Policy of Teon Nila Serua Community Settlement Program in Waipia Central Maluku

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ABSTRACT

This study purposes in determining social phenomena regarding the policies of the Teon Nila Serua (TNS) community settlement program in Waipia, Central Maluku. It started from the adaptation process, asset ownership, and knowledge of modern agriculture, challenges, and obstacles in the archipelago. The method conducted in this study is a qualitative method with a phenomenological type. The results show that the resettlement program for the TNS community in Waipia did not produce social welfare because the community had difficulty adapting to their new habitus, there was a mismatch of work culture, a top-down elitist approach, the erosion of social solidarity that lives and belongs to the island community and several other traditions that are increasingly disappearing, are also influenced by the modernization process marked by advances in information and communication technology, as well as a lack of mature planning from the government, resulting in a gap between plans and implementation that is less effective and efficient.

ABSTRAK

Penelitian ini bertujuan untuk mengetahui peristiwa sosial tentang kebijakan program pemukiman masyarakat Teon Nila Serua (TNS) di Waipia Maluku Tengah mulai dari proses adaptasi, kepemilikan aset, pengetahuan pertanian modern, tantangan dan hambatan di daerah kepulauan. Metode yang digunakan dalam penelitian ini adalah metode kualitatif dengan jenis fenomenologi. Hasil penelitian menunjukan bahwa program pemukiman kembali bagi masyarakat TNS di Waipia tidak menghasilkan kesejahteraan sosial karena masyarakat sulit beradaptasi dengan habitus yang baru dengan berbagai keterbatasan sumber daya yang ada, terjadi ketidaksesuaian kultur pekerjaan, hingga pola pendekatan elitis yang bersifat top down karena kurangnya keterlibatan dan partisipasi masyarakat, tergerusnya solidaritas sosial yang hidup dan dimiliki masyarakat kepulauan dan beberapa tradisi lain yang semakin menghilang akibat pengaruh modernisasi dan kemajuan teknologi informasi dan komunikasi, serta kurangnya perencanaan yang matang dari pemerintah yang menyebabkan adanya kesenjangan antara rencana dan pelaksanaan yang kurang efektif dan efisien.

INTRODUCTION

Recently, Indonesia becomes one of the developing countries which actively concerned with development. It covers every sector in various areas of life such as social, cultural, economic, political, and others. Furthermore, the concept of development has become an ideology that describes activities to pursue the growth and progress of science and technology (Nasrullah, 2016).

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Indonesia as an archipelagic country has an enormous number of islands with a wide sea area, more than a land area. There are 17,508 islands in Indonesia. Maluku Province is one of the archipelago areas which has the title of the *Thousand Island Region*. Maluku province has an area of 851,000 km² consisting of 1,027 large and small islands. Based on the records of the Central Bureau of Statistics for Maluku Province, the major islands in Maluku include Wetar Island with an area of 3,624 km2, Yamdena Island with an area of 5,085 km2, Kola Island with an area of 741 km2, Wokam Island with an area of 954 km2, Kabror Island with an area of 1,359 km2, Pulau Trang has an area of 1,497 km2, Maekor Island with an area of 449 km2, Seram Island with an area of 18,625 km2, Buru Island with an area of 9,000 km2, and Ambon Island with an area of 761 km2. Apart from the large islands, there are 1,336 small islands from the north end to the south end.

Seram Island is an island that has an area of around 279,907 km2, consisting of an ocean area of 264,311 km2 and a land area of 11,596 km2. This condition shows that the area of Central Maluku Regency has an area with an ocean area that is 95.8% larger than the total area. The area of the islands and archipelagos in Central Maluku Regency according to the results of the 1954 commonwealth survey is as follows: Ambon Island is 384 km2 plus 377 km2 is the city of Ambon, Haruku Island is 150 km2, Saparua Island and Nusalaut Island are 209 km2, the Banda Islands are 172 km2 and Seram Island and other small islands 10,680.57 km2. So the land area in Central Maluku Regency is 11,595.57 km2.

