certificate of Ownership Rights as a regional asset and its name will be changed to TPA Buku Deru-deru.
2. The location of the Jiko Malamo entrance road and the sea crossing bridge in Pulau Ternate District and Pulau Hiri District so that its construction can be accelerated for the public interest managed by the Ternate City Government.
3. The Jiko Malamo port area can be made into a sales area intended for the interests of the residents of Takome Village and Sulamadaha Village and is open to the public for the people of Ternate City and the Jiko Malamo entrance road so that it can be arranged properly, beautifully and comfortably.
4. The Jiko Malamo coastal area, if possible for the development of a Tourism Area, the Ternate City Government can build tourism facilities managed by the Ternate City Government.

CONCLUSION

The boundary dispute in the Ternate Sultanate Land area is caused by a number of factors, including: (a) Historical Boundaries Ignored: Choice 3 Options Questioned, and (b) The struggle for resources on the Boundary, namely; TPA, economic land for residents and Jiko Malamo, Promising Tourism. The struggle for resources on the disputed boundary shows the existence of monopolistic

practices by a group of residents, even though in the provisions regulated by the Ternate Sultanate, the area is managed jointly.

The policy model in the form of mediation has been carried out starting from the village level to the Ternate City government. The policy model through Idin Kolano, the Ternate Sultanate, shows the existence of a policy model from the sultanate to resolve boundary disputes in Ternate City. Every time a policy is implemented through mediation, all parties are involved, both elements of the Ternate City Government, the authorities and representatives of the residents in dispute.

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