

Research Article

The Implementation of Regulations on the Role of Local Governments in Social Conflict Management (Normative Legal Study of Law Number 7 of 2012 on Social Conflict Management)

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Abstract: Social conflict continues to pose a significant challenge within Indonesia's heterogeneous society and may undermine regional stability if inadequately addressed. In this regard, local authorities are legally required to manage social conflicts encompassing prevention, resolution, and post-conflict rehabilitation, as stipulated in Law Number 7 of 2012 (PKS). This study employs a normative (doctrinal) legal methodology, utilising both statutory and conceptual frameworks, to analyse the breadth of local government powers and the associated governance implications, with human security serving as the analytical perspective. Findings indicate that execution is often hindered by constraints such as restricted financial resources, limited human resource capabilities, insufficient cross-sectoral collaboration, and uneven comprehension of the legal framework despite explicit statutory directives. Such deficiencies compromise human security outcomes, affecting public safety, social cohesion, protection of vulnerable populations, and the long-term stability of communities. Enhancing institutional capacities, strengthening coordination mechanisms, and fostering synergies between central and local governments, while integrating customary institutions and utilising social capital, are critical for achieving effective, sustainable, and equitable management of social conflict.

Keywords: Social Conflict, Decentralization, Local Government, Human Security, Social Conflict Management Law, Law No. 7/2012 (PKS).

1. Introduction

Social conflict is an inherent aspect of societal life [Kusumastuti \[1\]](#), arising from differences in ethnicity, religion, culture, economic status, political orientation, and resource distribution, manifesting as horizontal or vertical tensions between groups or between communities and government entities [\[2; 3\]](#). When left unaddressed, such conflicts have the potential to destabilize regions and compromise national security [\[4\]](#). From a human-centred perspective, security is conceptualised beyond the boundaries of nation or region, focusing instead on the welfare of individuals [\[5\]](#). The UNDP identifies two principal dimensions of human security: freedom from fear and freedom from want [\[5\]](#). Consequently, social conflict represents a direct threat to human security, as it generates violence, uncertainty, livelihood disruption, and limits access to public services and fundamental rights [\[6\]](#).

In the Indonesian context, the probability of social conflict is heightened by the country's considerable social diversity [\[7\]](#). Accordingly, active participation from community actors, particularly local governments, is essential given their proximity to the populace [\[8\]](#). Local authorities carry administrative responsibilities and play a pivotal role in early detection, prevention, and management of social conflict to maintain stability. Social conflict refers to disagreements or violent encounters arising during problem-solving processes between community members and the government, non-governmental organisations, or business sectors [\[9\]](#). These conflicts often originate from divergent social, economic, political, or religious perspectives. Imbalances in socio-economic conditions, inequitable access to resources, and deficiencies in social justice are frequent catalysts [\[10\]](#). Nevertheless, when communities and governments uphold the rule of law, human rights, and equitable economic structures, a sense of security, peace, and social harmony is fostered. To support these objectives, Indonesia provides a legal framework through Law Number 7 of 2012 on Social Conflict Management (PKS), which empowers local governments to identify potential conflicts, coordinate cross-sectoral responses, and facilitate post-conflict recovery.

The legislation clarifies that PKS responsibilities are intrinsic to local government functions rather than the central government or security forces (Law No. 7 of 2012 on Social Conflict Management, 2012). Under decentralisation, local authorities are strategically positioned to respond effectively, as they possess first-hand knowledge of community conditions.

This autonomy allows local governments to act promptly and adaptively to regional social dynamics [\[11\]](#). Therefore, local-level PKS implementation not only sustains regional order and security but also contributes to national stability, encompassing social cohesion, community integration, and development continuity [\[4\]](#). Given this, examining the legal framework governing local governments' roles in PKS is critical for reinforcing democratic and just governance.

Despite the clear statutory basis, the regional implementation of PKS faces multiple institutional and operational challenges. This study evaluates the extent to which regional governments have exercised the authority granted under Law Number 7 of 2012 within a decentralised system, while also examining legal and institutional limitations hindering effective execution [\[12\]](#). The objectives of this research are to analyse the legal foundations and scope of local governments' involvement in managing social conflict according to Law Number 7 of 2012, to identify the principal barriers to PKS implementation, and to propose strategies for enhancing local institutional capacity with a focus on human security. Normative legal analysis is enriched by incorporating the human security perspective as developed by the UNDP and the United Nations [\[5\]](#). The findings aim to inform policy recommendations for local governments to ensure effective, equitable, and sustainable governance in PKS.