Based on Central Maluku data in 2021, Central Maluku Regency consists of 18 sub-districts with a population as shown in the table below:

Table 1.
Total Population of Central Maluku in 2020

District	Total Population
Banda	20.711
Tehoru	23.131
Telutih	12.518
Amahai	49.449
Kota Masohi	38.473
Teluk Elpaputih	9.330
Teon Nila Serua	14.899
Saparua	18.004
Nusalaut	17.544
Saparua Timur	6.185
Pulau Haruku	28.012

Salahutu	55.213
Leihitu	55.027
Lehitu Barat	20.536
Seram Utara	20.037
Seram Utara Barat	11.604
Seram Utara Timur Kobi	10.187
Seram Utara Timur Seti	14.092

Source: Central Maluku Statistics Agency (2021)

A group of small islands that are also included in Central Maluku Regency are the Lease Islands, the Banda Islands, the Seram Laut and Gorom Islands, and the northern region of Ambon Island which is called Jasirah Leihitu. The Banda Archipelago includes small islands which are also inhabited by humans and the three islands of which are Pulau Teon, Nila, and Pulau Serua.

Figure 1.
Map of the TNS Islands and Seram Island in Maluku

Source: www.tataruang.id (2022)

Teon, Nila, and Serua islands (better known as TNS) are the names of three small islands that are close together. These islands are located in the southernmost part of the Central Maluku Regency, adjacent to Damar Island and the Tanimbar Islands which are part of the West Southeast Maluku (MTB) region. The Teon, Nila, and Serua Islands together with Damar Island are the final ring of a series of volcanoes that start from South Asia and pass through Papua and the Pacific (Ajawaila, 2003).

The TNS community, when viewed from an anthropological perspective, is a sub-tribe in Central Maluku which was formed from the assimilation of the original TNS population with migrant

groups from the islands of Babar, Romang, Banda, and Lease islands (Relmasira, 1997). Furthermore, it is this process of assimilation of natives and immigrants that then results in the formation of social groups with strong bonds of solidarity so that it encourages the creation of culture in each community group with social norms or values that apply in that community group.

In referring to TNS community, it refers to indigenous peoples who inhabit small islands, which are located far from the regency capital and provincial capital. In addition, the history of the formation and development of village communities in the TNS archipelago varies from one island to another and from one village to another.

As Ajawaila (2003) explains that a village is formed from a combination of residents who have inhabited the island, plus groups that come from outside so based on the origin of the inhabitants of the villages in the TNS islands, the TNS community is traditionally categorized as follows: (1) Residents first original; (2) The natives who came later; (3) Immigrants who came after the village unit was formed.

The community of TNS lives their lives and interacts with the natural environment of small islands which consistently leads them to an understanding and perspective of sea and land as one unit. To sustain their lives, TNS people have mixed livelihoods in the form of farming, fishing, hunting, and trading between islands. The opinion of TNS people regarding the land is that land is an ancestral inheritance that needs to be maintained and utilized, the land is a symbol of wealth, and land is a source of family economic potential that must be cultivated as a sign of respecting the services and sacrifices of the ancestors.

TNS people work to manage the land to meet their daily needs and for selling goods. From the aspect of livelihood, people are always faced with natural reality. The encounter with nature gives birth to experiences and from their knowledge is born. Knowledge includes knowledge of mixed livelihoods in the form of farming, fishing, hunting, inter-island trading, and knowledge in determining the timing of shipping (searching for marine products and trade mobilization).

