

Greenpeace's Role As A Transnational Actor In Environmental Governance: A Case Study Of Deforestation And Nickel Mining In Raja Ampat

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ABSTRACT

This study discusses the role of Greenpeace as a transnational actor in preventing deforestation and nickel mining in Raja Ampat. Raja Ampat is an area with high biodiversity and has important ecological value for the world. However, nickel mining and land clearing activities have caused serious threats to environmental sustainability, including forest degradation, coastal sedimentation, and disturbance to marine ecosystems. This research uses a descriptive qualitative method with data collection techniques through literature studies sourced from journals, books, organizational reports, online media, and official government documents. This study uses the perspective of pluralism and the role theory of NGOs David Lewis to analyze Greenpeace's strategy. The results show that Greenpeace plays a role through investigation and mapping of mining areas, digital #SaveRajaAmpat campaigns, advocacy to the government, public education through social media, and cooperation with other environmental organizations. Greenpeace has also succeeded in raising international awareness of environmental threats in Raja Ampat and encouraging the government to evaluate mining company permits. This study concludes that Greenpeace has a significant contribution in strengthening environmental governance and protection of conservation areas in Raja Ampat.

Keywords: Greenpeace, deforestation, nickel mining, Raja Ampat, NGO (Non Governmental Organization)

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1. INTRODUCTION

Raja Ampat is part of Southwest Papua Province, which has about 75% of marine species covering 4.6 million hectares of marine area and has 540 types of corals, 1,511 species of fish and thousands of other marine life so that it is considered the most beautiful underwater paradise in the world and an international tourist destination (International Conservation Agency, n.d.). Raja Ampat has been recognized as a heritage site *global geopark* by UNESCO (Indonesia Kaya, 2023). On Saturday, 27 September 2025 UNESCO (United Nations Educational, Scientific and Cultural Organization) designating Raja Ampat as a world biosphere reserve (Tempo.co, 2025). Raja Ampat was officially formed as a regency in 2002, Raja Ampat has high biodiversity so it is used as a conservation area both in the waters and on the land. Tourism takes advantage of the beauty of Raja Ampat which is maintained through conservation which is the source of livelihood of the indigenous people of Raja Ampat. Tourism in Raja Ampat is one of the leading sectors that is growing rapidly in the eastern region of Indonesia due to its extraordinary marine natural wealth. The area is in the heart of *Coral Triangle*. *Coral Triangle* is an area that has the

richest marine biodiversity in the world, so it is known as the main destination for marine tourism, especially diving tourism (*diving*) and *snorkeling*. Highly diverse coral reef conditions, mangrove forests, white and black sandy beaches, and healthy marine ecosystems are the main attractions that drive the growth of conservation-based tourism in this region (UNESCO, 2023). Raja Ampat Regency began to receive tourist visits since around 2007. The development of the tourism sector shows significant progress, characterized by the increasingly active diving activities (*diving*) and ecotourism (*eco-tourism*) which is able to attract foreign tourists. In an effort to maintain the sustainability of the area, the local government together with various conservation institutions and local communities continue to encourage the development of tourism based on environmental education. This approach aims to preserve the ecosystem while improving the welfare of the local community. The tourism sector has an important role in encouraging the economic growth of the district and its development is routinely monitored through various annual official publications (Raja Ampat Regency Tourism Office).

Table 1. Tourist Visit Data 2007-2025

Year	Tourists Abroad	Tourists Nusantara	Total
2007	932	66	998
2008	2.366	279	2.645
2009	2.872	338	3.210
2010	3.859	651	4.510
2011	5.159	1.1246	6.405
2012	5.996	1.763	7.759
2013	10.157	4.006	14.163
2014	10.759	7.691	18.450
2015	12.011	10.251	22.262
2016	13.616	12.472	26.088
2017	18.841	17.250	36.091
2018	23.099	20.811	43.910
2019	24.090	22.285	46.375
2020	7.439	814	8.253
2021	679	1.533	2.230
2022	4.973	752	5.725
2023	16.153	3.686	19.839
2024	24.934	8.343	33.277
2025	33.967	4.974	38.914

Sources: Tourism Office of Raja Ampat Regency

Socio-economically, tourism in Raja Ampat plays an important role as a driver of the local economy through the development of *Homestay* owned by the community, tour guide services, sea transportation, and other small businesses related to the tourism sector. The developed tourism model emphasizes more on the principle of sustainability (*sustainable tourism*), where indigenous peoples such as the Maya, Matbat, and Biak tribes maintain local traditions such as the *sasi* system to protect marine resources while supporting sustainable tourism activities. This approach helps maintain a balance between the economic needs of the community and the preservation of the natural environment which is the main asset of Raja Ampat tourism (UNESCO, n.d.). The richness of biodiversity in Raja Ampat has made it have a high level of threat. This can be seen from the destruction of coral reefs and forests (Wikipedia contributors 2025). Each archipelago in Raja Ampat exudes a charm that is so stunning with its island clusters and water colors

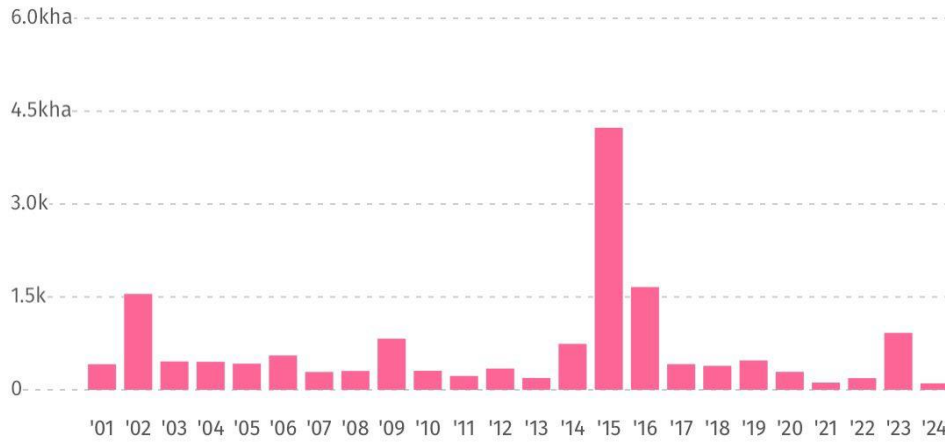
that are clear, green, and blue like jewels. Even though it looks stable and fine. Raja Ampat has various problems that worsen the condition of the district in terms of economy, environment, and customary norms, including mining activities that cause deforestation (BLUD UPTD Management of Raja Ampat Islands Marine Conservation Area n.d.). However, that abundance also makes it a "target" for economic development in a negative sense. Raja Ampat faces serious threats in the form of deforestation and nickel mining, unsustainable economic activities such as deforestation and nickel mining causing forest destruction, coastal sedimentation, and marine pollution that threaten the sustainability of the environment and the lives of local communities.

