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Strategies for Resolving Tenurial Conflicts in Conservation Forest after the Enactment of the Omnibus Law: Case Study from Gunung Lengkuas, Bintan Regency, Indonesia

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ABSTRACT
The conservation area of KSA/KPA Gunung Lengkuas has undergone significant land-use changes due to extensive soil excavation, leaving behind open pits and ponds. The construction of an asphalt road cutting through the area has further increased accessibility, thereby intensifying competition among various stakeholders to control and manage the land. This situation has triggered persistent tenurial conflicts. The purpose of this study is to analyze strategies for resolving tenurial conflicts in the KSA/KPA Gunung Lengkuas Conservation Forest, Bintan Regency, Riau Islands Province, following the enactment of the Omnibus Law. The research employs conflict resolution theory by Hugh Miall, Oliver Ramsbotham, and Tom Woodhouse, encompassing strategies of competition, accommodation, collaboration, avoidance, and compromise/negotiation. A qualitative descriptive case study approach was applied, with data obtained from eight key informants through observation, interviews, and documentation. Data analysis involved source triangulation, SWOT analysis, and internal–external matrix evaluation. Findings indicate that conflict resolution in this conservation forest is best achieved through collaboration strategies, supported by conservation partnership programs and community empowerment. However, current approaches remain ineffective, particularly in addressing third-party land rights within residential zones. The study recommends enhanced government–community engagement, legal clarity on land tenure, and sustained socialization efforts to prevent future tenurial conflicts.

Keywords: Conflict Resolution Strategy, Tenurial Conflict, Omnibus Law.

I. Introduction

Forests are strategic resources that serve not only as ecological buffers but also as spaces of socio-economic contestation. In Indonesia, the existence of conservation forests is regulated through a

complex legal and institutional framework, yet land-use conflicts—particularly tenurial conflicts—remain pervasive. Data from the Forest Area Consolidation Center (BPKHTL) Region XII Tanjungpinang of the Ministry of Environment and Forestry (KemenLHK) show that the total land area of Bintan Regency reaches 130,738.98 hectares, of which 61.8% or 80,769.76 hectares are categorized as "other land use" (APL/non-forest area), while the remaining 31.2% is designated as forest area. This forest area includes several categories: Nature Reserve Area (KSA), Protection Forest (HL), Production Forest (HP), Limited Production Forest (HPT), and Convertible Production Forest (HPK) (BPKHTL Wilayah XII Tanjungpinang, 2020). Within Bintan Regency, there are three designated conservation forests: KSA/KPA Sungai Pulai (±68.52 ha), KSA/KPA Gunung Kijang (±460.48 ha), and KSA/KPA Gunung Lengkuas (±610.99 ha). Satellite imagery indicates that among these three, Gunung Lengkuas is the most affected by open areas and built-up land, reflecting the intensity of land-use change and conflict. The emergence of these changes is closely tied to tenurial conflicts over land control (Satriawan & Umami, 2024).

Tenurial conflicts in forest areas often arise from differences in perspective and interests among stakeholders—government institutions, local communities, and private actors. As Diantoro (2021) argues, the openness of access to forest resources has created opportunities for multiple parties to compete for control, transforming forests into contested spaces. In this sense, tenurial conflict is not merely a technical problem of land administration but a structural issue rooted in competing claims over authority, legality, and the socio-economic value of land. Nature Reserve Areas (KSA) are defined as areas possessing specific characteristics, either on land or in water, whose primary function is to protect biodiversity and ecosystems and to serve as life-support systems for surrounding communities. Conservation Areas (KPA), by contrast, are characterized by the sustainable use of biological resources while simultaneously maintaining ecosystem balance (BBKSDA Riau, 2022). In Riau Islands Province, the designation of these KSAs and KPAs traces back to Minister of Forestry Decree No. 173/Kpts-II/1986. Subsequent revisions through Ministerial Decree SK.867/Menhut-II/2014 and SK.76/MenLHK-II/2015 have altered the boundaries and extent of Gunung Lengkuas, which today encompasses ±689 hectares located in Gunung Lengkuas Village, East Bintan District. The designated conservation area includes settlements in RW.02 (RT.01 and RT.03) and RW.03 (RT.04).