During the past period, it was known that the five-year stages of development were carried out by the government to improve people's lives. Development programs implemented to encourage the community to participate in creating a prosperous life, including transmigration and resettlement, as well as providing annual Village Subsidy Funds for the development of rural communities. Development programs like this are usually aimed at groups of people who are less fortunate because they still live in areas with minimal natural resources or are at a poor standard of living. Regarding the government's efforts described above, the Provincial Government of Maluku 1978 implemented a resettlement program for the people on Teon, Nila, and Serua Islands. These programs and activities were supported by the Presidential Assistance Fund of the Republic of Indonesia. The people of the three islands, numbering approximately 5,000 people, were brought to Seram Island, Central Maluku by using several Pioneer Ships and also the full support of the Tomini Bay 508 Landingship Tank belonging to the Republic of Indonesia Navy. On March 3, 1978, the TNS people landed on Makariki beach, Seram Island. The government's main reason for carrying out this program was because of the threat of the Lawrakawra volcano eruption which could threaten the safety of the residents on the three islands at any time (Relmasira 1997).

Geographically, the distance from Waipia to the regency capital (Masohi) and the provincial capital (Ambon) is very close, as are other cities and districts. This means that the control of the

government is closer to being vulnerable to drive development, compared to when they were still in the TNS Islands. However, the relocation of the TNS community to Seram Island has had a major impact on people's lives today. The results of observations on the social, cultural, and economic aspects of the community show that the TNS community is in a condition that has not yet shown progress.

In addition, based on data on the number of villages according to the village classification in the TNS District in 2019, it shows that 37.5% of villages are still in the category of underdeveloped villages. Meanwhile, from the aspect of strengthening family capacity based on the economic aspects of the community, it can be seen that there is still a lack of family economic capacity. as shown by the data of pre-prosperous rice recipients as many as 920 heads of families or 24.7% of the total number of heads of families in the TNS District.

The condition of the abundance of natural resources in the TNS islands is still happening today and when the harvest season arrives, namely from August to December, male residents in Waipia TNS flock to the island to harvest crops from the three islands. The pattern of community life that goes on like this also influences the daily behavior of the TNS community in Waipia and indirectly affects the development of community progress. Another thing that is found in the TNS community in Waipia is the history of relocation of the TNS community which still leaves problems, especially the land/land problem where they live and arable land for agriculture. The two hectares of land that were given by the government at that time were customary land rights of the native people of Seram Island. Some of the areas used by the TNS community have not yet received compensation from the government, so currently, the indigenous people of Seram are trying to take over their land again before the compensation is completed.

If connected with the concept of development, development is a process of change, improvement, or improvement. The result of development is that there is a change in atmosphere from old to new, or from low to high, or from bad/damaged to good, or from simple to complex, or from traditional to modern, and so on.

Development in sociology is a way of mobilizing the community to support development, while the community is the building force and the impact of development. This means that society is the subject as well as the object of development because development is an effort to increase people's living standards to a better, more prosperous, more peaceful level and better guarantee survival in the future. According to Giddens (Sztompka, 2008), all social phenomena occur at a certain moment in time, and all social processes occur continuously all the time. We must understand the time-spatial relationship inherent in the body of social interaction patterns, every interaction pattern that exists is placed in time. The realities of change and time always go hand in hand and the concepts of stability are the only conversions that are useful, even when we use conversions between times and stability, we think less of the different traditions that persist over the relatively long term. Talking about social stability does not require the abstraction of time because stability means continuing all the time.

Related to Giddens's view, the TNS community in Waipia should have been able to show improvement in social, cultural, and economic aspects due to the location of new settlements with large land areas and their involvement with several development programs in the framework of increasing community welfare. Related to resettlement, there must be a collaboration between the government and the private sector in their respective roles, specifically the role of self-government in contributing investment in the form of financing to the poor (Mulianingsih et al., 2022). Regarding the forms of social change that have taken place

in society, it can be said that the social changes that have taken place in the TNS community in Waipia have not led to progress (regress). Starting from the description of the background, this research focuses on "Policies of the Teon Nila Serua Community Settlement Program in Waipia, Central Maluku".