Every year, Indonesia experiences deforestation which causes forest areas to decrease, especially in the Raja Ampat area. Deforestation in Raja Ampat has increased in line with the increasing global demand for raw materials and industries, causing various ecological changes, especially in the forest cover and coastal conditions of Raja Ampat. Forest cover loss in Raja Ampat shows significant changes from 2001 to 2024, in the early 2000s the rate of forest cover loss was still relatively low, ranging from 0.5 to 1.5 thousand hectares per year. However, in 2002 there was a first increase with forest cover loss reaching about 1.5 thousand hectares (1.5 ha). This increase is thought to be due to small-scale land clearing to expand the community's settlements and farmland. The rate of forest cover loss tended to be stable low in the 2010s, but in 2009 and 2014 it increased again. With the highest forest cover loss reaching 5,000 hectares (5.0 kha) in 2015, this sharp increase is due to increased land conversion activities for economic purposes such as infrastructure development, agricultural land expansion, and increased nickel mining activities in the Southwest Papua region, including parts of Raja Ampat. After 2015, forest loss decreased significantly in 2017 although it was unstable. In the 2020-2022 period, the rate of forest cover loss tends to be low, indicating the possibility of increasing awareness of environmental monitoring efforts. However, the increase again in 2023, shows that the sustainability of Raja Ampat's forests is still threatened. Overall, this graph shows that although Raja Ampat is considered a place with great biodiversity and has a status of *Geopark* world, human economic activity continues to influence it. The dynamics of economic development and environmental conservation efforts shown by fluctuations in forest cover loss must be managed in a sustainable manner so as not to threaten the ecological function of the Raja Ampat region (Global Forest Watch, 2024).

Deforestation for nickel mining led to massive deforestation. This deforestation not only removes forest cover, but also destroys the habitats of endangered animals such as hawksbill turtles and manta rays that rely heavily on coastal ecosystems and mangrove forests. Deforestation in the tropics, especially for agriculture and mining, is a major contributor to the world's carbon emissions. As is known, deforestation causes the release of carbon dioxide into the atmosphere because trees that are cut down or burned release their carbon reserves. This process magnifies greenhouse gas emissions, thereby accelerating global warming and increasing the risk of climate disasters such as floods and droughts (Greenpeace Indonesia, 2025). Mining activities in Raja Ampat show serious violations of environmental ethical principles. In mining, the exploitation of natural resources, especially in areas with high ecological value such as Raja Ampat, must always be based on the principles of environmental ethics. These principles provide a moral framework to ensure that engineering activities do not damage or permanently destroy ecosystems (Hendra Sani 2025). Deforestation in Raja Ampat has taken place in the early 1970s to 1990s with small-scale logging generally for local development needs which has an impact is still relatively limited. But significant improvements began to be seen since

the early 2000s, along with increased development, local economic growth, and the issuance of land permits for various human activities on small islands.

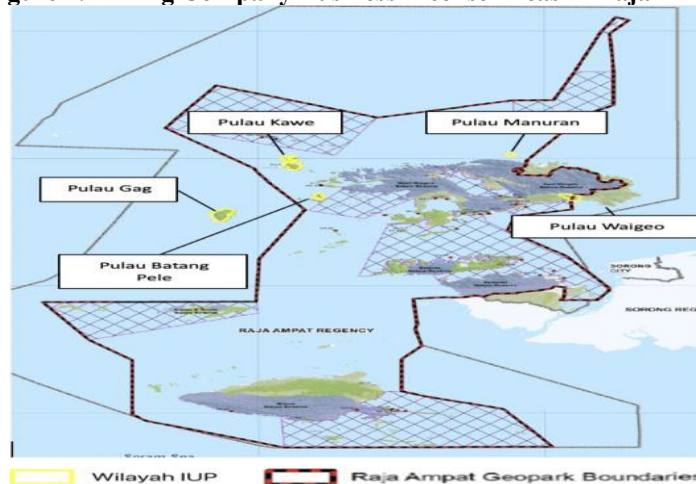
Figure 1. Chart of Forest Cover Loss in Raja Ampat



Sources: *Global Forest Watch (2024)*

Nickel mining has driven deforestation on a significant scale in Raja Ampat. Based on Greenpeace's findings, the acceleration of mining land clearing in this region in the last four years has tripled compared to the previous period. This condition not only causes reduced forest cover, but also causes damage to the habitats of various protected animals, such as hawksbill turtles and manta rays that depend on the sustainability of coastal ecosystems and mangrove forests. Forest ecosystems on small islands have a high level of vulnerability, so when damaged, the recovery process tends to be more difficult due to limited natural resources and space for rehabilitation. Forest cover loss also impacts the disruption of various important ecological functions, such as water absorption, erosion control, and carbon storage capacity, which overall play an important role in maintaining environmental balance (Ariani, 2025). Significant amounts of nickel reserves have been identified in Raja Ampat, with distribution across a number of islands including Manuran Island, Gag Island, Kakawe, Weingeo Island, Manyafun Island and Batang Pele.

Figure 2. Mining Company Business License Areas in Raja Ampat



Source: *Raja Ampat Geopark, Ministry of Energy and Resources Mineral (ESDM)*

The companies whose mining activities are allegedly problematic are PT Gag Nickel (PT GN) on Gag Island; PT Anugerah Surya Pratama (PT ASP) on Manuran Island; PT Kawei Sejahtera Mining (PT KSM) in Pulau Kawe; and PT Mulia Raymond Perkasa (MRP) on Manyafun Island and Batang Pele Island. On Thursday, June 5, 2025, the Ministry of Environment temporarily froze the operation of the entire nickel mine. PT GN's mining activities have the potential to cause an increase in sedimentation to coastal areas (Tempo.co, 2025).

Nickel mining activities are one of the factors that drive the rate of deforestation on small islands. Since mining permits were issued in recent years including 2020 and 2022 for several companies, land clearing for nickel exploration and production has led to the loss of forest areas in concession areas. Deforestation directly linked to nickel mining has been on the rise and has been in the public spotlight as well as environmental monitors since the mid-to-late 2010s, especially in the early 2020s, when mining operations were increasingly expanding on the region's small islands (kompas.com, 2025). Indonesia has the world's largest nickel reserves, estimated at around 55 million tons, and accounts for 61% of the global nickel supply. Indonesia's nickel industry has a very bad reputation, mainly due to its impact on the environment, the livelihoods of local communities, as well as low occupational safety standards and alleged lack of respect for workers' rights. The nickel industry has become one of the main causes of deforestation (Greenpeace Indonesia, 2025). The first exploration of nickel began in the 1920s, when Dutch mining companies first carried out exploration activities in this region. After Indonesia's independence, in the period 1945–1958, Dutch heritage mining companies were then nationalized by the Indonesian government. From 1960 to 1982, mining activities continued under the control of PT Pacific Nickel Indonesia, a company from the United States. In the 1986 to 1990s, the role of mine management shifted to PT Antam (Aneka Tambang) and *QN Group* who carry out the feasibility process of mining operations on Gag Island. In 1996–1998, there was a phase of intensive negotiations between PT *Broiling Hill Proprietary* (BHP) *Billiton* from Australia and PT Antam related to mining cooperation.