Field observations and secondary data reveal that KSA/KPA Gunung Lengkuas has undergone major land-use changes. Excavation activities have left behind large pits that turned into ponds, while extensive road construction—specifically an asphalt road cutting across the area—has significantly increased accessibility. This improved access has, in turn, accelerated land conversion for agriculture, plantations, housing, schools, and social-religious facilities (BPKHTL Wilayah XII Tanjungpinang, 2020). Such changes demonstrate a rapid decline in the ecological function of the conservation area, while government capacity to control these processes at the village and district levels remains limited (BBKSDA Riau, 2022). The enactment of the Omnibus Law on Job Creation (Undang-Undang Cipta Kerja/UUCK) has further complicated the governance of conservation areas. On the one hand, UUCK aims to streamline investment and land-use regulations; on the other, it has introduced new legal challenges for forest governance, particularly concerning community land-use rights and the formalization of existing settlements. As noted in Putra (2023), legal disputes over land often arise from differences in perception and misinterpretation of rights and obligations, requiring structured conflict resolution strategies. In the context of Gunung Lengkuas, UUCK provides legal instruments such as Article 110, which could potentially be applied to resolve tenure disputes, yet the overlapping regulations and sectoral jurisdictions continue to generate stagnation in practical implementation (Diantoro, 2021).

Several previous studies highlight that conflict resolution in conservation areas requires multi-dimensional strategies. Wijaya et al. (2022) found that conservation partnership strategies tend to fall into an aggressive quadrant of SWOT analysis, with strong internal strengths and external opportunities, yet effectiveness remains low due to institutional weaknesses and community-level contestations. This indicates that resolving conflicts in Gunung Lengkuas will require not only legal enforcement but also participatory strategies that address socio-economic realities on the ground. Preliminary observations by the researcher confirm the existence of widespread unpermitted activities within Gunung Lengkuas, including land clearing, soil excavation, plantation agriculture, construction of roads, public facilities, and housing. These activities—categorized as "established businesses" within forest areas without forestry permits—underscore the urgent need for strategic solutions. Such solutions must be built across multiple dimensions: vision, mission, goals, implementation, and evaluation. Without these, uncontrolled forest land conversion will continue, undermining ecological sustainability and increasing the likelihood of intensified conflict.

Given these complexities, this study focuses on developing strategic approaches to resolve tenurial conflicts in the Gunung Lengkuas Conservation Forest. The central research question is: What are the appropriate strategies for resolving tenurial conflicts in KSA/KPA Gunung Lengkuas, Bintan Regency, Riau Islands Province, in light of the Omnibus Law? The urgency of this research lies in its potential to generate practical recommendations that integrate legal, ecological, and socio-political perspectives. The study pursues two primary objectives. First, to provide a comprehensive analysis of the dynamics and typologies of tenurial conflicts in Gunung Lengkuas within the framework of UUCK. Second, to propose conflict resolution strategies that align with conservation objectives while accommodating local socio-economic realities.

The expected contributions of this research are twofold. Academically, the study enriches the discourse on forest governance and conflict resolution, offering comparative insights into how different conflict resolution theories—competition, accommodation, collaboration, avoidance, and negotiation (Miall, Ramsbotham, & Woodhouse)—can be applied to conservation conflicts. Practically, the research aims to inform policymakers, conservation agencies, and local governments by providing evidence-based recommendations on how to manage tenurial disputes effectively in conservation areas. This includes enhancing institutional coordination, strengthening community partnerships, and promoting legal clarity in land tenure. In conclusion, tenurial conflicts in Gunung Lengkuas are a microcosm of broader challenges in Indonesian forest governance, where ecological preservation, legal frameworks, and community livelihoods intersect. By systematically analyzing these dynamics through the lens of UUCK and conflict resolution theory, this study seeks to contribute toward sustainable strategies for managing conservation forests in Bintan Regency and beyond.

