

Conflict Transformation as an Analytical Perspective for Mapping and Identifying Local Government Legal Instruments in Social Conflict Management in Palopo City

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Abstract: This article analyzes the legal instruments of local government in addressing social conflict in Palopo City, employing a conflict transformation approach to assess their relevance in social conflict management. The objective of this study is to examine the potential vulnerabilities to social conflict in Palopo City as well as the potential of local government legal products in managing such conflicts. This research is an empirical legal study, which aligns with the researcher's effort to obtain accurate, systematic, in-depth, and objective information throughout the research process, while also fostering productive communication through interaction with informants in analyzing the potential for social conflict and models of legal policy for conflict management. The data analysis technique used in this study is qualitative, focusing on exploring the depth of meaning and the researcher's subjective experiences through interpretive methods. The findings indicate that, under Fisher's approach, conflict prevention, conflict settlement, and conflict resolution in Palopo City have been carried out using existing legal instruments. However, it is necessary to consider policies

oriented toward conflict transformation, as it constitutes an integral and inseparable component of conflict management. As a more strategic and comprehensive approach, conflict transformation requires the support of well-structured, strategic, and sustainable regulatory policies.

Keywords: Legal Instrument, Local Government, Social Conflict, Conflict Transformation

Abstrak: Artikel ini menganalisis instrumen hukum pemerintah daerah dalam penanganan konflik sosial di Kota Palopo, dengan pendekatan penanganan transformasi konflik, untuk melihat relevansi terhadap penanganan konflik sosial. Tujuan penelitian perlunya meninjau potensi rawan konflik sosial yang ada di Kota Palopo dan potensi produk hukum pemerintah daerah dalam penanganan konflik sosial. Penelitian ini merupakan jenis penelitian hukum Empiris Jenis penelitian ini sejalan dengan upaya peneliti untuk mendapatkan informasi yang akurat, sistematis, mendalam, dan objektif dari seluruh rangkaian penelitian serta membangun komunikasi yang produktif dalam melakukan interaksi dengan narasumber, dalam menganalisis potensi rawan konflik sosial dan model kebijakan hukum penanganan konflik sosial. Teknik analisis data dalam penelitian ini menggunakan analisis kualitatif, yaitu meneliti kedalaman suatu makna dan pengalaman subjektif peneliti, melalui sarana interpretasi. Hasil penelitian menunjukkan bahwa Berdasarkan pendekatan Fisher. Pencegahan Konflik, Penyelesaian konflik dan resolusi konflik di kota Palopo telah dilakukan dengan dukungan instrumen hukum yang ada saat ini, hanya saja perlu dipertimbangkan kebijakan penanganan konflik pada upaya transformasi konflik karena transformasi konflik juga merupakan satu kesatuan yang tidak terpisahkan dalam pengelolaan konflik tersebut, yang mana sebagai suatu langka yang sifatnya lebih strategis dan cakupannya yang komprehensif perlu didukung dengan kebijakan pengaturan strategis dan berkelanjutan.

Keywords: Instrumen hukum, Pemerintah Daerah, Konflik Sosial, Transformasi Konflik

A. Introduction

. Conflict is an inherent and inseparable aspect of social life. Ideally, society aspires to achieve a state of collective peace and well-being. However, clashes of interest within social interactions are

unavoidable, Conflicts of interest are viewed as a functional dynamic that reflects tensions among social actors in the process of negotiating a new social equilibrium. When such interests reach a certain point of tension, each party tends to prioritize and defend its own interests. Threats related to social conflicts—both vertical and horizontal—are currently being faced by the Indonesian nation¹. This situation illustrates that the potential for social conflict within society is a tangible reality and therefore requires serious attention to prevent broader impacts that may lead to social fragmentation.

According to information from the Ministry of Social Affairs of the Republic of Indonesia, between 2018 and 2019, there were 71 incidents related to social conflict across several provinces. Statistical data on village potential in 2018 indicated that 3,150 out of approximately 84,000 villages were classified as conflict-prone areas with the potential for mass clashes ². Meanwhile, the 2021 Village Potential Statistics of Indonesia show that conflicts have occurred at the village/urban ward level, with 1.85% of villages/kelurahan experiencing mass clashes. These incidents include large-scale conflicts between community groups, conflicts between communities across villages/kelurahan, and other similar forms of collective violence³. These incidents demonstrate that social conflicts are not merely isolated or sporadic events but constitute recurring patterns of collective violence. They encompass large-scale confrontations between community groups, inter-

¹Julia Malisngorar and Besse Sugiswati, “Pela Gandong,” *PERSPEKTIF* 22, no. 1 (2017): 66–79.