Furthermore, in 1998, PT Gag Nickel as a subsidiary of PT Antam obtained a Contract of Work (KK) from the Indonesian government to carry out exploration activities. However, in 1999, the exploration activities were stopped due to the emergence of new regulations, namely Law Number 41 of 1999 which stipulated Gag Island as a protected forest area so that mining activities had to be suspended. Entering the 2000s, a number of companies were still sampling even though they did not conduct full exploration. In 2003, PT Gag Nickel again carried out exploration activities with a temporary operating permit on an area of 9.5 thousand hectares for three years. This activity was then stopped again in 2006–2007, because the mining location was within the Raja Ampat marine conservation area. In 2008, PT Antam took over all of BHP's shareholding and continued the evaluation of the project. In 2009, PT Gag Nickel collaborated with a consulting company *Golder Associates* to calculate the potential nickel reserves found on Gag Island. Entering the 2010s, the company's focus shifted to the feasibility study and preparation for the construction of the mine's supporting infrastructure. In 2013, the central government granted exploration permits to PT Anugerah Surya Pratama (ASP), while the Regent of Raja Ampat issued mining business licenses (IUP) for a number of companies, including PT Kawei Sejahtera Mining (KSM), PT Mulia Raymond Perkasa (MRP), and PT Nurham, with the permit period valid until 2025. Furthermore, in 2015, the construction process of mining infrastructure began to be implemented.

Finally, in 2017 to 2018, PT Gag Nickel officially entered the production stage and obtained a long-term mining operation permit for the next 30 years. In the 2019-2021 period, the government began to evaluate mining companies that have Mining Business Permits (IUP) in the Raja Ampat area. This evaluation was carried out because a number of violations of environmental regulations and conservation efforts were found in the area. Furthermore, in the 2022–2024 period, mining activities in Raja Ampat will be temporarily stopped, and the government will begin to design a process for revoking permits because mining activities are considered to threaten the preservation of marine and forest ecosystems. Entering 2025, the government will officially stop the operations of PT Gag Nickel and revoke the licenses of four other mining companies, namely PT Anugerah Surya Pratama (ASP), PT Mulia Raymond Perkasa (MRP), PT Kawei Sejahtera Mining (KSM), and PT Nurham. This policy affirms the government's commitment to protecting conservation areas and ensuring that economic activities do not have a destructive impact on environmental sustainability in Raja Ampat (National Research and Innovation Agency, 2025). Deforestation and nickel mining are closely linked, although the relationship between the two is not intrinsic *Linear*. Raja Ampat as an area with high ecological value, deforestation due to nickel mining not only removes forest cover, but also impacts coastal and marine ecosystems. This condition shows that nickel mining and deforestation are intertwined.

Table 2. Nickel Mining IUP Company in Raja Ampat

Name of PT	Mining Business License (IUP)	Publisher	Year of Publication	Location	Concession Area	Licensing Status
PT MRP	Decree of the Regent of Raja Ampat No. 153 A of 2013	Regions	2013	Batang Pele Island	2,193 Ha	Revoked
PT KSM	Regent Decree No. 290 of 2013	Regions	2013	Kawe Island	5,922 Ha	Revoked
PT GAG	Decree of the Minister of Energy and Mineral Resources No. 430.K/30/DJB/2017	Center	2017	Gag Island	13,136 Ha	Active
PT ASP	Decree of the Minister of Energy and Mineral Resources No. 91201051135050013	Center	2024	Manuran Island	1,173 Ha	Revoked
PT Nurham	Decree of the Regent of Raja Ampat No. 8/1/IUP/PMDN/2025	Regions	2025	Waigeo Island	3,000 Ha	Revoked

Source: Ministry of Energy and Mineral Resources (ESDM)

Although the licenses of the four companies operating on the islands have been revoked, activists *Greenpeace* consider that the move does not fully reflect a long-term commitment to environmental protection, but rather is seen as a response to public pressure. *Greenpeace* also argues that the revocation of permits should be applied to all companies operating in the area, including areas where permits are still active such as Gag Island, along with Kawe Island and Manuran Island. According to this view, these areas are basically not suitable as mining locations because they are included in the category of small

islands as stipulated in Law Number 1 of 2014 concerning the Management of Coastal Areas and Small Islands. This reinforces the argument that the protection of small island ecosystems requires more comprehensive and consistent policies, not just partial administrative measures (Maulia et al. 2025).

Greenpeace as an international non-governmental organization plays an active role in raising the issue of environmental degradation in Raja Ampat, through various advocacy campaigns and field investigations that highlight destructive practices against tropical forests. *Greenpeace* highlighting that nickel exploitation that causes deforestation and ecosystem damage is contrary to the goals of climate change mitigation. In this context, *Greenpeace* criticizing the practice of so-called unsustainable energy transition, which is an effort towards green energy that still comes at the expense of forests, biodiversity, and local communities. In addition, nickel mining in small island areas such as Raja Ampat not only impacts forest cover loss, but also triggers sedimentation and pollution that threaten coastal and marine ecosystems, which are also a major concern *Greenpeace*. The main goal is to encourage solutions that can create an environmentally friendly and peaceful future (Greenpeace Indonesia n.d.). PT Gag Nickel is proof of the direct neglect of the marine ecosystem of Raja Ampat which is home to 75% of the world's coral reef species. Instead of revoking all nickel mining permits that endanger the ecosystem of the Raja Ampat Islands, the Ministry of Energy and Mineral Resources (EMR) has retained PT Gag Nickel which has now given the green light to resume operations in September 2025, after previously being temporarily dismissed in June 2025 (Nugraheny and Rahhma, 2025). When viewed from a legal perspective, Indonesia clearly regulates and restricts mining activities on small islands and conservation areas. Law Number 1 of 2014 concerning the Management of Coastal Areas and Small Islands clearly prohibits mining activities on small islands. Gag Island has an area of 6 thousand hectares and belongs to the category of small islands, so mining is directly against the law. According to Article 23 paragraph (2) of Law No. 1/2014, the use of small islands and surrounding waters must be prioritized for conservation, education, research, fisheries, tourism, organic agriculture, and national defense. These prioritized activities do not include mining (Sani and Syamsuddin 2025).

