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## IMPLEMENTATION OF THE PROGRAM TO PREVENT EARLY POTENTIAL SOCIAL CONFLICTS IN THE AGENCY OF NATIONAL UNITY AND POLITICS OF EAST JAVA PROVINCE

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### 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 (BOLD, TNR 12)

Social changes that occur in very basic things in social life occur in the principles and mindsets that apply in social life that require the attention, care, and vigilance of all citizens

and state administrators. As in Indonesia, the ideology of Pancasila as the basic foundation of life, therefore, the lives of Indonesian citizens depend on the values of Pancasila in daily life. Security and public order issues are also a special concern for Indonesia in the midst of the current era of reform and democracy. The security sector demands a shared responsibility that affects all components of the nation to manage it. Talking about social life in society cannot be separated from social symptoms that often occur that 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 neutralize conflict problems in various ways.

The background of the conflict must be very diverse considering that Indonesia as a country that has a diversity of ethnicities and races, religion and beliefs, language and customs, political ideology and interests, is very 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 of the causes of conflict in Indonesia are cultural, religious, and ideological differences between various parties that cause social conflicts in society. 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 organizations 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 various groups aware that all of these groups have the same potential to experience social conflicts. With this awareness, it is hoped that they will work hand in hand to prevent conflicts from occurring from an early age. The government builds an institutional system in an effort to handle social conflicts in the provisions of 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 to jointly unite the vision and mission in carrying out efforts to handle conflicts. The importance of conflict prevention is very necessary because to reduce the impact that will be felt if the conflict occurs, it involves many parties, especially the government and the community in particular.

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 which is led by the Head of the Agency who is under and responsible to the Governor through the Regional Secretary. In the structure of the East Java Provincial National and Political Unity Agency, there are various fields, one of which is 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 where 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 work unit of the Agency for National Unity and Provincial Politics. The early warning system in question includes early detection and early prevention programs of potential social conflicts in the following ways:

1. Coordinating, directing, controlling, and supervising conflict handling at the provincial scale,
2. Mapping of potential conflict areas and conflict areas,
3. Respond quickly and peacefully resolve all problems that have the potential to cause conflict and provide information to the public about the occurrence of conflicts and efforts to handle them.

In East Java Province, the most reported incidents are economic conflicts, 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, which is suspected that currently part of the conflict land is rented by residents to traders. Examples of socio-cultural conflicts that occur in Magetan are the dualism of the management of the Magetan Branch PSHT, the existence of foreigners as speakers who carry out Ramadan safari tours in several regions including Magetan in addition. Therefore, the local government through the East Java Provincial National Unity and Political Agency sub-Division 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 organizations, 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 so that strategic steps can be taken to reduce these incidents, and the conduciveness of the East Java region can be maintained.

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, in the implementation of coordination to achieve the goal of early prevention of social conflicts, obstacles were found that resulted in fatal things in implementing the program. There are problems in communication of information delivery and resources that are less cooperative in carrying out their duties. Seeing the working conditions that involve many parties is indeed inevitable from differences in orientation, the challenge here is how to unite the same goal. In terms of implementing programs related to the early prevention of potential social conflicts in East Java province, there are still quite complex problems related to the

implementation of tasks that have been set out in regulations. Problems in the implementation of early prevention policies for potential social conflicts such as uncooperative resources, late and inaccurate information delivery, self-sectoral regional stakeholders, turnover of employees who are not in accordance with their abilities, 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 felt to be 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, 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 have an impact on the surrounding community. This raises the question of whether the Early Prevention of Social Conflict program is not well realized in efforts to prevent and handle conflicts.

## **METHOD**

This study uses a descriptive method with a qualitative approach to describe the phenomenon of 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 organizations, policy standards and objectives, characteristics of implementing agents, social, economic, 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 through direct interviews and secondary data in the form of institutional documents, literature, and related archives.