Literature Review

The policy is a series of actions taken by governments, organizations, or individuals to overcome problems or achieve certain goals. Public policy is defined as any action adopted by the Government on what to be done or not and which regulate matters related to public welfare. Public policy should regulate behavior, organize bureaucracy, distribute resources, tax collection or all other aspects (Yogyandaru & Mayasari, 2020). According to Muhadjir (2000), the policy is an effort to solve social problems for the benefit of society on the principles of justice and social welfare. The policy must at least fulfill four important things, namely; (1) the level of living of the community increases, (2) justice occurs: by the law, social justice, and opportunities for individual achievement and creation, (3) opportunities for active community participation are given (in discussing problems, planning, decisions, and implementation), and (4) guarantee of sustainable development. Policies can also affect various aspects of society, such as economic, social, cultural, and political. Therefore, policymaking often involves various parties, including government, business, civil society, and experts, to ensure that the policies made take into account various perspectives and have broad support. In making policies, factors such as data and information, stakeholders, and political implications must be considered. This indicates that the importance of regional development planning process in a region signifies that each region is required to minimize mistakes that may occur during the development process (Setianingsih et al., 2015). Regional development planning formulates development plans that regulate integrated social, economic, and infrastructure development activities carried out by both public and private sectors. The success of government policies in implementing development can be seen from the changes that occur after the implementation of regional development plans and activities (Aisyah, 2021).

Development leads to a process of change that includes all social systems such as politics, economy, infrastructure, defense, education and technology, institutions, and culture (Abe, 2002). The notion of development is not only in more output being produced but also in more output than was previously produced. In its development process, development has gone through several stages: traditional society, prerequisites for take-off, take-off, maturity, and a period of mass consumption. Among these phases, the key is the take-off phase, which is driven by one or more sectors (Rostow, 1971). The rapid growth of this key sector has resulted in a less dynamic part of the economy.

In terms of terminology, the word development is synonymous with the terms development, modernization, westernization, empowering, industrialization,

economic growth, Europeanization, and even the term political change (Tjokrowinoto, 2004). The basic meaning of development is development, meaning a series of efforts or steps to improve the condition of the people of a region or country with a certain development concept.

The novelty in this research is to examine the social events regarding the policy of the Teon Nila Serua (TNS) community settlement program in Waipia, Central Maluku, starting from the adaptation process, asset ownership, modern agricultural knowledge, challenges, and obstacles in island regions.

RESEARCH METHODS

This study implements a qualitative approach with a type of phenomenology. The researcher analyse descriptive data related to the condition of the TNS community in Waipia, Central Maluku by asking questions and procedures, collecting specific data and participants, analyzing data inductively starting from specific themes to general topics and interpreting the meaning in the form of paraphrases. The choice of this type of phenomenology is because it fulfills the research objective, which is to describe social events to reveal real events in the field related to the Teon Nila Serua Community Settlement Program Policy in Waipia Central Maluku about adaptation difficulties, emerging changes, and social strategies in creating prosperity. society so that it uncovers hidden values is more sensitive to descriptive information and tries to maintain the integrity of the object under study.

RESULTS AND DISCUSSIONS

The Resettlement Program Does Not Generate Social Welfare

a) Adaptation Difficulties

During the past government period, development became a central issue in efforts to improve living standards. This is also explained in the National Development policy, namely the development of the Indonesian people as a whole and the development of the entire Indonesian society. The stages of development at that time were implemented in long-term and short-term development plans known as the *Five-Year Development (Pelita)*. The development programs implemented are the government's efforts to encourage people to participate in realizing a prosperous life through transmigration, resettlement programs, and the provision of village subsidy funds every year.

The government's attention to the conditions of the residents of the three islands and the direction of development policy at that time, in 1978, the government evacuated the TNS people with several basic reasons which were taken into consideration for the implementation of the evacuation, namely (1) The prediction that the volcanic plate would pass through the three this island can erupt at any time and can threaten safety; (2) The level of population density continues to increase every year. This increase is certain to occur because the TNS people live on islands that are very small in size; (3)

Government efforts to improve living standards because there is no supporting infrastructure such as education, health, and other infrastructure.

