

## Implementation of the Program to Prevent Early Potential Social Conflicts in the Agency of National Unity and Politics of East Java Province

Gina Arini Hidayati<sup>1\*</sup>, Suci Megawati<sup>2</sup>, Nashatul Afrina Binti Rusli<sup>3</sup>

<sup>1,2</sup>Universitas Negeri Surabaya, Indonesia

<sup>3</sup>Universiti Teknologi MARA, Malaysia

\*Corresponding Author: [gina.21151@mhs.unesa.ac.id](mailto:gina.21151@mhs.unesa.ac.id)

### ABSTRACT

This study aims to analyze the effectiveness of the implementation of the Early Prevention of Potential Social Conflict Program in East Java Province using the Van Meter and Van Horn Policy Implementation Model. The main focus of the study includes five key variables: policy standards and objectives, resources, inter-organizational communication, economic, social, political conditions, and the disposition of implementers. This research uses a qualitative approach through in-depth interviews, observations, and documentation studies on the East Java Bakesbangpol and conflict management support forums. Data analysis was carried out using Miles and Huberman's interactive analysis technique. The results of the study show that normatively policy standards and objectives have been clearly formulated through a strong legal foundation; However, translation at the district/city level still varies, causing implementation gaps. Human resources and budgets are relatively adequate, but the competence and consistency of implementers are not evenly distributed. Communication mechanisms between organizations are formal but not fully effective due to information delays and sectoral egos. Social, economic, and political conditions in East Java are generally conducive, although there are vulnerable areas that demand a faster response. The willingness of the implementers shows a positive commitment, but the success of the program is greatly influenced by the attitude of regional leaders. Overall, policy implementation is going quite well, but it still requires strengthening coordination, standardizing policy understanding, and increasing implementation capacity. These findings are expected to be a reference for local governments in formulating strategies for handling social conflicts that are more adaptive, responsive, and based on multi-stakeholder collaboration.

**Keywords:** Policy Implementation; Handling Of Social Conflicts; Inter-Institutional Coordination; Implementer Disposition; Socio-Political Stability.

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### INTRODUCTION

Social changes in the very basics of social life occur in the principles and mindsets that govern it, which require the attention, care, and vigilance of all citizens and state administrators. As in Indonesia, the ideology of Pancasila is the foundation of life; therefore, the lives of Indonesian citizens depend on its values in daily life. Security and public order issues are also a particular concern for Indonesia in the current era of reform and democracy. The security sector demands a shared responsibility that affects all components

of the nation and requires their management. Talking about social life cannot be separated from the social symptoms that often occur, which can cause social conflicts in people's lives. According to (Law No.7 of 2012), conflict is a violent feud and/or physical clash between two or more groups of people that lasts for a certain time and has a wide impact that results in insecurity and social disintegration, so as to disrupt national stability and hinder national development. The existence of national conflicts is interpreted as a situation that can hinder development and social change. This is because conflicts in Indonesia always cause chaos, violence, and lead to the fall of many victims, so that there are always various efforts from the government and the community to neutralise conflict problems in various ways.

The background of the conflict must be highly diverse, given that Indonesia, as a country with diverse ethnicities, races, religions and beliefs, languages, customs, political ideologies and interests, is highly vulnerable to social conflicts. According to (Ali in Wahyudi, 2021:2) there are at least five cases of the worst social conflicts in Indonesia, namely the conflict between Muslims and Christians in Maluku, the Dayak and Madurese ethnic conflicts in Sampit Central Kalimantan and Sambas West Kalimantan, the violence experienced by ethnic Chinese in Jakarta during the reforms, massacres and expulsions Background of the Problem Problem Formulation Problem General view on the Conflict Introduction Introduction of 3 Ahmadiyya groups in Mataram and the massacre Hindu groups in Lampung. Seeing this reality, most conflicts in Indonesia stem from cultural, religious, and ideological differences among parties, leading to social conflict. Conflict can be unnatural if it has caused many losses or resulted in many human casualties (death, disability, loss of affection, loss of social relationships, loss of housing), destruction as a physical means and social values (Alwi, 2018).