As an organization committed to protecting the environment, *Greenpeace* also fighting for the rights of the people of Raja Ampat. *Greenpeace* play a role in supporting local communities to defend marine ecosystems and coastal forests from mining companies through legal channels, advocacy, and public awareness raising. More than 60 thousand people who expressed their commitment *Greenpeace* to fight against all forms of mining operations in Raja Ampat and to participate in the voice through the #SaveRajaAmpat. *Greenpeace* asking the government to immediately revoke PT Gag Nickel's license, as well as stop all nickel mining and development plans in Raja Ampat. Protecting Raja Ampat means protecting the lives of the people of Papua, Indonesia, and the world (Greenpeace Indonesia, 2025). This study aims to analyze the role of *Greenpeace* in the fight against deforestation and nickel mining, especially in the effort to revoke PT Gag Nickel's business license as a measure to protect the wider environment in Raja Ampat. The formulation of the problem proposed is: how to play the role of *Greenpeace* in preventing deforestation and nickel mining in Raja Ampat?

2. LITERATURE REVIEW

A. Theoretical Framework

The theoretical framework in this study serves as a conceptual foundation that guides the analysis of *Greenpeace's* role in preventing deforestation and nickel mining in Raja Ampat. This research uses the perspective of pluralism as the main theory, supported by the role theory of NGOs (*Non-Governmental Organizations*), which together provide a comprehensive explanation of how *Greenpeace's* role in preventing deforestation and nickel mining in Raja Ampat is.

B. Pluralism Perspective

This study uses the perspective of pluralism as the main theoretical basis to analyze the role of *Greenpeace* in preventing deforestation and nickel mining in Raja Ampat. Pluralism was chosen because pluralists have the view that International Relations is not only limited to interaction between countries, but also includes interactions between individuals and groups, where the state is not the only main or sole actor. According to pluralism, the state is not always the main actor in international relations Jemadu (2008). In this perspective, the issues of International Relations have a very broad and also diverse dimension. This theory was first introduced by two prominent figures in the study of international relations, namely Robert Keohane and Joseph S. Nye, in 1977 through their seminal book entitled *Power and Interdependence: World Politics in Transition*. The presence of this theory is a form of criticism of the Realist approach which is considered to focus too much on aspects of military power and conflicts between states. Keohane and Nye emphasized that in an increasingly interdependent world, international relations are not only determined by power and security, but also by cooperation, economics, and non-state actors. Keohane and Nye introduce Complex Interdependence, a perspective that sees that countries in the modern era are interconnected through various aspects such as the economy, technology, information, and international institutions. Under these conditions, relations between countries are not always determined by military conflicts, but more often by mutual interests and cooperation. The relationship not only occurs between the government and the government, but also involves non-state actors such as international organizations, multinational corporations, and civil society. In contrast to Realism which considers security as the most important thing, this theory says that issues such as the economy, environment, technology, and social are also important and equally influential. In situations of high interdependence, the use of military force is often considered ineffective or even detrimental to all parties, making diplomacy and negotiation options more important (Keohane,Robert.; Nye, 1977).

According to Mark V. Kauppi in his book *International Relations Theory: Realism, Pluralism, Globalism, and Beyond*. Pluralism emphasizes that the international system is not only made up of countries competing for military power as emphasized by the school of realism, but also consists of many actors, many issues, and many forums of Cooperation. In a pluralist view, issues such as the economy, the environment, human rights, technology, and non-state organizations are becoming increasingly important in global politics and place pluralism as an alternative to the international system where not only security is important, but also interdependence, institutions, and normativity.

There are four basic assumptions of pluralism according to Cowboy (2007), namely:

- Non-state actors are entities that play an important role in International Relations, such as International Organizations both governmental and non-governmental, transnational actors, groups and even individuals.
- The state is not a single actor, but there are other actors, namely individuals, interest groups, and bureaucrats.
- Contrary to the assumption of realism that states the state as a rational actor, pluralists consider that decision-making by a state is not always based on rational considerations, but for the sake of certain interests.
- The problems in International Politics are widespread. The problems that arise no longer focus on *power* or *national security*, but develop and expand on social, economic, environmental, and other problems.

C. Theory of the Role of NGOs (Non-Governmental Organizations)

In this study, the role of NGOs will be used to analyze the role of Greenpeace as a non-governmental organization in influencing the Indonesian government's policies related to deforestation and nickel mining in Raja Ampat. This theory describes social, cultural, and ideological processes that involve relationships, interactions, and creating connections for social change (Casinader 2017). NGO Theory (*Non-Governmental Organization*) is one of the most actively involved non-state actors in social activities, and began to be considered *seius* by scholars of international relations in the 1990s (Stroup, 2022). The beginning of the emergence of NGOs began since the establishment of the United Nations in 1945. The existence of NGOs has been regulated in the UN Charter Article 71 Chapter 10 regarding the consultative role of non-governmental organizations (Umam n.d.). The role of NGOs is increasingly considered important, after the recognition of the existence of NGOs in international relations by the United Nations. The presence of NGOs in the international world is increasingly accepted because it is considered more effective in providing and distributing aid than other government organizations. NGOs have a fairly complex system and have certain goals and interests. *Greenpeace as an international environmental organization has a structure consisting of 25 regional/national organization branches in more than 55 countries, and operates independently but remains supervised by Greenpeace International* (Greenpeace International, 2024).

David Lewis (2009), mentioned in his book entitled *Non-Governmental Organization and Development*, that an NGO can be defined as an organization that is concerned with the promotion of social, political or economic change, and an agenda that is usually tied to the concept of development. NGOs are institutions involved in work related to the field of development or humanitarian activities at the national and international levels, David Lewis groups the role of NGOs into three main groups, namely as *Implementers*, *Catalyst*, and *Partner*.

- *Implementers*: This role plays a role in carrying out various activities and services to support sectors such as health, education, security, job training, human rights support, and emergency management of natural disasters carried out by NGOs that focus on providing goods or services to groups. NGOs become actors in the management of resources in the field directly or indirectly to provide forms of services to the community that cannot be overcome by the government or the private sector, many NGOs play a role in this implementation choosing to work with the government to strengthen the overall provision of services that are needed through a community approach.

- *Catalysis*: This role is the second role played by NGOs to drive social and political change through advocacy, education, and awareness-raising. The ability of NGOs to inspire and change the mindset of other actors to implement innovations and new solutions related to complex social challenges, NGOs not only bring certain issues to global attention but also facilitate dialogue, encourage and mobilize the involvement of various stakeholders.
- *Partner*: As a *partner*, this role refers to an agreed relationship between two or more institutions, NGOs collaborating with governments, the private sector, or international donors to achieve a common goal. NGOs play a supporting or complementary role that strengthens the effectiveness of existing policies or programs. Partnerships involve various roles, responsibility, risk-sharing, and working on common goals, with a focus on addressing specific issues where government policies are not going well.