II. Literature Review and Hypothesis Development

2.1. Conflict Resolution Strategy

Strategy is commonly defined as a long-term plan designed to achieve predetermined objectives through structured sequences of decisions and actions (Irmanto & Ridwan, 2021; Fuad, 2021; Arifah, 2022). It is inherently dynamic—formulated, implemented, reviewed, and refined to align future results with organizational expectations (Fawzi et al., 2021; Sholikhah, 2021). In short, strategy is a carefully crafted program that harmonizes goals, resources, and distinctive advantages within a defined

time horizon. Conflict is intrinsic to human interaction and emerges from differences in interests, perceptions, values, and resource scarcity (Ramly, 2020; Nurkumalasari et al., 2023). Conflict theory foregrounds social change driven by value/structural clashes; hence, understanding conflict demands close reading of disrupted communication patterns and social relations (Sumartono, 2019). In practice, conflict entails behaviors that impede others' goal attainment—at individual or group levels—and may be realistic or non-realistic (Lesmana et al., 2024; Istiono, 2021; Faisal et al., 2023; Fauzi, 2023). The tactical repertoire ranges from inaction to adjudication: lumping it, avoidance/exit, coercion, negotiation, conciliation, mediation, arbitration, and adjudication (Rukminda et al., 2020). Miall, Ramsbotham, and Woodhouse outline five generic strategies—competition, accommodation, collaboration, avoidance, and compromise/negotiation—selected according to context, actors, and objectives (Miall et al., 2002). This study adopts the Miall et al. typology as the grand theory due to its applicability to multi-actor tenure conflicts. A robust strategy rests on aligned dimensions of mission, vision, objectives, resources, environment (SWOT), competitive posture, implementation, and evaluation, ensuring coherence between ends and means and adaptability to change (Asmawanti et al., 2020).

2.2. Forests, Tenure, and Tenurial Conflict

A forest is an ecosystem of biological resources dominated by trees; a "forest area" is a government-designated territory to be retained for its functions (Republik Indonesia, 1999). Ecologically, forests serve conservation, protection, and production functions (Wijaya et al., 2022; Widodo, 2020; Pemerintah Indonesia, 2021). Recent conservation provisions emphasize sustainable use across terrestrial, coastal, and aquatic ecosystems (Pemerintah Pusat Indonesia, 2024). Conflict can be viewed as an interaction among interdependent parties who perceive incompatible goals and mutual interference (Raho, 2021). In forest resources, conflict arises when claims over rights/authority diverge and ecological–social carrying capacities are strained (Pasya, 2017; Putra, 2023). On the ground, conflicts can be latent or overt; horizontal or vertical; and involve government, indigenous/local communities, migrants, companies, and land agencies (Marsela, 2020; Kamim et al., 2018; Asriati & Muhdar, 2020; Senoaji et al., 2020). Triggers include population growth, deforestation, encroachment, boundary overlaps, and divergent perceptions of rights (Herdiansyah, 2018; Ali et al., 2019; Palmolina & Fauziyah, 2020; Wirawan, 2021). Tenure refers to systems of control/access to land and resources by individuals/groups under state/customary law (Anggoro et al., 2020; Kamilah & Yuliana, 2016; Hastarini & Luthfan, 2022). Any right involves: (i) subjects (individuals, families, communities, socio-economic bodies, political organizations), (ii) objects (land, produce, minerals, waters, biota, airspace), and (iii) the type/extent of rights (ownership, lease, use, etc.) with temporal limits, duties, and relations with the state and others (Kamilah & Yuliana, 2016).