The role of the government in the existence of government conflicts must involve various circles, both the community, police and military officials, social and religious organisations, in order to get accurate information in every conflict prevention effort, because they are the ones who are generally in the grassroots realm and understand the roots of conflict. The government must also make these groups aware that they all have the same potential to experience social conflict. With this awareness, it is hoped that they will work hand in hand to prevent conflicts from the earliest age. The government builds an institutional system to handle social conflicts in accordance with the law. Preventing conflicts by maintaining peaceful conditions in the community, developing a peaceful settlement system, mitigating potential conflicts and building an early warning system. Handling the conflict can involve religious leaders, traditional leaders, and other elements of society, who jointly unite around a vision and mission to address it. Conflict prevention is essential because it involves many parties, especially the government and the community, to reduce the impact if the conflict occurs.

The Agency for National and Political Unity (Bakesbangpol) has duties as the Provincial Government of East Java in the field of National Unity and Politics, as well as the task of deconcentration delegated by the Government. The Agency for National Unity and Politics of East Java Province is the eyes and ears of the Governor, led by the Head of the Agency, who is under the Governor's responsibility through the Regional Secretary. Within the East Java Provincial National and Political Unity Agency, there are various fields, including the National Vigilance and Conflict Handling Sector. In the field of National Vigilance and Conflict Management, it oversees sub-choirs and functional positions. In the Field of Vigilance, it has duties and functions that are guided by the legal basis of the Regulation of the Governor of East Java Number 76 of 2021 concerning the position, organizational structure, description of duties and functions as well as work procedures of the National Unity and Political Agency of East Java Province related to the implementation of the preparation of work programs, coordination and synchronization, and the implementation of monitoring, evaluation, and reporting in the field of early vigilance, intelligence cooperation, monitoring of foreigners, foreign workers and foreign institutions.

border vigilance between countries, institutional facilitation in the field of vigilance and conflict management in the Province.

The Role of Bakesbangpol Prov. East Java, in the prevention of social conflicts, is not based on just one factor, but is also strengthened on the basis of the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 42 of 2015 Article 14, which states that for handling social conflicts at the provincial level, form an integrated team with the task of carrying out prevention efforts through an early warning system. The Agency for National Unity and Politics of East Java Province itself is at the provincial level; the integrated team for handling social conflicts at the Provincial level is assisted by the secretariat in the Agency's work unit. The early warning system in question includes early detection and early prevention programs of potential social conflicts in the following ways:

- Coordinating, directing, controlling, and supervising conflict handling at the provincial scale,
- Mapping of potential conflict areas and conflict areas,
- Respond quickly and peacefully to all problems that have the potential to cause conflict, and provide the public with information about conflicts and the efforts to address them.

In East Java Province, the most reported incidents are economic, socio-cultural, and political conflicts. An example of an economic conflict that occurs in Surabaya is entrepreneurs whose income is decreasing, so that they carry out large layoffs and then, related to the number of unemployed, in addition to conflicts regarding land disputes between PT Titis Rejeki and residents of RW.03 Kalisari Damen Village, Kalisari Village, it is suspected that currently, part of the conflict land is rented by residents to traders. Examples of socio-cultural conflicts in Magetan include the dualism in the management of the Magetan Branch PSHT and the presence of foreigners who conduct Ramadan safari tours in several regions, including Magetan. Therefore, the local government, through the East Java Provincial National Unity and Political Agency, a subdivision of National Vigilance and Conflict Handling, seeks to increase regional vigilance in conflict prevention by implementing an effective Early Prevention of Social Conflict program in East Java Province. With the hope that the East Java Provincial Bakesbangpol can build synergy in an effort to increase awareness of the threat of radical organisations, kamtibmas disturbances, as an effort to prevent social conflicts in the region, every incident that has the potential to become an open conflict can be followed up quickly. With the apparatus and the ranks of related agencies, strategic steps can be taken to reduce these incidents and maintain the East Java region's conduciveness.