David Lewis Theories (2009), shows that the role of NGOs is not limited to one aspect only, but includes a more comprehensive function in supporting social and environmental change. Function *Implementation*, *Catalyst*, and *Partners* who are running *Greenpeace* make an important contribution to efforts to prevent deforestation and nickel mining in Raja Ampat.

3. METHODOLOGY

A. Types of Research

This study uses a descriptive qualitative method approach, which means that the data produced is a set of words and not numbers that agree to explore the role of *Greenpeace* in preventing deforestation and nickel mining in Raja Ampat. This qualitative research with a descriptive method focuses on social phenomena and problems used to build knowledge through descriptions and findings. Qualitative research methods are ways to give meaning or interpretation to a phenomenon or phenomenon, both for the individual who performs the action and the results it causes. Of course, different data collection techniques are needed to understand a phenomenon in depth than quantitative research techniques. Qualitative research methods rely on in-depth interviews, participant observations, and group discussions with natural backgrounds, while quantitative research methods rely on questionnaires, tests, measurements, and documentation (Saleh, 2017).

B. Data Types and Sources

This research uses secondary data, namely data that has been previously collected by other parties and reused to answer different research questions through journals, books, written reports, and documents related to research topics, especially related to deforestation and nickel mining in Raja Ampat. Secondary data is data or information that was previously collected and sought by researchers to meet the research data needs. Researchers will obtain data through literature reviews or literature studies. After obtaining the data, the researcher will conduct an analysis of the research guidelines related to the phenomenon being researched (Tineges, 2021).

C. Data Collection Techniques

Data collection is carried out through library *research*, which is a method of collecting data by utilizing written sources such as scientific journals, official reports, policy documents, and the websites of relevant official institutions. This method allows researchers to collect data from various national and international references, the data that has been obtained, and then processed to explain the role of *Greenpeace* in preventing deforestation and nickel mining in Raja Ampat.

D. Data Analysis Techniques

Data analysis is carried out using an inductive qualitative approach, namely by interpreting non-numerical data from various literature sources into meaningful information that can be used as a basis for drawing conclusions. This approach was chosen because it is in accordance with the nature of research that is contextual and multidimensional, where building a deeper and more comprehensive understanding of environmental phenomena becomes meaningful information and can be used as a basis for further research development.

4. RESULTS AND DISCUSSION

A. The Role of Greenpeace as an NGO in Preventing Deforestation and Nickel Mining in Raja Ampat

1. Conducting Investigations and Mapping

Greenpeace presents its findings in the form of thematic maps, infographics, photographic documentation, and analysis reports that are accessible to the public. This investigation not only aims to convey information, but also to increase transparency and public awareness of the threats faced by the Raja Ampat area. Field investigations are carried out to verify the data that has been obtained through initial analysis. In the process, the team *Greenpeace* Descend directly to the site to document actual conditions, such as forest clearing, land degradation, and the impact of mining activities on coastal and marine ecosystems. In addition, the investigation also includes gathering information from local communities to understand the social and economic impacts posed by mining activities. Through the combination of scientific data and field findings, Greenpeace is able to produce stronger, comprehensive, and credible evidence as the basis for environmental advocacy (Greenpeace Indonesia, 2025).

Figure 3. Manuran Island Region



Sources: *Greenpeace Indonesia* (2025)

Mining on the island began in 2006 but stopped around 2014. After a long period of inactivity, in 2024 there are signs of new activity in this concession, which continues until the first half of 2025. These activities include road repairs and accommodation, although reports from locals indicate that mining itself has not resumed. As of June 5, 2025, Tempo reported that the Ministry of Environment has taken steps to stop this activity, and has also taken action to suspend other mining in Raja Ampat (Tempo.co, 2025). Manuran Island has an area of 751.01 hectares and is included in the category of small islands according to the classification of the Government of Indonesia. The area of mining concessions was recorded at 1,173 hectares. In addition, deforestation which has reached 156 hectares shows that extractive activities have had a real impact on forest cover and ecosystem balance on the island.

Mining activities on Manuran Island are carried out by PT Anugerah Surya Pratama which started operating since the end of 2006. From 2024 to 2025, there are indications of activities that are still ongoing, including the construction of new buildings and the presence of excavators at the site. Mining on Manuran Island has previously sparked protests from the local community. One of the locals reportedly told *The Sydney Morning Herald* In a 2011 investigation, that "mine waste is damaging coastal areas and covering coral reefs." An analysis of satellite imagery from 2024 conducted by Greenpeace identified the presence of cloudy blobs in the waters around Manuran Island caused by surface runoff after rain (Greenpeace Indonesia, 2025).

Figure 4. GAG Island Region



Sources: *Greenpeace Indonesia (2025)*

This mining concession was previously owned by *BHP Billiton*, which withdrew in 2008 before the mine was developed, following a campaign of opposition to the project (Earth, 2008). The current concessionaire, PT Gag Nikel, is a subsidiary of PT Aneka Tambang (PT Antam), a company established by the Indonesian government (Greenpeace Indonesia, 2025). During the visit in May 2025, the team *Greenpeace* found the existence of barges and tugboats that were docked, excavators and a number of trucks that passed by on the winding hilly road. From the sea surface near the pier owned by PT Gag Nikel, the island appears green at first glance, but the footage *Drone* from above clearly shows the cleared forest (Greenpeace Indonesia, 2025). Gag Island has an area of 6,040 hectares and is included in the category of small islands according to the classification of the Government of Indonesia. The area of the mining concession reaches 13,128 hectares, Exploitation activities on Gag Island began operating since the end of 2017.

Unlike several other mining locations whose operational status is unclear, mining activities on Gag Island are still ongoing. This shows that nickel exploitation in the region is still actively running even though it is in small island areas and protected forest areas. Mapping analysis conducted by Greenpeace shows that since nickel mining began on the island, 309 hectares of deforestation have occurred to date (Herin, 2022). Increasing media attention on the issue of nickel mining in Raja Ampat, on June 5, 2025 Minister of Energy and Mineral Resources Bahlil Lahadalia announced that the Government would have PT Gag Nickel's mining operations "temporarily" stopped while waiting for a field inspection, then made a brief visit to Gag Island on June 7, 2025, before announcing that his team had found no problems and saw no evidence of sedimentation in the water near the operation (Setiawan, 2025). Separately, Environment and Forestry Minister Hanif Faisol also announced the suspension of operations of PT Gag Nickel and other active concessions in Raja Ampat, and hinted that the permits could be revoked. However, three days later Hanif said that "the level of pollution (in Raja Ampat) that is visible to the eye is hardly too serious", although he himself has not carried out a field check (CNN Indonesia, 2025).