The conceptual framework positions social conflict management as a vital element of citizen protection, evaluating the effectiveness of policies based on their impact on security, social cohesion, and the safeguarding of fundamental rights. Accordingly, this literature review integrates (i) the conceptual foundations of social conflict and decentralisation, (ii) a human security approach prioritising individuals and communities (United Nations Development Programme, 1994), and (iii) evidence from prior studies concerning the implementation of Law Number 7 of 2012 and governance of conflict management at the local level.

2. Theoretical Basic

2.1 Conception of Social Conflict

A brief explanation of the sociological basis of conflict and interaction is necessary to understand the persistence of social conflict despite the legal framework. Humans are inherently social beings who engage with one another [\[13\]](#). Such interactions serve to fulfil various needs, desires,

and the essential requirements for survival [14]. Simultaneously, individuals possess personal interests, which can drive self-interest and influence patterns of interaction.

Human interactions generate 1) associative effects, which strengthen relationships, and 2) dissociative effects, which create distance or tension between individuals [15]. Associative interactions foster cooperation and collaboration Nashrillah [2], whereas dissociative interactions result in disagreements and conflict. Dissociative effects emerge when competing interests cannot be reconciled to achieve shared objectives [16]. Conflicting interests are thus generated by the parties involved, triggering disputes. This pattern extends to interactions between groups or within communities. Social conflict within communities can be classified as follows [17]:

1. Based on Nature: Conflicts may be destructive or constructive. Destructive conflict stems from hostility or resentment and can escalate into physical confrontation. Constructive conflict arises from interactions among individuals or groups regarding a specific issue and may produce consensus, positively influencing subsequent interactions.
2. Based on Actors' Positions: Conflicts may be vertical, horizontal, or diagonal. Vertical conflict occurs within hierarchical structures among community members. Horizontal conflict arises between individuals or groups of roughly equal status. Diagonal conflict emerges when resources are distributed unfairly within an organisation, potentially leading to extreme disputes.
3. Based on the Nature of Conflicting Actors: Conflicts can be open or closed. Open conflicts are known to all parties, whereas closed conflicts are recognised only by the individuals or groups directly involved.
4. Based on the Concentration of Human Activity: Conflicts may be social, political, economic, or cultural. Social conflicts arise from divergent interests and can be vertical (between the community and the state) or horizontal (among ethnic, tribal, or social groups). Political conflict derives from power-related interests [18]. Economic conflict emerges from competition for resources [19]. Cultural conflict originates from clashes in cultural values and practices [20].

From the perspective of management, conflicts are divided into interindividual and intergroup types [21]. Interindividual conflict may be substantive, involving differences in ideas, opinions, or interests, or emotional, reflecting personal preferences and likes or dislikes [22]. Intergroup conflict is commonly observed in human societies, where people live and interact within groups [23]. Soerjono Soekanto identifies five specific forms of societal conflict: personal, political, social, interclass, and international.

1. Personal conflict arises between individuals due to differing views on specific issues, such as disputes over family inheritance or debt.
2. Political conflict occurs when individuals or groups hold divergent political goals or interests, including ideological or strategic differences between parties, such as electoral clashes during campaigns.
3. Racial conflict emerges between different racial groups due to incompatible interests and cultural differences. Historical examples include tensions between Black and White populations in the United States and South Africa resulting from racial discrimination.
4. Interclass conflict originates from differing priorities between social classes, such as disputes between workers and management over wages.
5. International conflict involves multiple countries or blocs with conflicting interests, such as the conflict between Iraq and the United States involving several major nations.

For academic synthesis, social conflict is conceptualised as a multidimensional phenomenon influenced by differences in identity, interests, unequal access to resources, and deficiencies in governance, including prevention and social mediation. Effective conflict management therefore necessitates a structured policy approach encompassing prevention, cessation of violence, and post-conflict recovery [24].

2.2 Decentralization and the Role of Local Government in Conflict Management

Decentralization refers to the transfer of political and administrative authority from the central government to lower tiers within a territorial hierarchy, local/regional entities, institutional hierarchies, and non-governmental or private functional organisations [11]. This delegation of power concerns the degree to which authority is distributed across the geographic structure of the state [25]. Centralization and decentralization address how power or authority is allocated between central and local governments for regional governance and public administration.

Centralization concentrates power within the central government to manage regions, whereas decentralization distributes authority to local governments. These concepts exist on a continuum, and no government or public administration operates in a state of complete centralization or decentralization [25].