²Alek Triyono, “Redam Konflik Sosial, Kemensos Kukuhkan Eksistensi Pelopor Perdamaian | Kementerian Sosial Republik Indonesia,” *Kementerian Sosial Republik Indonesia*, 2020, <https://kemensos.go.id/redam-konflik-sosial-kemensos-kukuhkan-eksistensi-pelopor-perdamaian>.

³ Badan Pusat Statistik, “Badan Pusat Statistik,” 2022.

community conflicts across villages or urban wards (*kelurahan*), and other forms of collective violence that undermine social cohesion and threaten public order.

In this context, Palopo City, as one of the autonomous regions in South Sulawesi Province, also demonstrates a potential vulnerability to social conflict. Based on the Conflict-Prone Area Distribution Map issued by the National Unity and Politics Agency of Palopo City, the percentage of conflict-prone areas is distributed across several districts.⁴ Such vulnerabilities may develop into actual conflicts, as illustrated by incidents in Mancani Village, including clashes between community groups from the Uri and Batu neighborhoods. These incidents indicate that the existing regulatory framework has not yet been fully translated into effective implementation mechanisms, thereby limiting the effectiveness of conflict prevention efforts.⁵

Palopo City is a region characterized by significant cultural and religious diversity, with a predominantly Muslim population. As a growing urban center, it reflects the broader demographic complexity of South Sulawesi, encompassing various ethnic communities and occupational groups. Like many urban areas in Indonesia undergoing rapid urbanization and social transformation, Palopo faces recurring intergroup tensions rooted in competition over resources, social status, and cultural identity. One of the most prominent manifestations of these tensions is the prolonged conflict in Mancani Village, involving two distinct community groups—Batu

⁴ Kesbangpol Kota Palopo, “Peta Sebaran Wilayah Rawan Konflik” (Palopo, 2021), <https://bakesbangpol.palopokota.go.id/blog/post/peta-rawan-konflik>.

⁵ Nurlindah, Andi Agustang, and Najamuddin, “Konflik Masyarakat Di Kelurahan Mancani Kota Palopo,” *Phinis Integration Review* 5, no. 2 (2022): 383–90.

and Uri—where the disputes reflect deeply embedded social fractures⁶. Initially triggered by behavioral issues among youth, such as alcohol consumption and intergroup discrimination, the conflict has evolved into a multi-layered phenomenon affecting family structures and spanning multiple generations, including both children and adults⁷. Such escalation illustrates how localized grievances can become institutionalized within community structures, thereby creating cycles of tension that persist despite sporadic peace efforts undertaken by local government and customary authorities.

Within Fisher's framework, there are four strategies for conflict management: prevention, settlement, resolution, and transformation. These strategies represent stages of intervention ranging from the most basic to the most fundamental level, where social relations and structures are transformed. In the context of local governance, law serves a strategic function not only in regulating social behavior but also in managing the potential for conflict. Therefore, Fisher's framework can be applied to assess the extent to which local legal products incorporate elements of prevention, settlement, resolution, and transformation of social conflict.

Existing studies have primarily focused on the implementation of conflict management policies and the dynamics of social conflict, while relatively little attention has been devoted to evaluating the quality of local legal products as instruments of conflict management. Consequently, there is limited understanding of the extent to which regional regulations incorporate preventive, resolution-oriented, and transformative approaches to conflict

⁶ saifur Rahman et al., "Prolonged Conflict in Mancani Resident , Palopo City (Johan Galtung ' s Peace and Conflict Studies)," 2023.

⁷ Rahman et al.

management within their normative framework. Addressing this gap, the present study adopts the four stages of conflict management as an analytical framework to examine the substance of local government legal products. Specifically, it evaluates whether regional regulations have evolved beyond conventional regulatory instruments to become transformative legal mechanisms capable of converting the sources of social and political conflict into constructive social and political capacities.