Data collection techniques are carried out through observation, in-depth interviews, and documentation to obtain comprehensive information about the implementation of the program. The main instrument of the research is the researcher himself, supported by interview and observation guidelines that are flexible following the dynamics of the field. Data analysis is carried out through stages according to Sugiyono, namely data reduction, data presentation, and conclusion drawing and verification. Reduction is carried out to simplify and focus data according to the purpose of the research, data is presented in the form of descriptions, tables, or graphs so that it is easy to understand, while conclusions are drawn by checking the consistency of findings through cross-verification. 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 in charge of organizing 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 prioritizes balanced development, equitable welfare, clean and democratic governance, and development based on mutual cooperation. The organizational structure consists of the Head of Agency, Secretary, four heads of fields, technical implementation units and functional positions that support the achievement of the goal of realizing 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 has the task of verifying, coordinating, formulating, and controlling early warning policies, intelligence cooperation, monitoring of foreigners, foreign workers, foreign institutions, border vigilance, and conflict handling. The functions of this field include program preparation, technical policy preparation, cross-agency coordination, monitoring, evaluation, and reporting, to the facilitation of regional leadership forums. The role of Bakesbangpol as a liaison between the central-regional governments and between strategic agencies is the key in maintaining political and social stability in East Java Province.

### **Findings (Bold, TNR 11)**

In order 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 perspective in explaining the reciprocal relationships between implementation variables, thus 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 determinant factors that affect the success and obstacles to implementation, both stemming from the character of the policy itself, the capacity of the implementing bureaucracy, and the social dynamics surrounding the implementation environment.

The Van Meter and Van Horn models emphasize five main indicators that are the analytical foothold in this study, namely: (1) implementation and communication activities between organizations, (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, give rise to variations in the dispositions of implementers, and hinder coordination between organizations. As emphasized 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 realized, 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 has provided relatively clear guidelines regarding 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 implementing obstacles in the form of limited resources, variations in capacity between regions, and insynchronization of data from districts/cities, which had an impact on the achievement of targets 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 operationalizing policies. The success of policy implementation is highly determined by the ability of implementing agencies to mobilize competent human resources, utilize available infrastructure, and manage budget support effectively. The findings of the study 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 between 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 character of the implementing organization is collaborative and has a strong coordinating capacity. The implementing apparatus is also considered quite competent based on expertise and educational background, and routinely participates in coordination meetings, national vigilance training, and early detection activities of potential conflicts. Budget support through the APBD and operational facilities also strengthen the institution's ability to carry out conflict prevention functions. However, several obstacles still arise, such as the presence of uncooperative employees, slow reporting from districts/cities, and personnel turnover that is not always in accordance with competence, thus 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 implementation of the social conflict early prevention program in East Java.

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

In the framework of public policy implementation, communication between organizations is a variable that greatly determines the effectiveness of policy implementation. Without accurate, clear, and consistent communication, policies cannot be transformed appropriately to implementers and target groups. Van Meter and Van Horn

emphasized the importance of the three dimensions of communication—transmission, clarity, and consistency—that must go hand in hand for implementers to understand the substance of the policy and the operational steps that must 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 the implementation of the Early Prevention of Potential Social Conflict Program, communication not only functions as a tool for delivering instructions, but also as a mechanism for synchronizing perceptions between organizations that have different authorities in 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, and periodic reporting of socio-political situations. Mapping conflict-prone areas, coordination across agencies (TNI, POLRI, Kejaksaan, BIN), and empowering community forums (FKDM, FKUB, FPK) are part of the information transmission process that is quite intensive. However, the effectiveness of communication is not yet fully optimal. Delays in the delivery of information from districts/cities, inconsistencies in field data, and low cooperation among employees cause the communication chain to be interrupted and policy responses to be less fast. This condition shows a gap between structured formal communication and the need for an early response that demands speed and flexibility of 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 organizations in the implementation of policies to prevent early social conflicts in East Java can be categorized as structurally good, but not fully effective operationally, so that increasing accuracy, transmission speed, and cross-agency harmonization are strategic needs to strengthen the effectiveness of policy implementation.