Based on the reasons above, the Provincial Government of Maluku, with the support of the Presidential Assistance Fund of the Republic of Indonesia, implemented a resettlement program policy for the TNS community located in the three island clusters. The community, which numbered approximately 5,000 people on Teon, Nila, and Serua Islands, was gathered at the command post in Wulur Village, Damar Island, and from there the people departed for Seram Island, Central Maluku Regency.

The transfer of residents was carried out using several Pioneer Ships and received the full support of the "Tomini Bay Landingship Tank 508" belonging to the Republic of Indonesia Navy. On March 3, 1978, the Teon Nila Serua people landed on Makariki beach, Seram Island, and were then placed in emergency shelter barracks in Makariki (Relmasira, 1997).

The TNS people have lived in refugee barracks or emergency settlements in Makariki for more than 2 (two) years because they were waiting for the completion of the construction of new settlements and houses for residents. During the evacuation period, the basic needs of the community which included nine staple foods (sembako) and living expenses were provided by the government every month. Then gradually the residents of each village were transferred to permanent settlements that had been completed in Waipia. The people of Mesa village were the last to enter settlement in Waipia in 1980.

The government will gradually relocate and place people in Waipia as a new settlement location. There are two villages that, for several reasons, refuse to enter Waipia, namely the villages of Yafila and Mesa. The villages of Yafila and Mesa are currently in a position that is not close to other villages on Teon Island. When these two villages were not ready to enter Waipia, the places provided were eventually used by villages from Serua Island.

The placement of villages per village was carried out based on the sequential location of the villages on the Teon, Nila, and Serua Islands. The difficult struggle for life that the TNS people went through in the barracks in Makariki for 2 years, made it seem as if the people regretted why the government had brought them to suffer. Many of the people died because of illness. After housing facilities were available in Waipia, the government gradually moved the people to Waipia.

Embracing a new residential area in Waipia with various limitations because transportation facilities, in the form of roads and bridges in 1980, had not yet been built. The TNS community witnessed and experienced hardship again at the new settlement location in Waipia and this was seen by the community as a long ordeal that had to be faced after two years of being in the Makariki holding barracks.

As stated (Tamin, 1997) that accessibility can also be expressed by distance. If a place is close to another place, it can be said to have high accessibility, and *vice versa*. The difficulty of land access during the first 15 years that the TNS people lived in Waipia left their people undeveloped and living on the poverty level. This is also proven by research

results (Relmasira, 1997) which concluded that the resettlement process carried out by the government in March 1978 caused poverty and physical and mental degradation.

b) Asset ownership

At present, it has been 41 years since the people from Teon Island, Nila, and Serua Island have lived and domiciled in Waipia. Three to four generations have been born and become adults in Waipia. The status of land ownership is the main concern of the community because the land is an agricultural asset that can be passed down to the next generation. At that time, the house built by the government on 2 hectares of land changed. This alteration meant that almost all the houses received by the community when they entered Waipia in 1980 had been renovated and had changed their shape; in fact, most of the people had built new houses. The legality of the 2-hectare land in the form of a certificate of ownership is also owned by the majority of the TNS community.

The informant explained that the legality of the 2 hectares of land that the community received from the government existed after the state obtained the relinquishment of rights from 4 traditional village leaders on the land in Waipia. The data found that currently in the hands of the community, there is a certificate issued earlier, at the time of the inauguration of the TNS District by Adam Malik in 1980, but there is also a certificate issued in 2008 given by the Governor of Maluku, and there is even a newer certificate due to splitting of land division rights 2 the initial hectare of ownership of Family Cards moving from the island (a total of 1120 Family Cards moving to islands with a total of 3876 people, currently BPS data for TNS District, the number of people reaches 14,899 people). Until now, there are still several problems in the ownership of this certificate, either at the sub-district boundary, acts of usurpation, intimidation, or some villages are still demanding the grant of rights. Some of the community certificates were stuck at Bank Rakyat Indonesia (BRI) when the oil palm program was carried out by the Agriculture Service during the initial placement of the Waipia area.