B. Method

This study employed an empirical legal research approach to examine the implementation of legal policies for social conflict management in Palopo City. Empirical legal research was adopted to investigate how legal norms operate in practice by examining the perspectives and experiences of relevant stakeholders involved in conflict management. The study focused on analyzing the potential for social conflict and evaluating the legal policy framework governing conflict management in Palopo City.

Data were collected through field observations conducted across all 48 urban villages (*kelurahan*) within the nine districts (*kecamatan*) of Palopo City, namely Wara, North Wara, South Wara, West Wara, East Wara, Sendana, Mungkajang, Bara, and Telluwanua. To obtain more indepth insights into the dynamics of social conflict, the study focused on five sample urban villages (*kelurahan*) that had previously experienced inter-community conflicts.

The field observations were complemented by in-depth interviews aimed at exploring respondents' perspectives on existing policies, regulatory frameworks, and their implementation in the management of social conflict. A purposive sampling technique was employed to select 15 key informants based on their roles, experience, and expertise related to the research topic. The participants included the Head of the Conflict Management

Subdivision of the National Unity and Politics Agency (*KESBANPOL*) of Palopo City, a Social Conflict Analyst from the same agency, a Legal Analyst from the Regional Secretariat of the Palopo City Government, representatives from the Legislative Drafting Division of the Palopo City Regional House of Representatives (*DPRD*), the Head of a Mobile Brigade (*Brimob*) Security Post, urban village officials, and community members.

Interview data were collected using a structured interview guide to ensure consistency across respondents and facilitate systematic comparison of the findings. To complement the primary data, documentary analysis was conducted by examining relevant legal materials and official documents, including national legislation, regional regulations, mayoral regulations, and mayoral decrees issued by the Government of Palopo City.

The collected data were analyzed using thematic analysis. Interview transcripts and documentary data were coded, categorized, and interpreted to identify recurring themes concerning the implementation of legal regulations and their implications for social conflict management. The identified themes were subsequently synthesized to explain the relationship between the formal legal framework and its implementation in practice.

C. Identification of Local Government Legal Instruments in Addressing Social Conflict in Palopo City

The legal products formulated by the Palopo City Government include regional regulations, mayoral regulations, mayoral decrees, and other policies that support efforts to manage social conflict. To facilitate analysis, it is necessary to classify these instruments accordingly. The legal instruments for handling social conflict in Palopo City are categorized into two main classifications. First, local government instruments are based on their nature or characteristics.

Second, local government legal instruments that are indirectly related to the management of social conflict.

1. Classification of Legal Instruments for Social Conflict Management Based on Their Nature

The classification based on their nature refers to legal instruments that have either a direct or indirect relationship with social conflict management. A direct relationship is determined by whether the legal instrument is formulated on the basis of statutory provisions or implementing regulations specifically related to social conflict management. Conversely, an indirect relationship refers to legal instruments that are not derived from statutory mandates or implementing regulations concerning social conflict management, but nevertheless have an impact on the handling of social conflict. Such instruments are therefore classified as indirectly related to social conflict management.

2. Classification of Local Government Legal Instruments Based on Their Type

The classification of local government legal instruments based on their type refers to regional-level legislation, which can be categorized into regulatory instruments (*regeling*) and determinative instruments (*beschikking*). Legal instruments with a long-term orientation are understood as strategic legal policies, such as Regional Regulations (*Peraturan Daerah*). In contrast, legal instruments with a short-term or urgent nature are understood as tactical legal policies, such as Mayoral Regulations and Mayoral Decrees. Based on this distinction, local government legal instruments can therefore be classified into two categories: strategic legal policies and tactical legal policies.

From these two classifications, it can be observed that there are several local government legal instruments, both in the form of

regulatory and determinative measures, that are either directly or indirectly related to the management of social conflict.