Figure 5. Kawe Island Region



Sources: *Greenpeace Indonesia (2025)*

Kawe Island is widely known for its rich marine biodiversity and the existence of a number of popular dive sites in Raja Ampat, including *Black Rock Dive Site* and *Equator Dive Site* (Lindbloom, 2017). Kawe Island has an area of 4,561 hectares and is included in the category of small islands according to the classification of the Government of Indonesia. The area of mining concessions reaches 5,922 hectares, the deforestation rate of Kawe Island which reaches 85 hectares indicates that mining activities have had an impact on the island's forest cover. Mining activities on Kawe Island are carried out by PT Kawei Sejahtera Mining. Commercial mining began in 2008, was briefly stopped, then resumed operations in 2023, which shows the sustainability of the importance of nickel resource exploitation in the region that is still ongoing. In February and May 2025, staff *Greenpeace* held a meeting with a number of local community members who reported increasing difficulties in carrying out fishing activities. These difficulties are attributed to limited access to docks used by nickel companies, as well as increased sedimentation in the waters (Greenpeace Indonesia, 2025). On June 5, 2025, Tempo media reported that the Ministry of Environment had suspended mining activities on Kakawe Island, along with the temporary suspension of other active mining operations in Raja Ampat. This step was taken in response to the findings of indications of environmental violations and is part of the monitoring and enforcement efforts of mining activities in small island areas that have high ecological sensitivity. The suspension policy also reflects the country's

growing attention to the potential ecological impacts of nickel mining, as well as signaling public and institutional pressure to evaluate the sustainability of mining operations in the region (Tempo.co 2025).

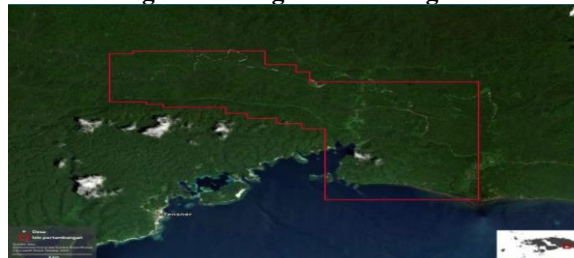
Figure 6. Manyaifun Island and Batang Pele Island Areas



Sources: *Greenpeace Indonesia (2025)*

ManyaiFun Island and Batang Pele Island have an area of 1,373 hectares and are included in the category of small islands according to the classification of the Government of Indonesia. The area of mining concessions was recorded at 2,193 hectares, which shows that the scope of mining permits exceeds the island's land area. Although deforestation has not been recorded to date, this condition does not necessarily negate the potential ecological threat, especially since the two islands are within the UNESCO area *Global Geopark*. The mining license in this area is owned by PT Mulia Raymond Perkasa. Although active mining activities have not yet taken place, the development of *base camp* has been carried out since March 2025, which indicates the initial stages of preparation for mining operations. When the team *Greenpeace* Visiting ManyaiFun Island and Batang Pele Island, a number of blue tents were found erected in the middle of a dense forested area. Through monitoring using drone cameras, the team also observed the presence of a number of people in the area who appeared to be at the location as if they were guarding. In the center of the camp, a pile of materials can be seen covered with tarpaulins, which indicates that there are logistical preparation activities at the location. Based on the field findings, the materials and the presence of personnel in the area are suspected to be related to preparations for nickel mining activities. These findings show early indications of the opening of extractive activities in areas of high ecological sensitivity, while reinforcing concerns about the potential expansion of mining operations to other small islands in Raja Ampat (Greenpeace Indonesia, 2025).

Figure 7. Waigeo Island Region



Sources: *Greenpeace Indonesia (2025)*

Waigeo Island is the largest of the four main islands that make up the Raja Ampat Islands cluster and has a strategic position both ecologically, geographically, and socio-economically in the region. As one of the main islands in Raja Ampat, Waigeo serves as an important center for the sustainability of terrestrial and marine ecosystems (Wikipedia contributors n.d.). Waigeo Island has a mining concession area of 3,000 hectares, which shows that there has been no direct impact in the form of forest clearing due to mining activities. The mining license on Waigeo Island is owned by PT Nurham, but mining activities are recorded as not yet taking place. This condition shows that despite the concession permit, the direct ecological pressure due to mining operations has not yet occurred. This is also reflected in the absence of identified deforestation in the region. Waigeo Island is also part of the area affected by the debate over the expansion of nickel mining in Raja Ampat. Although the focus of mining operations is currently on Gag Island, this issue further confirms Waigeo's position as an important area to be guarded from extractive pressure. This is because ecological damage to the surrounding islands has the potential to affect the connectivity of ecosystems in the region, including coastal and marine habitats that support Waigeo's biodiversity. The Greenpeace report states that up to 8,775 hectares of natural forests are at risk if all mining concessions are fully developed (Greenpeace Indonesia, 2025).

Greenpeace's insistence comes in line with the fact that four of the five corporate permit areas are located within the Raja Ampat UNESCO Geopark area, namely Batang Pele Island, Kawe, Manuran, and Waigeo. Not only Greenpeace, but various circles also urged the government to revoke permits and take firm action against companies that have caused ecological damage in the Raja Ampat area. Without strict oversight and adequate recovery efforts to regenerate environmental damage, the revocation of mining permits for four companies could not necessarily restore hundreds of hectares of deforestation in Raja Ampat. Based on satellite image analysis in 2025, a number of areas within the mining permit area have been identified as having experienced forest cover loss. Estimated land cover shows deforestation in several areas where permits have been revoked, including on Manuran Island and Kakawe. Manuran Island is recorded to have a deforestation area of around 168.2 hectares, while Kawe Island is estimated to reach 100.8 hectares. In addition, Gag Island is also recorded to have around 337.9 hectares of land that has been deforested with the status of permits still active (Maulia et al. 2025).

2. #SaveRajaAmpat Campaign

Through #SaveRajaAmpat campaign, Greenpeace raises public awareness both nationally and internationally about the threat of deforestation and nickel mining. This campaign is usually carried out through petitions, peaceful actions, and collaboration with the media, so as to build social pressure on the government and corporations. #SaveRajaAmpat campaign is seen as tangible evidence that civil society mobilization can be an important force in driving policy change and environmental protection. The campaign shows that as people continue to speak up and build collective solidarity, public pressure can contribute to the birth of change. Greenpeace Indonesia also appreciates the public participation that has been involved through support for the hashtag #SaveRajaAmpat as well as the more than 60,000 people who signed the petition, as a form of social support that strengthens the movement to protect Raja Ampat. Greenpeace Indonesia invites the public to continue to monitor the government's steps, especially in ensuring restoration efforts for areas that have been

damaged by mining so that they can be restored to their ecological function (Greenpeace Indonesia, 2025).