In the implementation of the early detection and early prevention program of potential social conflicts, coordination is carried out involving many parties, including the General Election Supervisory Agency (BAWASLU), the Military Regional Command (KODAM), Regencies/Cities, Special Detachment 88 (DENSUS 88), the Indonesian National Police (POLRI) and the Integrated Conflict Management Team. However, during coordination to achieve the goal of early prevention of social conflicts, obstacles were encountered that led to fatal consequences in implementing the program. There are problems with the delivery of information and with resources that are less cooperative in carrying out their duties. Seeing the working conditions that involve many parties is indeed inevitable due to differences in orientation; the challenge is how to unite around a common goal.

In implementing programs to prevent potential social conflicts in East Java province, there are still complex problems with the execution of tasks outlined in regulations. Problems in implementing early prevention policies to address potential social conflicts, such as uncooperative resource providers, late and inaccurate information delivery, self-sectoral

regional stakeholders, turnover of employees who are not in accordance with their abilities, and districts/cities with ambiguous information.

The handling of social conflicts by local governments must certainly be carried out optimally. The handling carried out so far is still seen as only extinguishing fires; on the one hand, the root of the problem of social conflict has received little attention from the local government. The lack of attention to the roots of the conflict can be caused by a lack of resources, both human resources and funding sources, and even related to the absence of a clear Standard Operating Procedure (SOP) for the Government as a guide to act. However, in reality, conflicts still often occur and even cause losses that affect the surrounding community. This raises the question of whether the Early Prevention of Social Conflict program is not well realised in efforts to prevent and handle conflicts.

## **METHOD**

This study uses a descriptive, qualitative approach to describe the implementation of the Early Prevention of Social Conflict Program at the Agency for National and Political Unity (Bakesbangpol) of East Java Province. The research was conducted at the East Java Provincial Bakesbangpol office on Jl. Putat Indah No. 1, Surabaya City, because this institution is part of the integrated team for handling social conflicts, as stipulated in Permendagri Number 42 of 2015. The focus of the research is set to limit the scope of the study and is directed at the implementation of policies based on the theory of Van Meter and Van Horn, which includes aspects of communication between organisations, policy standards and objectives, characteristics of implementing agents, social, economic, and political conditions of policy objects, and the tendency or disposition of implementers. The research subjects consist of officials and employees in the National Vigilance and Conflict Management Sector, as the person in charge of the program. Research data sources include primary data from direct interviews and secondary data from institutional documents, literature, and related archives.

Data collection is conducted through observation, in-depth interviews, and documentation to obtain comprehensive information on the program's implementation. The main instrument of the research is the researcher himself, supported by flexible interview and observation guidelines that follow the field's dynamics. Data analysis is carried out in stages, as described by Sugiyono: data reduction, data presentation, and conclusion drawing and verification. Reduction is carried out to simplify and focus the data on the research's purpose. Data is presented in the form of descriptions, tables, or graphs to make it easy to understand, and conclusions are drawn by cross-verifying the findings. Through this stage, it is hoped that a systematic, valid, and in-depth picture of the implementation of the Early Prevention of Social Conflicts Program at the East Java Provincial Bakesbangpol will be obtained.

## **FINDINGS AND DISCUSSION**

The East Java Provincial National and Political Unity Agency is a supporting element of the Governor, who is responsible for organising national and political unity affairs at the provincial level, as stipulated in East Java Governor's Regulation Number 71 of 2023. Its main functions include the formulation and implementation of technical policies as well as the coordination of the development of the Pancasila ideology, national insights, the implementation of democratic life, the maintenance of economic, social, and cultural resilience, the development of harmony between ethnic, religious, racial, and group harmony, the facilitation of community organizations, as well as national vigilance and the handling of social conflicts. Bakesbangpol has a vision to create a fair, prosperous, superior, and moral East Java society through inclusive-participatory governance, with a mission that prioritises balanced development, equitable welfare, clean and democratic governance, and development based on mutual cooperation. The organisational structure consists of the

Head of Agency, the Secretary, four heads of fields, technical implementation units, and functional positions that support the goal of realising a safe, conducive, and democratic East Java.