Key prerequisites for shaping the characteristics of decentralization in regional autonomy include: 1) the authority to make decisions regarding regional matters, and 2) the capacity to manage and utilise local resources. While the first benchmark is widely applied, the second is increasingly limited. Indonesia cannot fully implement the second criterion, as considerations of equality, regional diversity, resource potential, and the Nusantara perspective are essential for achieving regional autonomy in line with national principles [25]. Consequently, most regional financial resources are collected centrally and partially redistributed. Although extensive autonomy might be perceived as a risk to national integration, it can also strengthen cohesion [25]. Regional autonomy or decentralization offers distinct advantages for both local communities and the central government, facilitated through the division of governmental responsibilities between central and local authorities. According to Law Number 23 of 2014 on Local Governments, this division is regulated to implement decentralization principles, deconcentration, and proportional assistance among central, provincial, and regency/city administrations. The objective is to enhance efficiency, effectiveness, and alignment with regional characteristics and needs. Government affairs are categorised into three main groups:

2.2.1 Absolute Government Affairs

These are under the exclusive authority of the central government due to national interests and sovereignty. Local governments have no authority, except for limited delegated roles supporting implementation. Examples include:

- Foreign policy
- Defense
- Security
- Justice (judicial)
- National fiscal and monetary matters
- Religion

2.2.2 Concurrent Government Affairs

These responsibilities are shared among central, provincial, and regency/city authorities and form the foundation for regional autonomy. Concurrent affairs are subdivided into:

- Mandatory Affairs Directly Related to Basic Public Services
- Education, health, public works, public housing, public order and safety, social services
- Mandatory Affairs not Directly Tied to Basic Services
- Labour, women's empowerment, environmental management, population administration, transportation, cooperatives, agriculture

2.2.3 Optional Affairs Reflecting Regional Potential

- Maritime and fisheries, tourism, forestry, energy
- General Government Affairs

These are controlled by the central government but implemented by governors acting as regional representatives. They include enhancing national insight and resilience, promoting interfaith harmony, managing social conflict, and executing national policies across regions.

The literature on policy implementation demonstrates that decentralization alone does not guarantee effective conflict management. Success relies on factors such as fiscal capacity, skilled human resources, well-defined role allocation among stakeholders, and sustained cross-sectoral coordination, especially across the three phases of PKS (prevention, termination, and recovery). While decentralization offers local authorities greater flexibility, effectiveness is contingent upon institutional capacity and governance at the local level [26].

2.3 Social Conflict Management as a Framework for Human Security

The concept of human security positions individuals and communities at the core of security, emphasising a people-centred approach. Consequently, "security" encompasses not only national or territorial protection but also the safeguarding of citizens' safety, dignity, and survival.

The 1994 UN Human Development Report highlighted two principal elements of human security: freedom from fear and freedom from want [5]. In the context of social conflict, the most pertinent dimensions of human security include: (1) personal security, addressing threats to physical safety arising from communal violence; (2) community security, covering risks to social cohesion, intergroup relations, and increased discrimination or societal polarization; and (3) political security, involving threats to the realisation of fundamental rights, protection of victims, and the maintenance of just governance [5]. This framework enables evaluation of conflict management policies in terms of both the cessation of conflict and the capacity of citizens to recover sustainably.

The Commission on Human Security emphasised the protection of the “vital core” of human life through two strategies: safeguarding against immediate threats and empowering communities to recover while building social resilience [6]. Within this framework, PKS should be interpreted as a policy cycle encompassing prevention to reduce risk, cessation to protect citizens’ security, and post-conflict recovery aimed at restoring rights, basic services, livelihoods, and social reconciliation [5; 12]. At the global policy level, United Nations General Assembly Resolution A/RES/66/290 recognises human security as a holistic, cross-sectoral approach to ensuring the survival, livelihoods, and dignity of individuals [12]. This perspective is particularly relevant as social conflicts at the regional level directly threaten citizens’ safety, dignity, and survival, necessitating an integrated, rights-based approach to conflict management [12].

2.4 Previous Studies

Several studies have explored PKS in Indonesia, including policy evaluations and the implementation of Law Number 7 of 2012 at both national and regional levels. However, most research has yet to systematically integrate PKS within a human security framework.

Susan [27] investigated the implications of Law Number 7 of 2012 on Social Conflict Management using a scenario-building approach, with a particular focus on agrarian disputes. This qualitative study employed media discourse analysis and focus group discussions to anticipate potential policy outcomes. Findings suggest that Law Number 7 of 2012 may lead to state-sanctioned violence, especially when social conflict is perceived as a threat to national security and managed through repressive measures. Nevertheless, the study primarily offered normative critiques of the law itself and did not explore the role of local governments in decentralised contexts or their function in safeguarding human security. Arjon [24] examined conflict management from a security policy perspective, assessing the origins of violence, the effectiveness of government interventions, and the contribution of non-governmental organisations. Using qualitative case studies and policy analysis, the study revealed persistent institutional gaps, particularly in early warning mechanisms, conflict prevention, and the engagement of non-state actors in post-conflict peacebuilding. Although the study acknowledged human security concepts, it did not systematically examine the linkages between local government authority, decentralisation, and the protection of human security dimensions.