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

In the framework of public policy implementation, economic, social, and political conditions are external elements that significantly determine the success rate of a policy. Van Meter and Van Horn emphasized that an uncondusive implementation environment can hinder the policy implementation process, either through social resistance, political instability, and economic pressure that increases the vulnerability of conflict. Therefore, policies should ideally be designed with a strong theoretical foundation, clear correlations between policy objectives and instruments, a coordinated implementing organization, effective socialization 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 minimize the potential for conflict escalation.

##### **a. Social Dimension**

Field findings show that social factors are an important determinant in the successful implementation of policies. Informants mentioned that differences in customs, values, and group identities often trigger misunderstandings that can develop 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 the capacity of local governments to manage social vulnerabilities preventively.

**b. Economic Dimension**

From an economic perspective, growth stability in East Java is considered to contribute positively to the low potential for conflict triggered 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 in the implementation of social conflict early prevention programs. The example of rapid mediation of friction between residents in Banyuwangi reflects how economic stability and social support of the community can facilitate peaceful and rapid conflict resolution.

**c. Political Dimension**

In the political dimension, the implementation of conflict prevention policies is greatly influenced by the level of 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 condition of East Java is relatively stable, so it does not cause excessive political pressure on the implementation of policies. This is in line 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 disposition of the implementer is a determinant factor that affects the effectiveness of the policy. 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, characterized by high commitment to maintaining regional stability and active involvement in early detection activities, cross-sector coordination, and socialization to the community. The support of regional leaders is a key factor that strengthens the motivation of implementers. However, there were variations in disposition in several areas, especially related to cooperation and consistency of implementers, thus hampering the effectiveness of coordination. These findings confirm that the success of implementation is not only determined by the adequacy of rules and organizational structures, but is highly dependent on the willingness, integrity, and professionalism of the implementers. Consistent with Van Meter and Van Horn's theories, the disposition of implementers is a crucial element that explains why policy performance can differ between regions even though the policy framework is similar.

## **DISCUSSION**

Policy standards and objectives are fundamental components in the assessment of 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 a clear direction for local governments in efforts to detect early, prevent, handle and recover post-conflict. 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 realization still emerges at the operational level.

Resources, especially the quality of human resources and budget support, are critical aspects of implementation effectiveness. 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 in districts/cities ultimately have an impact on the disparity in the quality of reports, conflict response, and the effectiveness of vulnerability mapping.

Communication between organizations is a very important determining factor in the implementation of conflict management policies. Formally, the coordination mechanism has been running regularly through Integrated Team meetings every four months as well as the detection of potential conflicts by the Early Warning Team every month. However, its effectiveness is still limited because information delays, communication distortions, and sectoral egos between regions are still found. This condition indicates that the transmission, clarity, and consistency of policy messages—as emphasized 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 that can hinder a quick response in conflict handling.

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

The disposition or tendency of the implementer is a very decisive variable in the success of policy implementation. The results of the study 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 intensity of commitment between levels of implementers remain a challenge, as Van Meter & Van Horn explain that differences in perceptions and motivations of implementers can affect the consistency of policy actions. A responsive implementer attitude, supported by incentives and effective leadership mechanisms, is an important prerequisite for the success of the program. Thus, the sustainability of the Early Prevent Potential Social Conflict policy is highly dependent on strengthening the capacity of implementers as well as the consistency of attitudes and collaboration between forums that have been 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 insynchronization at the operational level. Normatively, policy standards and objectives have been clearly formulated through multi-level regulation, but in 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 organizations, 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 only determined by policy design, but also by the behavioral logic of the implementers and the dynamics of the social structures that influence the process of 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 between districts/cities reflect the weak policy translation and sense-making mechanisms in 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 theorized. Thus, these policies tend to face institutional inertia and fragmented governance, so their effectiveness has the potential to be suboptimal if it is not 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 harmonize regulations and strengthen coordination between institutions through a standardized reporting system and a monitoring mechanism based on measurable conflict risk indicators. Operationally, the capacity building of implementers must be focused on analytical competence, conflict-sensitivity, and early detection capabilities that are more adaptive to local social dynamics. Cognitively, it is necessary to build shared understanding between forums, communities, and local governments so that policies are not just carried out procedurally, but are understood as part of deliberative and 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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