Indonesian land law uses a principle of customary law called the principle of horizontal separation (horizontal scheiding), that is, buildings and plants are not part of the land so legal actions regarding land do not automatically include buildings and plants on them. If the legal action is intended to include, then it must be expressly stated in the deed.

After the TNS people were in Waipia, Seram Island, with the location of one country and another country far from each other and the environmental ecology far from the coastal/sea areas, the 2 hectares of land received from the government, almost certainly its designation for agricultural/plantation businesses. This condition is different from when the TNS community was still on the island. Apart from being known as fishermen and subsistence farmers, they are also inter-island traders and tough traditional sailors. Thus, land has a very important meaning because the land is land that can be managed by the community in the agricultural, plantation, and even animal husbandry sectors.

An essential factor for village communities in carrying out activities in the agricultural sector is land ownership and control (Winarso 2005). Land is a productive asset that can

provide benefits and income for the owner. Not only that, but the land is also currently used as a commodity, so the land can be traded depending on needs.

Based on the description above and Winarso's opinion that agricultural activities carried out by the community must have clear ownership and control of land so that it can be cultivated to meet the people's needs. This condition is also experienced by the TNS community in Waipia who often return to their place of origin due to the ownership of land for agricultural production and settlements inherited from their parents.

c) Homeland attraction

The results of research on the socio-cultural aspects of the TNS community in Waipia show that the influence of history is still very dominant in shaping the patterns and behavior of people's lives today. The TNS community has a history of evacuation in 1978 from Teon, Nila, and Serua Islands so they are migrants to the Seram Island area. The abandoned areas are islands that are very rich in agricultural products. In addition, marine products around the TNS islands are also abundant and have high economic value.

Mapping the potential of local resources in TNS District illustrates that the types of marine products in TNS archipelago waters that can be collected by 5 fishermen in a week are 5 tons of fish and fishermen will stop fishing if they are tired of pulling the threads containing the caught fish. While the fishing equipment used is only the type of fishing line. Various types of fish are caught, such as tuna, marlin, trevally, grouper, napoleon, and also lobster. In the TNS islands, spices are very abundant, cloves, nutmeg, coconut, walnuts, candlenuts as well as fruits and various types of wood.

The reality of the prosperity of these three islands is still happening today, so that during the harvest season from August to December, the TNS community in Waipia, especially men, flocks back to the 3 islands to harvest crops, both land and sea. The crops of the people from these three islands are usually sold immediately because the buyers go directly to the island to buy the produce. These buyers came from Surabaya, Makassar, and Papua. Only a small amount of the harvest is brought to Waipia because the ship's passengers are charged a fee for cargo/baggage carried by passengers. In addition to the prosperity of the area of origin which is a strong pulling factor for the TNS people in Waipia to the island every year, the support of sea transportation facilities allows mobilization to the island to occur continuously.

Socio-cultural transformation can be interpreted as a major and comprehensive change in the form of community characteristics, from one condition to another so that it becomes better or more advanced. Some scientists explain socio-cultural transformation as cultural dynamics in the civilization of human society which includes a long and gradual process, not always linear and not always straight and sloping from stage to stage (Kistanto. 2018).

From an anthropological point of view, the Teon Nila Serua (TNS) community is a sub-tribe in Central Maluku, which was formed from the assimilation of the original TNS

population with immigrant groups. In general, a village is formed from a combination of people who have settled in that area, plus groups that come from outside. Thus, the history of the formation and development of village communities in the TNS archipelago varies from one island to another, and from one village to another.