Regulation				Determination	
RR		MR		MD	
DL	IL	DL	IL	DL	IL
	RR I	MR I		MD I	
	RR II		MR II		MD II
	RR III				MD III
	RR IV				

Notes :

DL	Local government legal instruments directly related to social conflict management
IL	Local government legal instruments indirectly related to social conflict management
RR	Regional Regulation
MR	Mayoral Regulation
MD	Mayoral Decree
RR 1	Palopo City Regional Regulation No. 1 of 2013 on the Supervision and Control of Alcoholic Beverages
RR 2	Palopo City Regional Regulation No. 4 of 2024 on the Regional Long-Term Development Plan 2024–2045
RR 3	Palopo City Regional Regulation No. 7 of 2024 on the Facilitation of the Prevention and Eradication of Narcotics Abuse and Illicit Trafficking of Narcotics and Narcotics Precursors
PD4	Palopo City Regional Regulation No. 10 of 2014 on the Implementation of Public Order and Public Peace
MR I	Palopo Mayoral Regulation No. 13 of 2020 on the Position, Organizational Structure, Duties, Functions, and Work Procedures of the National Unity and Politics Agency
MR II	Palopo Mayoral Regulation No. 49 of 2022 on the Implementation of Community Protection
MD 1	Palopo Mayoral Decree No. 100.3.3.3/21/B.Hukum on the Establishment of the Integrated Team and Secretariat Team for

	Social Conflict Management at the Palopo City Level for Fiscal Year 2024
MD 2	Palopo Mayoral Decree No. 100.3.3.3/49/B.Hukum on the Establishment of the Community Early Warning Forum of Palopo City for Fiscal Year 2024
MD 3	Palopo Mayoral Decree No. 100.3.3.3/102/B.Hukum on the Establishment of the Management Board of the Interfaith Harmony Forum and the Secretariat Team for Facilitating Religious Harmony and Belief Communities in Palopo City for Fiscal Year 2024

Based on the matrix above, the distribution of legal instruments can be analyzed according to two classifications: **strategic policies** and **tactical policies**. Within the category of tactical policies, legal instruments for social conflict management are distributed across instruments that are **directly related** and **indirectly related** to social conflict management. The distribution indicates that the category of tactical policies with **indirectly related** legal instruments includes the Mayor's Decree on the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Regional National Unity and Political Affairs Agency (KESBANPOL) of Palopo City; the Mayor's Decree on the Establishment of the Integrated Team and Secretariat Team for Social Conflict Management of Palopo City for Fiscal Year 2024; the Mayor's Decree on the Establishment of the Regional Government Early Warning Forum of Palopo City for Fiscal Year 2024; the Mayor's Decree on the Establishment of the Community Early Warning Forum of Palopo City for Fiscal Year 2024; and the Mayor's Decree on the Establishment of the Management Board of the Religious Harmony Forum (Forum Kerukunan Umat Beragama/FKUB) and the Secretariat Team for Facilitating Religious Harmony and Followers of Indigenous Beliefs in Palopo City for Fiscal Year 2024. These legal instruments are classified as **tactical** because they possess specific operational characteristics designed to implement concrete measures that address immediate

operational needs within a limited scope over the short to medium term, with a primary emphasis on the direct implementation of policy actions.

In contrast, under the category of **strategic policies**, legal instruments for social conflict management are likewise classified into those that are **directly related** and **indirectly related** to social conflict management. The distribution shows that the category of strategic policies with **indirectly related** legal instruments is represented by the Regional Regulation on the Supervision and Control of Alcoholic Beverages. However, no legal instrument can currently be classified under the category of **strategic policies that are directly related** to social conflict management.

Overall, the distribution of legal instruments demonstrates a clear tendency toward **tactical policy instruments**. Although a strategic legal instrument is present, it is only **indirectly related** to social conflict management. Consequently, there is currently no strategic legal instrument that explicitly and directly regulates social conflict management, indicating that the existing legal framework remains predominantly operational rather than strategic in orientation.

D. Conflict Management within a Conflict Transformation Approach

The potential for conflict in Palopo City demonstrates tendencies that may trigger social conflict, particularly incidents with high frequency and wide-ranging impacts, which significantly increase the likelihood of conflict within the community. Types of incidents that are prone to social conflict have occurred most frequently in Palopo City over the past five years. These incidents reveal a recurring and escalating pattern of social conflict from year to year, requiring special attention in terms of both prevention and

management efforts. Further details regarding these incidents will be presented in the table below.