In the implementation of its duties, Bakesbangpol becomes a key actor in the early detection and prevention of social conflicts through the coordination of the Integrated Team for Handling Social Conflicts (Timdu PKS), strengthening vigilance forums such as FKDM, FKUB, FPK, and FKPT, as well as the implementation of early detection functions through field monitoring, community leader dialogue, mapping of vulnerable areas, and the preparation of periodic reports on socio-political situations. Bakesbangpol also acts as a facilitator and mediator in high-risk social situations, implementers of national insight and national resilience development, and strategic data managers related to potential conflicts, intolerance, drugs, and ex-terrorism prisoners. In accordance with the Minister of Home Affairs Regulation Number 42 of 2015, the National Vigilance and Conflict Management Division is responsible for verifying, coordinating, formulating, and controlling early warning policies; intelligence cooperation; monitoring foreigners, foreign workers, and foreign institutions; border vigilance; and conflict handling. The functions of this field include program preparation, technical policy development, cross-agency coordination, monitoring, evaluation, and reporting, as well as facilitating regional leadership forums. The role of Bakesbangpol as a liaison between the central and regional governments and strategic agencies is key to maintaining political and social stability in East Java Province.

## **Findings**

To gain a comprehensive understanding of the effectiveness of the implementation of the Early Prevention of Potential Social Conflict Program at the Agency for National Unity and Politics (Bakesbangpol) of East Java Province, this study adopts the policy implementation analysis framework developed by Van Meter and Van Horn (1975). This model was chosen because it offers a systematic conceptual framework for explaining the reciprocal relationships among implementation variables, thereby allowing researchers to examine how a policy is translated from normative formulation into administrative and operational practice. Through this approach, this study seeks to identify the determinants of success and the obstacles to implementation, stemming from the character of the policy itself, the capacity of the implementing bureaucracy, and the social dynamics of the implementation environment.

The Van Meter and Van Horn models emphasise five main indicators that are the analytical foothold in this study, namely: (1) implementation and communication activities between organisations, (2) policy standards and goals, (3) characteristics of implementing agents, (4) economic, social, and political conditions, and (5) disposition or tendency of policy implementers. The five indicators are used to assess the level of consistency between policy objectives and their implementation practices on the ground. By examining each indicator in depth, this study not only describes the empirical conditions of policy implementation in the East Java Provincial Bakesbangpol but also reveals the degree of alignment between national policies and implementation at the regional level, as well as factors that strengthen and hinder the implementation process. Thus, the results of the analysis are expected to make a theoretical and practical contribution to strengthening the governance of handling social conflicts at the regional level.

### **1. Policy Standards and Objectives**

Policy standards and objectives are crucial elements in the implementation process because they determine the direction, clarity, and consistency of program implementation. Unclear standards and objectives often make it difficult for implementers to understand policy mandates, leading to variations in implementers' dispositions and hindering coordination between organisations. As emphasised by Van Meter and Van Horn (1975),

clear performance indicators are needed to assess the extent to which basic measures and policy objectives can be realised, although in practice, performance measurement often faces obstacles due to program complexity and vague policy objectives. In the context of policies for handling social conflicts in East Java, Permendagri No. 42 of 2015 provides relatively clear guidelines for the stages of prevention, termination, and post-conflict recovery.

The results of the study show that the East Java Provincial Bakesbangpol understands and refers to these standards in the formulation and implementation of policies, as reflected in the early detection process, mapping of conflict-prone areas, coordination with FKDM, and the involvement of community leaders in conflict mediation. The research informant stated that the program standards and objectives were clear and relevant, but there were still implementation obstacles, including limited resources, variations in capacity across regions, and misaligned data from districts/cities, which affected target achievement in the field. These findings reinforce the view of Van Meter and Van Horn that the success of implementation is not only determined by the clarity of standards and objectives, but also by the effectiveness of communication, the understanding of implementers, and the suitability between policy objectives and empirical conditions in the implementation area.