Bolombo [26] analysed PKS policy implementation in West Java Province through policy content analysis and Grindle’s framework. Focusing on the three stages of conflict management—prevention, termination, and post-conflict recovery—the study found that PKS implementation was constrained by limited resources, weak interagency coordination, and insufficient capacity within local government institutions. The analysis, however, remained largely administrative and did not explicitly address how PKS contributes to safeguarding human security. Sintaresmi, Muchsin [28] assessed the implementation of Law Number 7 of 2012 in the context of social conflict prevention in Probolinggo City. Using interviews, observation, and document analysis, the study found that social conflict prevention was conducted through the Integrated Social Conflict Management Team but faced challenges including limited policy innovation, inadequate funding, and low participation from universities and civil society organisations. While empirically grounded, this research did not situate the role of local governments within a comprehensive legal and human security framework.

[29] examined social conflict resolution from legal and political perspectives, highlighting the need to integrate law enforcement and political processes to achieve justice. Employing a legal-normative methodology, the study analysed concepts of justice, law, and politics in conflict resolution. Results indicated that social conflict resolution is often undermined by weak law enforcement, unequal access to justice, and political interference [29]. Nonetheless, this study did not address the implementation of Law Number 7 of 2012 by local governments or its implications for protecting human security at the local level.

Overall, previous studies have concentrated on policy critique, implementation effectiveness, and institutional factors in PKS. A notable gap remains in analysing how local governments manage social conflict under Law Number 7 of 2012 within a human security framework. Accordingly, this study seeks to address this gap by examining PKS as conducted by local governments as a mechanism for protecting human security, particularly in the context of decentralisation and democratic governance.

3. Method

A normative-descriptive research approach was employed to investigate the topic. The descriptive component offered a detailed account of the dynamics involved in implementing regulations that govern local governments’ role in social conflict management. In contrast, the normative legal component concentrated on analysing statutory documents and legal policies relevant to the PKS framework. This normative (doctrinal) legal study examined legal norms, principles, and doctrines while outlining the practical dynamics of regulation and implementation [30]. A statutory method was applied to review PKS regulations and the allocation of governmental responsibilities. Additionally, a conceptual method was utilised to construct an analytical framework grounded in human security and governance, serving as an evaluative tool for assessing the protection of citizens.

Data collection relied on secondary sources, including legislation, legal theories, doctrines, and scholarly opinions from relevant academic literature. Legal materials were categorised as primary, secondary, and tertiary. Primary sources consisted of laws and regulations, notably Law Number 7 of 2012 on PKS, along with their implementing provisions. Secondary sources encompassed books, journal articles, and previous studies on PKS, decentralisation, and human security. Tertiary sources included legal dictionaries, encyclopaedias, and regulatory indexes that facilitated the identification of relevant terms and references [30]. Data analysis involved reviewing secondary sources concerning developments and trends in PKS, with a focus on local governments’ roles within the PKS legal framework.

Legal analysis was conducted qualitatively through: (1) legal interpretation, including grammatical, systematic, and teleological approaches, to ascertain the meaning of norms and legislative intent; (2) vertical and horizontal legal synchronisation to evaluate coherence and identify potential overlaps or gaps in regulations; and (3) formulation of legal arguments to develop normative evaluations and recommendations aimed at strengthening local governments’ institutional capacity [31]. The normative approach was appropriate for examining social conflict within the human security and governance framework, as it allowed assessment of the design of authority, coordination, and responsibilities among local government actors as prerequisites for citizen protection. The human security framework [5; 6] was employed to evaluate the orientation of citizen protection, reflecting the UN’s “common understanding” of human security, which emphasises safeguarding survival, livelihoods, and dignity [12].

4. Discussion

4.1 Legal Basic for Handling Social Conflict

On 10 May 2012, the President of Indonesia, Susilo Bambang Yudhoyono, ratified Law Number 7 of 2012 on PKS, grounded in the principle that the state is responsible for protecting all Indonesian citizens, promoting public welfare, and upholding the human rights of every individual. The law aims to establish a secure, peaceful, orderly, and prosperous environment, both physically and spiritually, reflecting the protection of religion, self, family, honour, dignity, and property. Conflicts between community groups can escalate into social conflict, disrupting national stability and impeding development [32]. Since its enactment, research has examined PKS Law implementation and the obstacles encountered in practice.