2.3. Rapid Land Tenure Assessment (RaTA) and Conflict Assessment

RaTA provides a rapid, structured approach to map tenure issues by summarizing land use/conflicts, identifying actors, tracing historical–legal claims, reviewing institutions, and outlining resolution options (Galudra et al., 2020). Its question framework links analytical goals to needed evidence when/how the conflict began, who the key actors are, what evidentiary bases support claims, and where policies overlap—to appraise feasible alternatives (Galudra et al., 2020). Core steps include

identifying locations and conducting participatory/spatial mapping, reconstructing claim histories, actor analysis, institutional appraisal, policy review, and policy/intervention design (Galudra et al., 2020; Rachman, 2020). Within conservation areas, assessment proceeds in layers: an initial analysis (literature, regulations, spatial data at ≥1:50,000, field verification/triangulation), a follow-up analysis (updating biophysical and socio-economic–cultural data, utilities, land-use histories), typologizing conflicts, and formulating recommendations—rezoning/management blocks, conservation partnerships, relocation, function/allocation changes, law enforcement, or other options (Satriawan & Umami, 2024).

2.4. Omnibus Law (UU Cipta Kerja) in Forestry and Partnership Approaches

The Omnibus Law shifts enforcement emphasis from primum remedium to ultimum remedium, expands space for restorative justice, and recognizes certain conditions for communities residing in/around forests for ≥5 years (Febriani et al., 2023). Ultimum remedium in practice prioritizes administrative over criminal sanctions for non-K2L administrative breaches, though implementation can be challenging when dealing with capital-strong corporations (Bahary & Rosadi, 2023). In parallel, technical guidelines for conservation partnerships stress mutually trusting and beneficial relations aimed at ecosystem restoration and local empowerment (Hartoyo et al., 2019; Prayitno, 2020; Direktorat Jenderal Konservasi Sumber Daya Alam dan Ekosistem, 2022). The agrarian framework recognizes multiple land-right categories (ownership, cultivation, building, use, lease, management) and ownership regimes (private, communal, open access, state), which must be read alongside proof of subject–object–extent–good faith within forest-area rearrangement mechanisms (Republik Indonesia, 1999; Bidayani, 2014). Here, stakeholder mapping and influence–interest analysis are crucial to avoid excluding weaker groups and to design fair governance arrangements (Ulum & Ngindana, 2017; Bahary & Rosadi, 2023; Nugroho, 2021).

2.5. Spatial Evidence, Land Cover/Use, and Image Interpretation

Effective tenure strategies require robust spatial evidence. "Land cover" denotes biophysical conditions at the Earth's surface, while "land use" refers to human functions/activities over that cover (SNI 7645-1/2014 in Sekarmadji & Moechthar, 2023). Remote sensing (airborne/spaceborne) supplies multi-resolution data—spatial, spectral, temporal, radiometric—for classifying land cover/use; accuracy rises with finer resolution and field verification (Sekarmadji & Moechthar, 2023; Arrahman & Kamal, 2021; Agustina, 2021). Visual interpretation relies on color/tone, texture, shape, size, pattern, shadow, and proximity—supported by ground-truthing—while acknowledging interpreter subjectivity (Wijaya et al., 2022; Senoaji et al., 2020). Combining spatial analysis with RaTA strengthens the evidentiary base for selecting the most context-fit strategy from the Miall et al. repertoire in conservation-area tenure conflicts (Miall et al., 2002; Galudra et al., 2020).

III. Research Method

3.1. Study Design and Rationale

We conducted a qualitative descriptive case study to examine strategies for resolving tenurial conflicts within the Gunung Lengkuas conservation forest in Bintan Regency, Indonesia. A case-study

design enabled intensive, context-specific analysis of actors, claims, and governance processes relevant to post-Omnibus Law implementation. The study is reported in accordance with the COREQ checklist.

3.2. Setting and Case Definition

The case comprises the KSA/KPA Gunung Lengkuas—Indonesia's Nature Reserve/Conservation Area designation—including adjacent settlements [RW/RT identifiers], administered by the Riau Natural Resources Conservation Agency (BBKSDA Riau) and related authorities. We defined the case boundaries by legal decrees, administrative maps, and on-site verification.