## **2. Characteristics of implementing agents**

In Van Meter and Van Horn's policy implementation theory, the characteristics of implementing agents include bureaucratic structure, executive competence, interorganizational relationship patterns, and the internal capacity of institutions in operationalising policies. The success of policy implementation is highly determined by the ability of implementing agencies to mobilise competent human resources, utilise available infrastructure, and manage budget support effectively. The study's findings show that the characteristics of implementing agents in the East Java Province Bakesbangpol have generally supported the implementation of the Early Prevention of Potential Social Conflict Program, although there are still variations in quality and commitment across levels of implementers.

The East Java Bakesbangpol has an institutional structure involving the Integrated Team for Handling Social Conflicts (Timdu PKS), regional apparatus, the TNI, the National Police, the Prosecutor's Office, and community forums such as FKDM, FKUB, and FPK. This multi-actor involvement shows that the implementing organisation's character is collaborative and has strong coordinating capacity. The implementing apparatus is also considered quite competent based on its expertise and educational background, and routinely participates in coordination meetings, national vigilance training, and early-detection activities for potential conflicts. Budget support through the APBD and operational facilities also strengthens the institution's capacity to carry out conflict-prevention functions. However, several obstacles remain, including uncooperative employees, slow reporting from districts/cities, and personnel turnover that is not always aligned with competence, thereby affecting the consistency of policy implementation at the regional level. Thus, it can be concluded that the characteristics of the implementing agents of Bakesbangpol have met the structural and coordination aspects, but individual capacity building and implementation commitment are still needed to strengthen the effectiveness of the social conflict early prevention program in East Java.

## **3. Implementation and communication activities between organisations**

In the context of public policy implementation, communication between organisations is a key factor that greatly determines its effectiveness. Without accurate, clear, and consistent communication, policies cannot be effectively translated for implementers and target groups. Van Meter and Van Horn emphasised the importance of the three dimensions

of communication—transmission, clarity, and consistency—that must go hand in hand for implementers to understand the policy's substance and the operational steps to be taken. When the process of information transmission is hampered by layered bureaucracy, misinformation, or interpretation inconsistencies, the effectiveness of implementation will decrease significantly. In the context of implementing the Early Prevention of Potential Social Conflict Program, communication not only serves as a tool for delivering instructions but also as a mechanism for synchronising perceptions among organisations with different authorities for handling conflicts.

Field findings show that the East Java Provincial Bakesbangpol has established a formal communication mechanism through coordination meetings of the Integrated Team for Handling Social Conflicts, monthly early-detection activities, and periodic reporting on socio-political situations. Mapping conflict-prone areas, coordination across agencies (TNI, POLRI, Kejaksaan, BIN), and empowering community forums (FKDM, FKUB, FPK) are part of an intensive information-transmission process. However, the effectiveness of communication is not yet fully optimal. Delays in information delivery from districts and cities, inconsistencies in field data, and low employee cooperation interrupt the communication chain and slow policy responses. This condition reveals a gap between structured, formal communication and the need for an early response, which demands speed and flexibility in coordination. Although policy guidelines such as Permendagri No. 42 of 2015 and East Java Governor's Decree No. 188/101/KPTS/013/2022 ensure clarity of roles and procedures, the consistency of implementation is still influenced by variations in the quality of implementers and dynamics between agencies. Thus, communication between organisations in the implementation of policies to prevent early social conflicts in East Java can be categorised as structurally good, but not fully effective operationally, so that increasing accuracy, transmission speed, and cross-agency harmonisation are strategic needs to strengthen the effectiveness of policy implementation.

#### **4. Economic, social, and political conditions**

In the context of public policy implementation, economic, social, and political conditions are external factors that significantly determine a policy's success rate. Van Meter and Van Horn emphasised that an unfavourable implementation environment can hinder policy implementation, either through social resistance, political instability, or economic pressures that increase the vulnerability to conflict. Therefore, policies should ideally be designed with a strong theoretical foundation, clear correlations between policy objectives and instruments, a coordinated implementing organisation, effective socialisation mechanisms down to the street-level bureaucracy, and continuous monitoring and evaluation. The balance between policy design and implementation is also crucial so that there is no policy gap that makes it difficult for implementers in the field.