Humans are inherently social beings, interacting continuously to satisfy needs, desires, and ensure survival [33]. Yet, individual interests shape behaviour, influencing character and determining interaction patterns [34]. Human interaction produces both associative and dissociative effects [35]. Associative interactions generate cooperation, whereas dissociative interactions give rise to conflicts and disagreements. Dissociative patterns occur when competing interests cannot be reconciled to achieve common objectives [36]. These patterns extend beyond

individual encounters, influencing group-level or community-level interactions. Indonesia, as an archipelagic nation, is marked by considerable ethnic, religious, racial, and cultural diversity, which poses inherent challenges for social cohesion. While diversity represents a valuable national asset, it also carries the potential for social conflict when differences are not managed appropriately [37].

Social conflict may arise from multiple factors, including divergent interests, discrimination, miscommunication, power struggles, competition over scarce resources, personal value incompatibilities, and rapid social transformations [38]. The consequences are often severe, encompassing a loss of community security, fear, environmental destruction, property damage, loss of life, and psychological trauma [39]. Such outcomes highlight the necessity of a comprehensive legal and institutional framework to address social conflict through prevention, resolution, and post-conflict recovery. Conflicts that produce insecurity, fear, casualties, property destruction, and psychological harm constitute a direct threat to human security. Accordingly, the evaluation of PKS by local governments should consider its impact on citizen protection, focusing on (1) personal security, (2) community security, including social trust and cohesion, and (3) political security, encompassing rights protection and governance justice. PKS Law thus serves as both a normative mandate and a governance instrument guiding conflict prevention, resolution, and recovery to ensure tangible citizen protection.

Given the complexity and potential destructiveness of social conflict, proactive management represents a strategic obligation for local governments, essential for maintaining sustainable regional and national stability. Law Number 7 of 2012 on PKS provides a detailed legal framework, explicitly granting local governments the authority and responsibility to manage the full conflict cycle, from prevention through resolution to post-conflict recovery. Prior to PKS Law, social conflict management in Indonesia tended to be reactive and sectoral, lacking integration and systematic planning [40]. Consequently, interventions were often sporadic rather than strategic. The introduction of PKS Law signifies a paradigm shift from ad hoc measures to a structured, preventive approach. It addresses systemic "malfunction" and "ideological collapse" in government and community structures, providing procedures and mechanisms to proactively manage and prevent conflict comprehensively.

Law Number 7 of 2012 on PKS was designed to protect all citizens, advance community welfare, and uphold human rights. Its philosophy is realised by creating a safe, peaceful, orderly, and prosperous environment both physically and spiritually. The law explicitly recognises that disputes or violent clashes between community groups can escalate into social conflict, threatening national stability and development. Therefore, PKS Law is indispensable in addressing risks to social integrity and national progress. The primary objective of PKS, as defined in the law, is to strengthen the effectiveness of an integrated domestic security response. Conflict management aims to restore order, repair disrupted community relations, and foster safe, secure, and harmonious social environments. Specific objectives include maintaining peaceful social relations, promoting tolerance and mutual respect, ensuring continuity of government functions, safeguarding lives, property, and public infrastructure, protecting victims' rights, and restoring both the physical and mental wellbeing of affected communities. The broad scope of PKS Law, encompassing security, social, economic, and human rights dimensions, underscores the recognition of conflict as a multidimensional challenge requiring a holistic approach. Social conflict often stems from deeper structural issues—social, economic, or political—and the law mandates comprehensive, cross-sectoral strategies to achieve sustainable resolution. This integrated approach provides the essential foundation for local governments to address both the symptoms and root causes of conflict effectively.

4.2 The Role of Local Governments in Social Conflict Management

Local governance within Indonesia's constitutional framework emphasises granting regional governments autonomy through a decentralization model [41]. This is supported by constitutional provisions and legal statutes. Nevertheless, the practical realisation of regional autonomy and decentralization is not straightforward, as normative frameworks suggest, because regions exhibit varying capacities and capabilities [42]. The effectiveness of decentralization or regional autonomy is measured by sustainability, whereby an autonomous region continuously operates within its capacity to implement the concept optimally [43]. Regional autonomy entails empowering regions to manage local resources efficiently and effectively.

Each region faces internal challenges that require proactive, strategic interventions, which include: (1) limited initiative and productivity among

officials and community members due to historically centralised development patterns, where decisions and policies are centrally determined; (2) dependency on central fund allocations for development programmes; (3) underutilisation of bottom-up potential, which has not become a political choice reflecting public interests within democratic, emancipatory regional development; (4) neglect of stakeholder input; (5) poverty and low human resource quality; (6) overexploitation of natural resources adversely affecting environmental sustainability; and (7) a population economically oriented toward consumption rather than productive sectors.