The revocation of these four IUPs is seen as a positive development as well as an important step towards a more comprehensive and permanent protection for Raja Ampat from the expansion of the nickel industry which is considered to threaten the preservation of the environment and people's living space. The policy also reflects a response to growing public pressure and demands for ecological protection in the region. Greenpeace Indonesia appreciates the decision as a positive first step, but still emphasizes the importance of issuing official decrees from the government that can be accessed and reviewed openly by the public as a form of policy transparency. After a #SaveRajaAmpat campaign that received widespread public support, Greenpeace Indonesia launched a report that revealed the nickel mining plan in Raja Ampat in its entirety. This report reveals how the threat of nickel mining still lurks in an important conservation area in Raja Ampat. Greenpeace Indonesia continues to demand full and permanent protection for the entire Raja Ampat ecosystem through the revocation of all mining permits, both active and inactive. Through the use of the hashtag #SaveRajaAmpat, Greenpeace succeeded in raising local issues to global attention, while emphasizing that environmental damage in Raja Ampat is not only a regional problem, but part of a broader global environmental crisis.

3. Advocacy with the Government

On June 3, 2025 in Jakarta, activists *Greenpeace* Indonesia together with four young Papuans from Raja Ampat held a peaceful action as a form of public advocacy to the Government to voice the negative impact of nickel mining and downstream on the environment and local communities. The action took place to coincide with Arief Havas Oegroseno's speech at the forum *Indonesia Critical Minerals Conference 2025* in Jakarta. In the action, the activists flew banners with the words "*What's the True Cost of Your Nickel?*" and unfurling banners with messages "*Nickel Mines Destroy Lives*" and "*Save Raja Ampat from Nickel Mining*" As a form of criticism of the socio-ecological impact of the nickel industry. This action represents Greenpeace's peace campaign strategy that combines non-violent direct action with visual symbols to draw the attention of the public, media, and policymakers to the issue of environmental degradation in Raja Ampat (Greenpeace Indonesia, 2025). Not only in the conference room, activists *Greenpeace* Indonesia and Papuan youth also continued the peaceful action in the exhibition area outside the conference room.

In the action, the participants delivered speeches and displayed posters as part of the public protest and advocacy expression. The speeches are voiced through narratives such as "*Save Raja Ampat! Papua is not an empty land!*" and unfurled a number of banners with messages such as "*What's the True Cost of Your Nickel*", "*Nickel Mines Destroy Lives*", and "*Save Raja Ampat the Last Paradise*", which are installed between the exhibition booths and visible to visitors. The presence of these messages in the exhibition hall shows a campaign strategy that not only targets formal policy forums, but also public spaces attended by industry players, investors, and the wider community, so that the issue of the impact of nickel mining in Raja Ampat can receive wider attention. This action also reflects the use of a non-violent creative confrontation approach that characterizes Greenpeace's campaign in building public pressure on environmental issues (Saputera, 2025).

Greenpeace actively conducts dialogue and hearings with government agencies to deliver policy recommendations. In these forums, Greenpeace emphasized the importance of protecting areas with high biodiversity such as Raja Ampat, as well as the need to apply the principle of prudence in granting mining permits. This advocacy also includes pushing for the government to strengthen environmental regulations, increase the transparency of permits, and ensure strict oversight of industrial activities. Greenpeace Indonesia urges the government to review the nickel industrialization policy which is considered to have raised various ecological and social problems. Greenpeace's advocacy shows that the role of non-governmental organizations is not only as a critic, but also as a strategic partner in pushing for more sustainable policies. Through a combination of scientific data, constructive dialogue, and public pressure, Greenpeace seeks to ensure that the government takes the right steps to protect Raja Ampat from the threat of deforestation and nickel mining, while maintaining environmental sustainability for future generations.

4. Implementing Information Politics

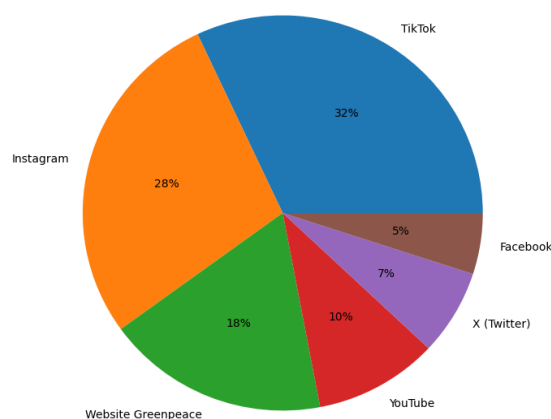
On September 7, 2025, Greenpeace Southeast Asia brought the #SaveRajaAmpat campaign narrative to the forum *United Nations*, precisely at a meeting of ministers and policy makers in the Asia Pacific region in the environment sector at the end of August. The presence of the Raja Ampat issue in this multilateral forum demonstrates Greenpeace's internationalization efforts, by raising the issue of nickel mining not only as a domestic issue in Indonesia, but also as part of the global debate on ecological justice and critical mineral governance. At the forum, Greenpeace's Southeast Asia delegation urged governments of Asia Pacific countries to discuss the importance of responsible mineral governance, especially for commodities that are seen as strategic in the energy transition such as nickel, cobalt, and lithium. Greenpeace emphasizes that the increasing demand for these minerals needs to be balanced with a guiding framework that strictly regulates environmental protection and human rights obligations in the mineral supply chain (Greenpeace Indonesia, 2025). The forum, which was organized by *United Nations Environment Programme (UNEP)* together *Ministry of Environment and Climate Change Fiji*, is a multilateral space that brings together governments, intergovernmental organizations, and various stakeholders in the Asia-Pacific region to discuss environmental issues and the climate crisis. The forum not only serves as a regional dialogue space, but also as an important avenue to bring environmental issues in the Asia Pacific, including the Raja Ampat protection narrative, to the level of the global policy agenda. Greenpeace Indonesia revealed the threat of nickel mining that is considered to endanger Raja Ampat, an area that is often dubbed as the "last paradise on Earth" because of its biodiversity value and ecological significance. Through the campaign, Greenpeace highlighted that nickel mining activities have triggered a variety of ecological impacts, including deforestation, sedimentation, and pollution that have the potential to damage coral reefs and other marine ecosystems that are the foundation of the region's biodiversity. In addition to the impact on the marine environment, mining activities are also seen as causing damage to terrestrial habitats and increasing pressure on the ecosystems of vulnerable small islands. Greenpeace also emphasized that this issue is not only related to environmental degradation, but also intersects with social justice issues, especially related to long-standing violations of the rights of indigenous Papuan peoples.