Field documentation shows that the dynamics of socio-political conditions in East Java, for example, through demonstrations related to the Regional Election Bill and law enforcement issues, have the potential to affect the implementation mechanism of the Prevent Early Potential Social Conflict policy. The situation confirms that conflict prevention policies cannot be separated from the structural context in which they are implemented. Local governments, together with civil society, are required to adapt to these conditions through a collaborative and responsive approach to minimise the potential for conflict escalation.

#### **Social Dimension**

Field findings show that social factors are an important determinant in the successful implementation of policies. Informants noted that differences in customs, values, and group identities often lead to misunderstandings that can escalate into conflicts. However, East

Java's social structure is relatively supportive of conflict prevention efforts. Forums such as FKDM, FKUB, and other community groups play an active role in building spaces for dialogue and social mediation. This cooperative social condition strengthens local governments' capacity to preventively manage social vulnerabilities.

### **Economic Dimension**

From an economic perspective, growth stability in East Java is considered to reduce the potential for conflict driven by economic inequality. The informant mentioned that economic inequality can be a source of social tension; however, in general, economic conditions in East Java are relatively supportive of the implementation of early prevention programs for social conflict. The example of rapid mediation of friction among residents in Banyuwangi shows how economic stability and community support can facilitate peaceful, rapid conflict resolution.

### **Political Dimension**

In the political dimension, the implementation of conflict-prevention policies is strongly influenced by regional political stability. Ahead of elections, for example, the potential for conflict increases, so the government must strengthen monitoring and coordination between agencies. Nevertheless, the political situation in East Java is relatively stable, so it does not exert excessive political pressure on the implementation of policies. This aligns with Van Meter and Van Horn's view that a stable political environment can strengthen the consistency and effectiveness of implementation.

## **5. The disposition or tendency of the policy implementer**

In the Van Meter and Van Horn policy implementation models, the implementer's disposition is a key determinant of the policy's effectiveness. Disposition includes the implementer's knowledge, attitude, and commitment in implementing the policy. These three elements determine whether policies are accepted, implemented consistently, or even experienced resistance. In the context of the Early Prevention of Potential Social Conflict Program in East Java Province, the implementer's understanding of the legal basis, such as Permendagri No. 42 of 2015, is an important prerequisite so that policies are not only complied with administratively but also substantively understood.

The results of the study show that the majority of implementers have a positive disposition, characterised by high commitment to maintaining regional stability, active involvement in early detection activities, cross-sector coordination, and socialisation within the community. The support of regional leaders is a key factor in strengthening implementers' motivation. However, there were variations in disposition across several areas, especially regarding cooperation and the consistency of implementers, thereby hampering the effectiveness of coordination. These findings confirm that the success of implementation is not only determined by the adequacy of rules and organisational structures, but is highly dependent on the willingness, integrity, and professionalism of the implementers. Consistent with Van Meter and Van Horn's theories, implementers' dispositions are a crucial factor explaining why policy performance can differ across regions even when the policy framework is similar.

## **DISCUSSION**

Policy standards and objectives are fundamental components in assessing implementation performance. In the context of the Early Prevention of Potential Social Conflict Program in East Java Province, the normative foundation has been comprehensively prepared through various regulations, ranging from Law No. 7/2012,

Permendagri No. 42/2015, to the Governor's Regulation and the Governor's Decree, which formed the Integrated Team for Handling Social Conflicts and the Working Group on Extremism Prevention. The legal framework provides clear direction for local governments in their efforts to detect early, prevent, handle, and recover from post-conflict situations. However, implementation still faces a lack of understanding between districts/cities, so that some targets, such as the establishment of vigilance forums, have not been fully achieved. This condition shows that the gap between normative standards and technical realisation still emerges at the operational level.

Resources, especially the quality of human resources and budgetary support, are critical to the effectiveness of implementation. Field findings show that the East Java Provincial Bakesbangpol has had financial support and a relatively adequate number of personnel, but still faces obstacles related to the competence, consistency, and cooperation of some implementers at the regional level. From the perspective of the Van Meter & Van Horn model, this shows that the success of implementation is not only determined by the availability of resources, but also by the characteristics of the implementing agency—including professionalism, loyalty, technical ability, and commitment to implementing policy standards. Variations in the quality of implementers across districts/cities ultimately affect disparities in report quality, conflict response, and the effectiveness of vulnerability mapping.