Local governments encounter the responsibility of managing social conflict directly. Governors, regents, mayors, and regional apparatus are endowed with explicit authority and obligations to oversee conflict management within their jurisdictions. This responsibility is organised around three interconnected and continuous phases: prevention, resolution, and post-conflict recovery. In the Conflict Prevention phase, efforts are conducted collaboratively by central and local governments alongside the community. Key dimensions include: firstly, maintaining peace by fostering tolerance, mutual understanding, and cultural preservation; secondly, developing dispute-resolution mechanisms that prioritise deliberation and consensus; thirdly, reducing conflict potential through local governments' planning and development activities that consider community aspirations, good governance principles, peace initiatives in conflict-prone areas, intergroup dialogue, law enforcement without discrimination, national character, Pancasila values, local wisdom, and consultations with business actors; fourthly, establishing an early warning system via conflict mapping, rapid and accurate data collection, education and training, leveraging social capital, and strengthening intelligence capabilities.

The Conflict Termination phase occurs once a conflict has emerged. Governors coordinate termination efforts at the provincial level, encompassing cessation of physical violence, declaration of a State of Conflict Status, emergency rescue and protection measures, and deployment of TNI forces when required. The State of Conflict Status is issued at the regency/city level by regents or mayors, or at the provincial level by governors after consulting the relevant DPRD leadership. During this period, regional leaders are fully accountable for management actions, including area restrictions, temporary relocation of individuals, and controlling access to the conflict zone. Responsibilities also extend to emergency interventions, such as evacuation, victim identification, and provision of basic needs including food, clothing, health services, education, and psychosocial support. Requests for TNI assistance are forwarded to the central government as necessary.

The Post-conflict Recovery phase mandates coordinated action by both central and local governments to implement structured, integrated, sustainable, and measurable recovery measures. These include reconciliation through peace negotiations, restitution, or forgiveness; rehabilitation to restore social, economic, cultural, security, and public order conditions; and reconstruction to rebuild infrastructure and community life. Although PKS Law clearly defines comprehensive roles and responsibilities for local governments at every stage of conflict, practical implementation is often hindered by differing interpretations of authority. The central government may view conflict management predominantly as a decentralized responsibility, assigning primary accountability to local authorities. Conversely, local governments may perceive the responsibility as shared, leading to ambiguity and gaps in clear authority arrangements. These differences highlight a significant disconnect between statutory mandates and on-the-ground implementation, limiting effective responses to social conflict. Table 1 presents a structured mapping of local governments' roles and responsibilities in PKS as defined in Law Number 7 of 2012. This mapping transcends a simple listing of legal provisions, providing a practical framework to guide local governments in implementing conflict management strategies effectively.

Table 1. The Role and Responsibilities of Local Governments Based on Law Number 7 of 2012 on Social Conflict Management

Conflict Management Stages	Specific Roles/Responsibilities of Local Government	Relevant Articles in Law Number 7 of 2012
Conflict Prevention	- Maintaining peaceful conditions in society (tolerance, consideration, cultural preservation)	Article 6, Article 7, Article 8, Article 9

Table 1. The Role and Responsibilities of Local Governments Based on Law Number 7 of 2012 on Social Conflict Management (Continued)

Conflict Termination	- Developing a system for peaceful dispute resolution (deliberation)	Article 6, Article 7, Article 8
	- Reducing the potential for conflict (aspirational development planning, good governance, peace programs, dialogue, non-discriminatory law enforcement, national character, local wisdom, deliberation with business actors)	Article 9
	- Building an early warning system (research/mapping, information delivery, education or training, social capital, intelligence function)	Article 6, Article 10, Article 11
	- Coordinating efforts to end the conflict (Governor)	Article 14
	- Determination of Conflict Status at the regency/city (Regent/Mayor) or provincial (Governor) level after consultation with DPRD	Article 15, Article 16, Article 18
	- Responsible for handling conflicts in their area during conflict status (area/person restrictions, entry/exit bans)	Article 23, Article 24, Article 26, Article 27
	- Carrying out emergency rescue and protection measures for victims (evacuation, identification, fulfillment of basic needs: food, clothing, health, education, psychosocial)	Article 32
	- Requesting assistance from the Government in using TNI forces	Article 33
	- Carrying out recovery efforts in a planned, integrated, sustainable, and measurable manner	Article 36
	- Carrying out reconciliation (peace negotiations, restitution, forgiveness)	Article 37
Post-Conflict Recovery	- Carrying out rehabilitation (restoring social, economic, cultural, security, and order conditions)	Article 38
	- Carrying out reconstruction	Article 39

The mapping illustrates that PKS Law assigns a comprehensive and enduring responsibility to local governments across the entire conflict management cycle. The regulatory design prioritises not only reactive interventions during conflict escalation but also proactive preventive measures and systematically organised post-conflict recovery. Within this framework, local governments are envisaged as central governance actors responsible for sustaining social stability and safeguarding communities. PKS Law establishes a formal institutional arrangement for social conflict management, encompassing local governments and relevant stakeholders operating at regional levels. Within this system, customary institutions and local wisdom are explicitly acknowledged as vital actors supporting conflict resolution processes. Resolution mechanisms may include deliberation, mediation, negotiation, conciliation, and arbitration, all recognised as legitimate methods under the PKS framework. The formation of the PKS Task Force is triggered when customary or social institutions are unable to function effectively or when a formal state of conflict is declared. The Task Force is established at both regency/city and provincial levels by the regent/mayor and governor, respectively, and is composed of multi-sectoral representatives, including local government officials, police, TNI personnel, prosecutor's office staff, and community members.