The results of the study show that the people who live in the TNS archipelago are small island communities who view the sea and land as one unit. Years of experience living in the habitus of small islands has shaped the macrocosm of the TNS people as a human community that is already one with nature. Then gave birth to a shared identity as island TNS people or what is often called island people and this is what has become a unifying symbol and social capital that is passed down from generation to generation.

d) Modern agricultural knowledge

The 2-hectare land belonging to each family head is the community's main asset because the TNS community must cultivate the land as agricultural/plantation land to generate a living/income. The community has received assistance in the agricultural sector, such as seeds and plant seedlings from the government and other institutions, since 1980. This assistance includes deep coconut, hybrid coconut, cocoa, cloves, nutmeg, and others. While assistance with agricultural tools was also received by the community to open and cultivate agricultural/plantation land such as machetes, hoes, crowbars/diggers, and shovels.

Recently, it has been 41 years since TNS people have lived in Waipia, assistance with modern farming and fishing equipment has been distributed by the government to groups of farmers and also groups of fishermen who are still on the island. Waipia is a mainland area, so fishery assistance is targeted at communities/heads of families who have returned to inhabit the Teon, Nila, and Serua Islands.

The results of the research show that a lot of people's land is still idle land. Complaints about the condition of the soil is infertile and unable to grow certain types of plants were also conveyed by informants. In addition, farmers are not equipped with modern agricultural knowledge such as how to deal with plant pests/diseases, how to harvest successfully in infertile soil conditions, and if the weather is extreme, how to deal with crop failure. Use of modern agricultural tools/machinery is also not owned and used by almost all farmers in Waipia, they use more agricultural equipment such as machetes, hoes, crowbars/diggers.

Another thing explained by the informant, at the beginning of the assistance given to farmers, there was indeed socialization from certain parties after that it was never there again. Farmers have to work alone and rarely or even rarely have continuous assistance for farmers/communities. One of the main orientations of development in Indonesia is imitating technology in agriculture. Acceptance of the presence of technology in the community, especially rural communities, whether imposed or initiated by the community itself will affect social behavior on a large scale (Soelaeman, 1993).

Thus the knowledge of modern agriculture is a major need for farmers. Especially if the farmer enters a new habitus that is different from his previous habitus. Application and mastery of modern agricultural technology for mainland farmers such as TNS farmers in Waipia at this time will greatly assist farmers and encourage increased agricultural development in their area.

One of the conditions to be able to progress and develop an agricultural business is continuous and sustainable innovation so that in the long term it can improve the welfare of farmers. This is in line with what was explained by Warnaen et al. (2013), that the development process requires the diffusion of innovations to bridge the information gap between villagers and cities. In addition, Rogers (1983), gives the notion that innovation is new ideas, new practices, or new objects that can be perceived as something new by the community or individual who is the target of counseling.

e) Big island ecological challenges and obstacles

The TNS people have been living on the mainland of Seram for 41 years, of course, this has resulted in changes in many aspects. The ecology of small islands is different from the ecology of big islands. Likewise, the small island cosmos is different from the big island cosmos. Communities of small islands view the sea and land as one unit. This is different from the environmental conditions of the new residence in Waipia, Seram Island.

The TNS Islands as a volcanic area have a high degree of soil fertility, while the seas surrounding the three islands are deep seas that are rich with a variety of fish and marine biota that has economic value. Meanwhile, Seram Island has forests that are overgrown with various types of plants and not all of them have been touched by development.

The history of evacuation has brought the TNS people into a new chapter of life with different habits. Challenges were also experienced by the TNS community when they were in Waipia, so they also had an impact on people's lives. According to several informants, they entered different habitats such as the ecology of the natural environment of the land and soil conditions which did not allow each type of plant to grow properly.

The community experiences and feels the ecological conditions of the Waipia environment which are quite difficult, when they have to work as farmers on the big island and work the land with simple agricultural equipment. Ownership of 2 hectares of land given by the government, on average, has been planted with deep coconut, and hybrid coconut. Some of these coconut trees come from the government and some are cultivated by the community themselves by buying coconut tree saplings.