Communication between organisations is a key determinant of the implementation of conflict management policies. Formally, the coordination mechanism has been running regularly through Integrated Team meetings every four months, as well as through the Early Warning Team's monthly detection of potential conflicts. However, its effectiveness is still limited because information delays, communication distortions, and sectoral egos between regions persist. This condition indicates that the transmission, clarity, and consistency of policy messages—as emphasised by Edward III—have not been fully met. The longer the bureaucratic chain and the more diverse the actors involved, the greater the potential for information distortion, which can hinder a quick response in conflict management.

External factors, including social, economic, and political conditions, also determine the success rate of implementation. Although in general East Java Province has relatively conducive socio-political stability, differences in regional characteristics create uneven vulnerability to conflict. Some districts/cities still face complex social dynamics, including inaccuracies in reports and slow regional responses. According to Van Meter & Van Horn's theory, these external factors can both reinforce and hinder the achievement of policy objectives. In addition, Weber's social action perspective shows that people's responses to policies depend on the subjective meanings and social motivations they attach to them, so that differences in the community's rationality, values, habits, and emotions also shape the dynamics of implementation.

The implementer's disposition or tendency is a highly decisive variable in the success of policy implementation. The study's results show that implementers in East Java Province generally have a positive attitude, strong commitment, and awareness of the importance of conflict prevention. However, variations in acceptance, understanding, and the intensity of commitment across levels of implementers remain a challenge, as Van Meter & Van Horn explain that differences in perceptions and motivations can affect the consistency of policy actions. A responsive implementation attitude, supported by incentives and effective leadership mechanisms, is an important prerequisite for the program's success. Thus, the sustainability of the Early Prevent Potential Social Conflict policy is highly dependent on strengthening implementers' capacity and on the consistency of attitudes and collaboration among the forums formed.

## **CONCLUSION**

This study shows that the implementation of the Policy to Prevent Early Prevention of Potential Social Conflicts in East Java Province is within a relatively strong institutional framework but still faces operational insynchronization. Normatively, policy standards and objectives have been clearly formulated through multi-level regulation, but from the perspective of the Van Meter & Van Horn (1975) model, policy implementation has not fully met the prerequisites of clarity, consistency, and conformity between variables. Variations in human resource capacity, distortions of communication between organisations, and disparities in socio-political conditions between regions indicate that the relationship between implementation variables is asymmetrical. These findings reinforce the argument that the success of implementation is not determined solely by policy design, but also by the behavioural logic of implementers and the dynamics of social structures that shape policy interpretation at the local level.

Empirical data confirm that the main obstacle to implementation lies not in the availability of regulations or budget support, but in the interpretive gap between policymakers, implementing agencies, and local actors. Irregularities in communication flows, differences in perceptions of vulnerability indicators, and non-uniform responses across districts/cities reflect weak policy translation and sense-making mechanisms within the regional bureaucratic environment. This condition shows that the implementation of conflict policies cannot be understood solely as an administrative process, but as an arena of interaction influenced by instrumental rationality, values, traditions, and community affections, as Weber theorised. Thus, these policies tend to face institutional inertia and fragmented governance, so their effectiveness may be suboptimal unless accompanied by a stronger cross-level consolidation mechanism.

Based on these findings, this study recommends a series of strategic steps that are structural, operational, and cognitive. Structurally, it is necessary to harmonise regulations and strengthen coordination between institutions through a standardised reporting system and a monitoring mechanism based on measurable indicators of conflict risk. Operationally, capacity building for implementers must focus on analytical competence, conflict sensitivity, and early-detection capabilities that are better adapted to local social dynamics. Cognitively, it is necessary to build shared understanding across forums, communities, and local governments so that policies are not just carried out procedurally, but are understood as part of deliberative, collaboration-based security governance. Thus, policy implementation can move from a mere compliance-driven model to a learning-oriented governance that is more responsive to social changes and the complexity of contemporary conflicts.

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