Social Conflict- Prone Incidents	Year				
	2021	2022	2023	2024	2025
Land	-	27	67	49	44
Physical Clashes	15	13	59	58	51

Based on the data presented earlier, two types of incidents are identified as having a high potential to trigger social conflict, namely land disputes and physical clashes. However, the question remains whether these incidents necessarily escalate into broader social conflict within the community. Further identification is therefore required to assess the extent to which such incidents develop into social conflict. Data collected from the Palopo City Resort Police over the past three years indicate an escalation of incidents into group or mass clashes in several areas of Palopo City, most of which originated from individual or small-scale fights. These group clashes have occurred in several urban villages, with varying intensity and frequency. The incidents were triggered by various underlying issues that eventually led to inter-community group violence. Such occurrences have been recorded in Mancani, Lebang, Temmalebba, Sabbamparu, and Pontap urban villages.

These conflicts have occurred repeatedly. Although the available data cover only the past three years, there are indications that the recurring nature of these incidents is rooted in past events that have generated lingering grievances and resentment among community groups, ultimately leading to group clashes. Based on this, several areas in Palopo City can be identified as being vulnerable to social conflict. Although the current conflicts remain localized and have not yet escalated significantly, there is a potential for escalation that could extend beyond the immediate areas of conflict. Such

escalation may affect broader segments of society and, in turn, pose a risk to social integration within Palopo City.

A recurring pattern can be identified in these incidents. The conflicts typically occur between groups of residents living in geographically adjacent neighborhoods within the same urban village. For instance, group clashes have occurred between residents of the Uri and Batu neighborhoods in Mancani Village; between Lappo’ and Lebang residents in Lebang Village; between residents of Lorong Manunggal and Jalan Cengkeh in Temmalebba Village; between residents of Jalan Yos Sudarso and Carede in Pontap Village; and among residents in Sabbamparu Village. In general, these conflicts are triggered by feelings of offense or grievances between groups, often rooted in past incidents that have generated lingering resentment and hostility.

To identify the conflict map in Palopo City, this study classifies conflicts into two categories: types of conflict and conflict typologies. Several incidents with varying frequencies have been identified as leading to both open conflict and surface-level conflict in a number of urban villages between 2021 and 2023.

Location of Incident		Frequency of Incidents			Conflict Typology
		2021	2022	2023	
Mancani Urban Village		2	-	1	Open Conflict
Lebang Urban Village		-	-	3	Open Conflict
Temmalebba	Urban Village	-	1	-	Surface-Level Conflict
Sabbamparu	Urban Village	1	-	-	Surface-Level Conflict
Pontap Urban Village		-	-	1	Surface-Level Conflict

Based on the data above, it can be observed that the conflicts occurring in Palopo City can generally be categorized as horizontal conflicts, as they involve actors from within the community itself. However, these conflicts differ in terms of their typology. Two main types can be identified: open conflict and surface-level conflict. Open conflict, as demonstrated in Mancani Urban Village and Lebang Urban Village, is characterized by deep-rooted and highly visible tensions. Such conflicts require comprehensive measures to address both their underlying causes and their resulting impacts. In many cases, these conflicts are fueled by lingering resentment stemming from past incidents. Moreover, the frequency of these conflicts is relatively high and recurrent, with wide-ranging impacts on the communities in these areas.

In contrast, surface-level conflict can be observed in Temmalebba Urban Village, Sabbamparu Urban Village, and Pontap Urban Village. These conflicts are identified as surface-level because they tend to lack deep-rooted causes or are only shallowly rooted, often arising from misunderstandings. Such conflicts are typically triggered by mutual offense between groups, alcohol consumption, and/or acts of intimidation by one group toward another.

Considering the characteristics of social conflict described above, it is evident that group clashes among community members have escalated toward broader social conflict. The conflicts identified consist of open conflict and surface-level conflict. Surface-level conflict refers to incidents such as intergroup clashes among residents that are classified as having shallow or no deep-rooted causes. In contrast, open conflict requires more comprehensive and

sustained efforts to address it, as it is rooted in deeply embedded tensions between the conflicting groups⁸.

Based on the above description, an analysis will be conducted on the patterns of social conflict management to better understand the most appropriate approaches for handling the existing conflict conditions. The approach employed in this study is the conflict transformation approach, which serves as a framework for designing effective patterns of social conflict management. Conflict management encompasses various methods and efforts undertaken to address and resolve conflicts, collectively referred to as conflict transformation. This includes several stages, namely conflict prevention, conflict settlement, conflict management, conflict resolution, and conflict transformation⁹¹⁰. For greater clarity, these stages are illustrated in the following diagram.