3.3. Participants and Sampling

We used purposive sampling to recruit eight key informants representing conservation authorities (BBKSDA Riau), forest area delineation (BPKH Region XII Tanjungpinang), watershed management (BPDAS Sei Jang Duriangkang), regional planning/works (District PUPR; subdistrict; village), and community leaders (RT/RW). Inclusion: direct involvement or formal mandate in tenure issues; Exclusion: potential severe conflicts of interest. Recruitment proceeded via institutional letters and community referrals.

3.4. Data Sources and Procedures

We triangulated non-participant observation, semi-structured interviews, and document analysis. Observation covered access roads, land-use changes (excavations, ponds, built-up areas), boundary markers, and ongoing activities. Interviews followed a guide (legal basis and extent of KSA/KPA; conflict chronology; actors/motives; land cover/use; prior resolutions; post-law strategies). Sessions (45–90 minutes) were audio-recorded with consent. Documents included statutes and decrees, land-cover/use maps, and medium-resolution satellite imagery.

3.5. Researcher Characteristics and Reflexivity

The research team has backgrounds in forest governance and policy analysis. We maintained a reflexive journal to track assumptions, role negotiation with authorities/communities, and analytic decisions.

3.6. Ethics

Approval was obtained from [Institutional Review Board, protocol #]. Written informed consent was secured. Identifiers were removed; sensitive geolocations were generalized in public outputs to reduce harm risks.

3.7. Data Management and Analysis

Audio was transcribed verbatim; field notes and documents were indexed. We applied thematic analysis supported by RaTA to structure tenure variables (subjects, objects, claims, institutions). We then synthesized factors using SWOT and summarized strengths/weaknesses (IFAS) and opportunities/threats (EFAS) to position strategies within the Internal–External (IE) matrix. Analytic support used [software, e.g., NVivo/Atlas.ti/Excel/QGIS]. An audit trail recorded codebook evolution and decision memos.

3.8. Trustworthiness

We used method and source triangulation, member checking of emergent findings with key informants, peer debriefing within the team, and thick description to enhance transferability. Discrepant evidence was retained and reported.

3.9. Theoretical/Analytic Framework

Conflict-handling strategies were interpreted through Miall, Ramsbotham, and Woodhouse (competition, accommodation, collaboration, avoidance, compromise/negotiation). Policy analysis incorporated post-Omnibus Law enforcement logics (ultimum remedium/restorative justice) and conservation partnership instruments; the SWOT–IE position informed strategy choice.

3.10. Reporting Guideline and Data Availability

We adhered to COREQ and provided the checklist, interview guide, observation sheet, and coding tree as Supplementary Files. Due to confidentiality and risk to participants, full transcripts and precise coordinates are not publicly shared; de-identified excerpts and generalized spatial layers are available upon reasonable request.

IV. Results and Discussion

4.1. Analysis Result

Spatial and documentary verification show that built-up and cultivated footprints inside the Gunung Lengkuas conservation forest (KSA/KPA) reach 293.29 ha. These are dominated by individual holdings (250.98 ha), followed by corporate uses (34.92 ha) and social/religious institutions (7.39 ha); public infrastructure includes 1,830.44 m of paved roads traversing the reserve (Field data processing, 2025). Within individual holdings, plantations (113.45 ha) and mixed house–garden parcels (110.84 ha) predominate; purely residential footprints account for 6.73 ha, and farming/livestock for 19.96 ha.

a. Drivers of encroachment and tenure claims

Across interviews, informants consistently traced the conflict to livelihood expansion amid population growth and weak formal titling. A conservation officer explained that residents initially opened land “to farm and make a living,” but growth in numbers and the absence of registered titles beyond village letters (sporadic/alas hak) entrenched claims inside the reserve (Informant CEH-1).