Greenpeace encourages member states to designate areas of high cultural importance, such as indigenous peoples' territories and UNESCO world heritage sites, as zones free from mineral mining activities. This push places mineral governance within the framework of ecological justice that not only considers the needs of the energy transition, but also the protection of rights and high-value conservation areas. The UNESCO report shows that there is an overlap between oil, gas and mineral mining concessions and the area of a world heritage site. According to the report, about one-third of world heritage sites are known to be burdened with mining permits, while in the Asia Pacific region the figure is even higher, with 42% of the 84 world heritage sites having extractive permits. Greenpeace Southeast Asia also urges that the impact of military invasions and armed conflicts on the environment be also discussed at the UNEA forum in Kenya. In Greenpeace's view, the pressure for a ceasefire and peace needs to be integrated with the agenda of environmental restoration and resilience building for countries and communities affected by conflict (Greenpeace Indonesia, 2025).

5. Education for the Community Through Social Media

Greenpeace Indonesia builds public understanding of various forms of environmental damage, actively disseminating education and information through digital campaigns such as *Instagram*, *Facebook*, *Twitter (X)*, *TikTok*, *YouTube*, and *Website Greenpeace*. Greenpeace delivers this education through informative and easy-to-understand content, such as infographics, short videos, animations, and data-driven explanations. This content is designed to explain complex issues such as the impact of nickel mining on forests and marine ecosystems in a simple yet scientifically accurate form. This interaction creates a space for dialogue between organizations and communities, while strengthening a sense of public ownership of environmental issues (Fadhilurrahman, 2021). Greenpeace Indonesia also shows that the use of educational content on social media contributes to increasing environmental awareness and encouraging the formation of pro-environmental behaviors, especially among young audiences (Rafa et al., 2025).

Figure 8. The Influence of Digital Platforms in the Raja Ampat Conflict



Source: *Researcher's Preparation Based on Greenpeace Social Media Data (2026)*

TikTok and Instagram are social media that are considered the most influential in Greenpeace's digital education. Based on the number of followers on various digital platforms, Greenpeace Indonesia has a large audience in supporting environmental advocacy, including on the issue of deforestation and nickel mining in Raja Ampat. Instagram is recorded as the platform with the largest audience base, with around 1.1 million followers, making it a powerful medium for information dissemination, public education, and long-term engagement building. This large audience base strengthens Instagram's function as a strategic communication space in building public awareness in a sustainable manner. Meanwhile, Greenpeace Indonesia's TikTok account has around 186 thousand followers with a total of around 7.5 million likes, which shows the high level of interaction and potential virality of content, even though the number of followers is smaller than Instagram. TikTok shows a more dominant role in the mobilization of public opinion and the rapid dissemination of campaigns, while Instagram functions more as an instrument of education and the building of long-term advocacy support. TikTok plays a dominant role in mobilizing public opinion and increasing political pressure through the virality of #SaveRajaAmpat campaigns, especially through the character of the platform that allows the rapid and massive dissemination of messages. On the other hand, Instagram tends to be more effective as an instrument of public education and the development of long-term advocacy engagement, through the distribution of informative content, campaign visuals, and more sustainable interaction with audiences (Putro et al., 2025).

6. Greenpeace's Collaboration with Other Environmental NGOs

Greenpeace has partnerships with various environmental organisations. The people of Raja Ampat are supported by a number of environmental organizations such as the Indonesian Forum for the Environment (WALHI) and community organizations such as the Raja Ampat Guard Alliance (ALJARA), the Fellowship of Churches in Indonesia (PGI), the Ministry of Maritime Affairs and Fisheries (KKP), the Papua Turtle Foundation (YPP), and a number of *public figure* loudly voiced #SaveRajaAmpat on social media to raise public awareness as a form of resistance to deforestation and nickel mining with efforts to revoke PT Gag Nickel's operating business license supported by *Greenpeace* as a transnational actor. *Greenpeace*, is a non-governmental organization that uses confrontational, creative, and non-violent actions to uncover global environmental issues. *Greenpeace* It is widely known as an environmental organization focused on climate change and forest protection, but its involvement in nickel mining issues remains of strong relevance. (Greenpeace Indonesia n.d.).

WALHI as the largest environmental organization in Indonesia plays a role in policy advocacy and legal assistance. WALHI is often at the forefront of suing policies or permits that damage the environment, as well as strengthening the position of affected communities through legal channels and national campaigns. Cooperation is also manifested in the form of data exchange and research results between organizations. Greenpeace is sharing the findings of investigations related to nickel mining and deforestation with other NGOs to strengthen its advocacy database. This integrated data is important in building strong, evidence-based arguments when facing policy processes or when presenting demands to the government (Greenpeace, 2025). Organizations such as Mongabay Indonesia, People's Coalition (KIARA), Mining Advocacy Network (JATAM). In the context of inter-agency cooperation, the

involvement of these organizations shows that Greenpeace operates within a broader advocacy network, where knowledge production, policy criticism, and public pressure are built together. WALHI's criticism of PT Gag Nickel's decision to retain the IUP as a half-hearted stance, as well as Greenpeace's concerns about the possibility that the revoked permit could be reissued, point to a common position among the organizations in pushing for permanent protection for Raja Ampat (Alexander, 2025).

The cooperation through the formation of an advocacy coalition was first carried out with civil society groups such as the Raja Ampat Nature Guard Alliance (ALJARA), which brought together Greenpeace with indigenous communities, local tourism groups, environmental activists, and other civil society networks in a front against the nickel mine in Raja Ampat which strengthened Greenpeace's position not as an external actor speaking on behalf of the local community. rather, as part of a collective movement that articulates ecological and social interests (Samperante; Santioso et al., 2025). Through collaboration with these organizations, Greenpeace is able to build a more comprehensive approach combining scientific research, legal advocacy, public campaigns, and strengthening local communities. The collaboration between Greenpeace and other environmental NGOs shows that environmental protection is a responsibility that requires the synergy of various parties. Through structured and sustainable collaboration, efforts to prevent deforestation and nickel mining in Raja Ampat can be carried out more effectively and effectively. This collaboration not only strengthens the advocacy position, but also creates a more solid social movement in encouraging the realization of fair and sustainable environmental governance.

5. CONCLUSION

This study shows that Greenpeace has a significant role as a transnational actor in efforts to prevent deforestation and nickel mining in Raja Ampat. This role is not only seen through environmental campaigns, but also through various advocacy strategies that are carried out systematically, ranging from investigation and mapping of mining areas, mobilization of public opinion through #SaveRajaAmpat campaigns, advocacy to the government, implementation of information politics, public education through social media, to building cooperation with other environmental organizations. These various strategies show that Greenpeace not only acts as a campaign organization, but also as an advocacy actor that seeks to influence policies, build public awareness, and strengthen political pressure on environmental protection issues in Raja Ampat. This research shows that the role of Greenpeace can be said to be quite effective in encouraging national and international attention to the threat of deforestation and nickel mining in Raja Ampat. Although not all mining permit revocations are carried out, this effectiveness is reflected in the increasing public pressure on the government, the widespread resonance of #SaveRajaAmpat campaigns, and the existence of policy responses in the form of evaluations and revocations of a number of mining permits.

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