	Latent Conflict	Surface-Level Conflict	Open Conflict
Conflict Prevention			
Conflict Settlement			
Conflict Resolution			
Conflict Transformation			

Based on the matrix above, Fisher explains that the various approaches to conflict management constitute sequential stages within a broader process, meaning that each stage incorporates the preceding ones. For instance, the stage of conflict transformation encompasses elements of conflict resolution, conflict management,

⁸ Novire Susan, *Pengantar Sosiologi Konflik*, Edisi Ket (Jakarta: PRENADAMEDIA GROUP, 2019).

⁹ Susan.

¹⁰ simon Fisher et al., *Manajemen Konflik Keterampilan Dan Strategi Utnuk Bertindak* (Jakarta: British Council, 2000).

conflict settlement, and conflict prevention. Thus, it can be understood that the further one moves down the stages, the broader and more comprehensive the scope of conflict management becomes.

The stages of conflict management can be outlined as follows. First, conflict prevention, which aims to prevent the emergence of violent conflict. Second, conflict settlement, which seeks to end violent behavior through a peace agreement. Third, conflict management, which aims to limit and avoid violence by encouraging positive behavioral changes among the parties involved. Fourth, conflict resolution, which addresses the root causes of conflict and seeks to establish sustainable peace among opposing groups. Fifth, conflict transformation, which addresses broader social and political sources of conflict and seeks to convert the negative forces of conflict into positive social and political capacities.

The identification of conflict types provides a strong analytical foundation for understanding the conditions and sociological dimensions of conflict within society. By understanding these conflict typologies, it becomes possible to formulate appropriate patterns of conflict management to address conflicts that arise in the community. From this perspective, this study seeks to examine whether there is a correlation between these conflict management approaches and the existing legal instruments designed to address social conflict.

To address this issue, it is necessary to first examine whether the stages of conflict management are accommodated within the existing legal instruments. The stages in question include conflict prevention, conflict settlement, conflict resolution, and conflict transformation. As previously discussed, legal products have been categorized into those that are directly related and those that are indirectly related to social conflict.

Given that the focus of this study is on legal instruments directly related to social conflict management, attention is directed to regulatory legal products. One such instrument identified is Palopo Mayoral Regulation No. 6 of 2024 on the Position, Organizational Structure, Duties and Functions, and Work Procedures of the National Unity and Politics Agency. One of the key aspects regulated in this provision is the implementation of the technical functions of the Social Conflict Management Subdivision within the National Unity and Politics Agency. According to this regulation, the functions of the subdivision include: (1) preparing materials for the formulation of work programs; (2) policy formulation; (3) policy implementation; (4) coordination; (5) monitoring; (6) evaluation; and (7) reporting in the field of conflict management.

In addition, there are also determinative legal instruments, such as the Palopo Mayoral Decree No. 100.3.3.3/21/B.Hukum on the Establishment of the Integrated Team and Secretariat Team for Social Conflict Management of Palopo City for Fiscal Year 2024. The Integrated Team for Social Conflict Management is tasked with: formulating an action plan for conflict management in Palopo City; coordinating, directing, controlling, and supervising conflict management based on conflict mapping; providing information to the public regarding conflict incidents and the measures taken to address them; undertaking preventive efforts through an early warning system; responding promptly and resolving potential conflicts peacefully; managing displaced persons; and reporting the implementation of activities to the Mayor of Palopo. The establishment of this Integrated Team refers to Minister of Home Affairs Regulation No. 42 of 2015 on the Implementation of Coordination in Social Conflict Management, which, under Article 10, stipulates that in order to enhance coordination in conflict management, an Integrated Team for Social Conflict Management shall be established, including at the regency/city level.

From the two provisions above—both regulatory and determinative legal instruments—it can be observed that they do not explicitly mention the stages of conflict management as outlined in the conflict transformation framework. However, if we refer to the legal basis underlying the Palopo Mayoral Decree No. 100.3.3.3/21/B.Hukum on the Establishment of the Integrated Team and Secretariat Team for Social Conflict Management of Palopo City for Fiscal Year 2024, which is grounded in Minister of Home Affairs Regulation No. 42 of 2015 on the Implementation of Coordination in Social Conflict Management, several relevant provisions can be identified for analysis. Article 1 of the Ministerial Regulation defines social conflict management as a series of systematic and planned activities carried out before, during, and after the occurrence of conflict. These activities include: conflict prevention, defined as a set of measures aimed at preventing the occurrence of conflict through strengthening institutional capacity and early warning systems; conflict termination, defined as efforts to end violence, protect victims, limit the spread and escalation of conflict, and prevent further casualties and material losses; and post-conflict recovery, defined as a series of actions to restore conditions and repair disrupted social relations through reconciliation, rehabilitation, and reconstruction.