Observations corroborated extensive soil extraction (excavation pits, ponds) and road-enabled access, which collectively facilitated permanent settlement and cultivation.

b. Post-Omnibus Law resolution tactics in practice

Post-reform actions cluster around (i) re-verification of occupation, (ii) reporting to DG KSDAE, (iii) community empowerment, and (iv) channeling actors to the appropriate collaborative or licensing pathway. Conservation managers emphasized re-matching occupied parcels with civil registry records and steering eligible residents toward Conservation Partnerships, while filing consolidated reports upward (Informant CEH-1). A forestry extension officer detailed actor-specific routes covering 145 subjects over 293.29 ha: partnerships for individuals; permit review and environmental recovery for corporations; cooperation agreements for facilities already built by local government; and function-strengthening or permits for social/religious bodies (Informant EXT-1).

c. Institutional pathways and bottlenecks

Boundary-setting and tenure regularization proceed via Perpres 88/2017, forest boundary mechanisms (2021), and PPTPKH with bottom-up submissions culminating in Conservation Partnerships (Informant BPKH-1). The watershed agency underscored integrating eligible communities into rehabilitation programs once they hold Social Forestry/Partnership status (Informant DAS-1). In contrast, community leaders reported administrative dead-ends, partial legalization limited to residential parcels, and uncertainty over agricultural plots—described as "no clear resolution so far" (Leaders RT/RW-1; RW-2).

d. SWOT synthesis (IFAS–EFAS outputs)

The internal strengths include the Omnibus Law framework and cross-sectoral coordination; weaknesses include a lack of formal titles, sub-optimal submissions, and legalization confined to housing. Opportunities span verification/reporting, empowerment, partnerships, permit reviews, ecosystem recovery, legalization ('whitening'), continued facilitation, and typology-guided follow-ups. Threats include population growth, forest integrity risks, and low public awareness of forest status. Scoring yielded IFAS: S = 4.00; W = 3.50 (total internal = 7.50) and EFAS: O = 3.20; T = 3.75 (total external = 6.95). Composite coordinates (X = +0.50; Y = −0.55) indicate a case with usable internal levers but strong external pressures, pointing to a defensive–selective posture externally and proactive use of internal policy instruments (Rangkuti, 2018). Strategy combinations show high payoffs for S–T (7.75) and S–O (7.20), with W–T (7.25) and W–O (6.70) guiding risk-mitigating actions.

4.2. Discussion

This case reveals a multi-actor tenure mosaic inside a formally protected forest, shaped by livelihood needs, improved physical access, and legacy ambiguities in boundaries and titles. The Job Creation (Omnibus) Law recasts enforcement from a criminal-first regime toward administrative and restorative pathways, operationalized as ultimum remedium and restorative justice while embedding community-favouring clauses (e.g., residency and smallholder thresholds) (Febriani et al., 2023). In practice, this enables lawful transitions from punitive responses to verification-led regularization, partnership instruments, and targeted permitting rather than blanket criminalization. Mapped to Miall,

Ramsbotham, and Woodhouse (2002), the empirical pattern privileges collaboration, supported by accommodation and compromise/negotiation:

a. Collaboration (primary fit): Joint problem-solving via Conservation Partnerships, co-designed rehabilitation, and inter-agency MoUs align with the S–O / S–T advantage surfaced by IFAS–EFAS. Collaboration maximizes mutual gains by protecting conservation values while maintaining viable livelihoods.
b. Accommodation (selective, de-escalatory): Temporarily recognizing residential footprints—pending agricultural plot review—can reduce tension, but risks perceived inequity if farmland regularization stalls. Hence, accommodation should be time-bound and tied to clear criteria.
c. Compromise/Negotiation (parcel-level settlements): Useful for case-by-case trade-offs (e.g., partial permits, access to services), yet insufficient alone without structural fixes such as final boundary settlement, harmonized permitting, and consistent communication.