Formal coordination of conflict management is assigned to the Minister, Governor, and Regent/Mayor according to their respective jurisdictions at each stage of the conflict. To improve operational efficiency, PKS Law mandates the creation of an Integrated PKS Team. Despite the explicit emphasis in PKS Law on the roles of customary and social institutions and the Integrated Team to ensure coordinated action, practical implementation exhibits substantial deficiencies. Empirical studies have highlighted weak coordination between local governments, subordinate agencies, and the community, as well as underperforming customary/social institutions. These findings suggest that formal legal structures alone do not guarantee effective synergy or the optimal utilisation of community social capital. Legal provisions for coordination and institutional responsibilities, while necessary, are insufficient to address deeper challenges such as unclear role definitions, trust deficits between

institutions, and ineffective operational processes. These factors hinder the intended functioning of the formal structures, limiting the potential for sustainable conflict management through community-based social capital.

Weak coordination and suboptimal institutional performance have direct consequences for human security outcomes. Insufficient preventive coordination undermines the establishment of a sense of security and social trust. Delays in protecting victims and vulnerable groups may occur due to ineffective conflict resolution mechanisms. Furthermore, inadequate recovery coordination can render socio-economic rehabilitation and reconciliation efforts unsustainable. Strengthening cross-sectoral governance and clarifying institutional roles are critical determinants of the quality of citizen protection.

4.3 Obstacles to the Implementation of Social Conflict Management

The enforcement of Law Number 7 of 2012 on PKS at the regional level encounters a range of interrelated and multifaceted challenges. These obstacles frequently constrain the ability of local governments to effectively execute measures for conflict prevention, cessation, and post-conflict recovery. Funding for PKS constitutes a shared responsibility between central and local authorities. Ideally, allocations should be adequately reflected in the State Budget (APBN) and Regional Budget (APBD) to support all phases of conflict management, namely prevention, termination, and recovery. In practice, however, local governments often deprioritize sufficient budgeting for PKS within the APBD, remaining reliant on central government funding.

Financial and resource limitations represent significant barriers to the operationalisation of social conflict prevention initiatives. Budget insufficiencies compromise ongoing programs and can inadvertently provoke new conflicts, creating a cyclical effect: inadequate funding for preventive measures often necessitates additional resources for reactive conflict resolution. Hence, budget constraints are both a logistical challenge and a contributing factor that can exacerbate conflict dynamics. Building the capacity of officials and the community is essential for effective PKS. Nevertheless, fiscal restrictions impede HR development programs, leading to substandard training and insufficient competency enhancement. Highly skilled and professional HR is critical for the proper implementation of standard operating procedures and for ensuring timely and appropriate conflict responses. Capacity development should encompass not only technical skills but also soft competencies such as communication, decision-making, negotiation, conflict management, and a comprehensive understanding of underlying causes of disputes. Such holistic expertise enables officials to empathize, negotiate, and collaborate effectively in managing complex, multidimensional conflicts characterised by intricate social and emotional dynamics.

Local governments hold a strategic and frontline role in PKS, as stipulated in Law Number 7 of 2012. Their proximity to communities positions them to identify emerging conflicts and design measures for prevention, resolution, and post-conflict support. However, the realisation of this role is frequently undermined by budgetary limitations, suboptimal HR capacity, weak inter-agency coordination, insufficient understanding of PKS Law, minimal public engagement, and political interference that compromises managerial objectivity.

Optimising budget allocations is foundational to enhancing the role of local governments in PKS. Conflict management, particularly at the preventive stage, should be regarded as a strategic long-term investment aimed at reducing higher future costs and losses. Budgets should be not only sufficient but also sustained to support the full conflict management cycle, from prevention to post-conflict recovery. Dependence on central government funding must be reduced by leveraging regional revenue potential and alternative financing mechanisms, such as Regional Incentive Funds or Revenue Sharing Funds. Strengthening HR capacity remains a priority. Regional officials require knowledge of technical procedures and proficiency in soft skills, including effective communication, constructive negotiation, and the analytical capacity to understand conflict root causes. Continuous training, leadership development, and collaborations with universities and research institutions reinforce competencies. The establishment of dedicated conflict management units or desks within local agencies, such as the National Unity and Policing Agency (Kesbangpol) or Public Order Agency (Satpol PP), ensures programmatic focus and operational continuity.