This is also supported by research conducted by Pattimura University showing that the soil in Waipia is not suitable for certain plants such as cloves. Coconut plants have the potential to grow on the land of Seram Island and have high economic value according to the skills of the TNS people. Even though the informant explained that all the clove and nutmeg saplings were brought from Waipia to be planted on the island, even though

the informant went to the island once a year, all of these plants could grow because the land on the island was very fertile and even the produce had been harvested.

Elite Approach Pattern

    a) Dominate development planning

Community participation in development is indispensable because society is an important asset in the development of a country. When the government, as a representative of the community, makes development agendas, the community should also take a role in issuing ideas that are normally accepted by the government, then this creates a domination of the role in development planning which can position the community only as an object of development.

Based on the findings in the field, data was found that agricultural development is directed at developing the concept of sustainable agricultural development (sustainable agriculture), where one of the conditions for a business to progress and develop is continuous or sustainable innovation. One reason why new technologies introduced to farmers cannot be adopted is that farmers cannot play their role in making innovative decisions, bearing in mind that there are still weaknesses in both cognitive, affective, and psychomotor aspects. Farmers need other parties, namely extension workers and fellow farmers.

The results of the research described previously show that development programs in the agricultural/plantation and livestock sectors in the form of providing seeds and tillers of plants and livestock since 1980 - now for the TNS community include:

1) Coconut plantations, this type of plant still occupies the land owned by all TNS people and is managed into copra and sopi.

2) Clove and nutmeg plants, these two types of plants, failed to grow in Waipia, then the people brought them to the island and managed to grow on the island.

3) Cacao and citrus plants are types of plants that have been successful in harvesting, but only for an average time of between 1 - 2 years, and then these two types of plants die due to extremely hot weather and plant pests.

4) Horticultural crops are grown on a very small scale and more for personal/family consumption.

5) Root crops, in the form of sweet potatoes (petals), have decreased production and are unsustainable.

6) Chicken, beef, and pig livestock, production increased, but then died due to pests and diseases.

If what Adawiyah put forward is compared to the current condition of the TNS community in Waipia, concerning the many development programs that have been

accepted by the community, then the dominance of development planning must be abandoned by the elites so that the TNS community becomes empowered in the long term.

b) Development communication gap

At present communication is needed to expedite every performance of the government, private sector, and other organizations. Communication helps humans, both individuals with individuals, individuals, and groups and even groups with groups to unite understanding of every idea/idea that is communicated to form a unanimity of understanding. Communication is a process of sorting, selecting, and sending symbols in such a way as to help listeners generate meanings or responses from thoughts like what the communicator intended (Komala, 2015).

Society in the context of development is the power and impact of development itself. The results of research on aspects of development communication in the TNS community in Waipia show that there is no full involvement of the community in every development planning process. The presence of the government mayensure the right of the community to live safely, fairly and prosperously, without neglecting the interests of development (Muksin et al., 2022)

Furthermore, development based on the government's perspective is an effort to intervene with a vision of social welfare. This vision can be implemented properly if there is a proper and good implementation of the strategy. A good strategy if it is supported by good development communication patterns (related to planning and empowerment activities) goes well and does not just carry out program interventions.

CONCLUSION

The resettlement program for the TNS community does not produce social welfare, namely that the TNS community in Waipia is currently experiencing difficulties adapting to the new area, related to the evacuation process that occurred, due to natural conditions (threat of volcanic eruptions); ownership status of community assets (land) that is not yet fully clear; the romanticism of the history of the abundance/prosperity of the area of origin that still exists today, compared to the new areas occupied. The erosion of the social solidarity that lives and belongs to the island community, such as narera and several other traditions/customs which gradually begin to disappear, is also influenced by the modernization process which is marked by advances in information and communication technology, and the lack of mature planning from the government results in a gap between plans and implementation that is less effective and efficient.

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