The SWOT/IFAS–EFAS coordinates explain *why* collaboration should lead: strong internal enablers (legal framework; coordination capacity) can be mobilized against external headwinds (population pressure; awareness gaps). Accordingly, two families of strategies emerge (Rangkuti, 2018; Miall et al., 2002):

a. S–T (leverage strengths to counter threats):

1) Use Omnibus-based criteria to stem new encroachment (no-net-expansion rules; targeted enforcement as ultimum remedium).
2) Deploy legal literacy and status-clarification campaigns to close awareness gaps about forest status and eligibility.
3) Couple permit audits with ecosystem recovery obligations for corporate actors; maintain transparent sanctions ladders consistent with restorative justice.

b. S–O (use strengths to realize opportunities):

1) Scale verification pipelines (subject–parcel matching; public eligibility lists) and fast-track Conservation Partnerships for qualified households.
2) Institutionalize community-led rehabilitation under partnership schemas; align watershed projects to partnership blocks.
3) Standardize inter-agency workflows (BPKH–BBKSDA–PUPR–Pertanahan) for PPTPKH/Perpres 88 boundary adjustments, particularly for public facilities and long-standing settlements.

Implications for policy and practice. Short-term priorities (0–12 months) include completing re-verification, formalizing actor-specific pathways, and launching transparent communication on criteria and timelines. Medium-term actions (12–36 months) should finalize boundary adjustments, mainstream rehabilitation with communities as co-implementers, and stabilize licensing/partnership portfolios. Safeguards—grievance mechanisms, gender/vulnerability lenses, and no-net-loss ecological metrics—are essential to sustain legitimacy. Strengths and limitations. The design triangulates observation,

interviews, and documents, enhancing credibility; nevertheless, archival gaps and limits in very-high-resolution imagery may constrain spatial precision. Generalization is analytic, not statistical; replication in other conservation forests will test transferability. Overall, the findings support a collaboration-first settlement architecture—anchored in the Omnibus Law and articulated through Conservation Partnerships, targeted permitting, and coordinated boundary work—as the most viable path to reduce conflict intensity while safeguarding the core conservation mandate (Miall et al., 2002; Rangkuti, 2018; Febriani et al., 2023).

V. Conclusion

Based on the findings and the analysis of internal and external factors, the resolution of tenurial conflicts in the Gunung Lengkuas Conservation Forest (KSA/KPA) can be effectively pursued through a collaborative strategy. The SWOT analysis indicates that the primary strengths lie in the enactment of the Omnibus Law (Omnibus Law) and the presence of cross-sectoral cooperation among government institutions. However, several weaknesses remain, such as the absence of formal legal land certificates, the suboptimal process of land rights application, and the issuance of land rights limited only to residential areas, while excluding community agricultural land. On the other hand, there are significant opportunities, including land tenure verification and reporting, community empowerment, conservation partnerships, the review of land-use permits, ecological restoration, legalization and regularization of land ownership, continuous facilitation, and the classification of future development typologies. The main threats identified involve increasing population pressure, risks to forest sustainability, and limited community awareness of the legal status of land within the conservation area.

The conflict essentially arises from divergent understandings between the government and local communities regarding land ownership status. In this context, government agencies—such as the Riau Natural Resources Conservation Agency (BBKSDA Riau), the Forest Area Consolidation Agency Region XII Tanjungpinang (BPKH), the Sei Jang Duriangkang Watershed Management Agency, the Bintan District Land Office, and the Bintan District Public Works Agency (PUPR)—play a critical role in conflict resolution, particularly through the Settlement of Land Tenure in Forest Areas (PPTPKH) mechanism. Accordingly, conflict resolution within residential areas can be addressed through limited legalization and boundary adjustment, while disputes over agricultural land are more appropriately managed through conservation partnerships that empower local communities. A collaborative approach is therefore considered the most viable strategy, as it not only mitigates tenurial tensions but also safeguards forest ecosystems and provides legal certainty for all stakeholders involved.

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