Awareness and understanding of PKS Law among officials and communities must be enhanced through systematic outreach and education. Utilising local media, citizen forums, and integrating conflict prevention content into regional curricula can promote legal literacy and foster comprehensive understanding, guiding peaceful and deliberative

conflict resolution. Community participation and the involvement of customary institutions should be actively encouraged across all conflict management stages. Local governments can facilitate cross-community dialogue forums, provide financial and training support for customary institutions acting as mediators, and implement restorative justice mechanisms at village and sub-district levels. These measures enhance acceptance and legitimacy by aligning resolutions with local cultural norms.

Mitigating political interference is critical to preserving objectivity in conflict resolution. Civil servants must maintain neutrality, while policy development should adhere to transparency, accountability, and justice principles. Conflict management strategies must address both immediate manifestations and underlying causes. Integrating social resilience initiatives with poverty reduction, equitable access to education, healthcare, and infrastructure fosters conditions that reduce future conflict potential. Economic empowerment in conflict-prone areas is pivotal for alleviating inequalities that often spark disputes. Limitations in budget, HR capacity, and cross-sector coordination impede the effective implementation of PKS Law and compromise human security outcomes. Weak preventive coordination undermines community trust and security, delayed resolution diminishes protection for victims and vulnerable groups, and insufficient recovery efforts weaken stability and institutional legitimacy. Strengthening institutional capacity is thus essential to ensure that PKS genuinely safeguards citizens' safety, dignity, and livelihoods. These implementation challenges demonstrate that PKS effectiveness relies not only on normative regulations but also on governance quality and coordination capability, directly influencing local human security outcomes.

5. Closing Remarks

5.1 Conclusion

In conclusion, PKS within a decentralization framework plays a pivotal role in sustaining regional stability and national security. Local governments occupy a central position as primary implementers of Law Number 7 of 2012 on PKS, with responsibilities spanning the three interconnected stages of conflict management: prevention, termination, and post-conflict recovery. The analysis indicates that the effective execution of PKS is constrained by multiple challenges, including insufficient budget allocations, limited human resource capacity among civil servants, weak cross-sectoral coordination, and minimal engagement of the community and customary institutions. Additionally, discrepancies and a lack of synchronization between central and local authorities impede comprehensive policy application. Decentralization enhances the capacity of local governments to adapt and respond to social dynamics within their jurisdictions. This flexibility can strengthen community social resilience and support a more inclusive, participatory, and sustainable approach to conflict management. Consequently, the success of PKS depends not only on the robustness of the legal framework but also on the ability of regional authorities to implement transparent, collaborative, and multisectoral governance mechanisms effectively.

This study is limited by its normative legal research approach, which prioritizes the examination of legislation and legal doctrines governing social conflict management. Accordingly, the primary findings reflect regulatory expectations and conceptual frameworks rather than empirical evidence derived from field observations or direct insights from local government actors and affected communities. Moreover, this study does not provide quantitative measures of policy effectiveness, particularly regarding practical outcomes in social conflict management across diverse regional contexts. Future research should complement this normative approach with empirical methodologies, such as case studies, structured interviews, or mixed-methods investigations, to assess the implementation of social conflict management policies in real-world settings at the local level. Comparative cross-regional studies could further identify best practices and structural barriers in policy execution. Integrating a human security framework into these empirical analyses would offer richer insights into how social conflict management fosters community resilience, social trust, and long-term stability at the regional and national levels.

5.2 Suggestions

Based on the findings, several strategic recommendations are proposed to enhance the effectiveness of PKS within a decentralization framework. First, local governments should optimise regional budget allocations, treating conflict management as a strategic priority in regional development planning. Second, ongoing capacity building for civil servants must be maintained through comprehensive technical training and the

development of soft skills, including effective communication, negotiation, and conflict management competencies. Third, cross-sectoral coordination involving the central government, local authorities, law enforcement agencies, and civil society organisations should be strengthened by establishing an accountable, integrated, and operationally effective coordination mechanism. Fourth, the empowerment of customary and local institutions, alongside active community participation, should be reinforced to facilitate conflict resolution approaches that are sensitive to local socio-cultural contexts. Fifth, local governments are encouraged to implement a holistic strategy that addresses both conflict resolution and underlying root causes, such as economic disparities, poverty, and limited access to education and public services. By adopting these measures, PKS at the regional level can be institutionalised in a sustainable manner, fostering social cohesion, harmony, and national integration.

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