From the explanation above, it can be concluded that the stages of conflict management according to Fisher are, in general, accommodated within these provisions. For instance, conflict prevention and conflict settlement are reflected in the measures of prevention and conflict termination, while conflict resolution and conflict transformation are encompassed within post-conflict recovery efforts. Although these stages are not explicitly regulated in local government legal instruments, their implementation in practice fully refers to the higher-level regulatory framework.

E. A Critical Review of the Gap Between Reality and the Need for Legal Instruments in Social Conflict Management in Palopo City

Revisiting the social conflicts occurring in Palopo City, they can be categorized into two types: surface-level conflict and open conflict. Based on these typologies, and through the lens of the conflict transformation approach, it can be argued that the appropriate strategies for addressing such conflicts include conflict settlement, conflict resolution, and conflict transformation.

As an analytical case, one example can be drawn from Mancani Urban Village, where the conflict has been categorized as open conflict. Based on available data, this conflict has persisted for a considerable period. At present, the situation in the area is relatively safe and conducive. One of the measures undertaken to maintain this condition is the deployment of a security post by the Mobile Brigade Unit (Brimob) of the Indonesian National Police, aimed at ensuring stability and preventing incidents that could trigger renewed conflict between the two community groups (Uri and Batu neighborhoods). So far, the presence of this security post has significantly contributed to a sense of safety among residents, and the current conditions in this conflict-prone area can be considered relatively stable. However, this stability has been achieved primarily through peacekeeping efforts, namely the intervention of security forces to prevent the conflicting parties from engaging in further violence. This indicates that the existing peaceful condition does not necessarily imply the absence of conflict.

This is consistent with the view expressed by a conflict analyst from the National Unity, and Politics Agency of Palopo City, who stated that the conflict in the area still requires comprehensive and sustained efforts. Although mediation and peace initiatives have been carried out repeatedly, the conflict is deeply rooted, which

constitutes a major obstacle to effective conflict management in the area.

From this, it can be observed that the current efforts in conflict management remain at the levels of conflict prevention, conflict settlement, and conflict resolution. However, when considering the actual needs of conflict management in the area, there is a clear demand for more strategic approaches that address the root causes of the conflict. As explained by Fisher, one of the approaches with a broader scope is conflict transformation, which seeks to address the wider social and political sources of conflict and to convert the negative forces of contention into positive social and political capacities.

Although the findings indicate a highly positive public perception of conflict management policies and the role of the government in addressing social conflict in Palopo City—where, in general, the community expresses satisfaction, perceives government policies as fair, and acknowledges the presence and responsiveness of the authorities—there remains a notable proportion of neutral respondents. This suggests that some members of the community have not directly experienced the impact of government policies or interventions, and some respondents feel that government measures have not fully met their expectations. Moreover, although relatively small, the group expressing dissatisfaction remains important to consider, as it highlights the need for policies and their implementation to be more inclusive, evenly distributed, and effective across all segments of society.

The extent to which social conflict management through a conflict transformation approach is supported by adequate local legal instruments must be assessed in relation to the actual needs observed in the field. Referring to one of the fundamental functions of law as a tool of social engineering, law should serve as an instrument to shape and transform social behavior in order to

establish social order. Although the existing legal instruments are generally sufficient to support conflict management in Palopo City, there appears to be a need for more strategic legal frameworks that are capable of addressing the deeper and structural dimensions of conflict. Therefore, it is important to consider the development of regional regulations that incorporate substantive provisions oriented toward conflict transformation. Regional regulations can serve as an effective legal instrument for facilitating social and political transformation. This aligns with the broader objectives of regional autonomy, which aim to provide solutions to local challenges and societal issues, as well as to respond to global changes. Furthermore, it reflects an effort to achieve good local governance in support of sustainable development at the local level¹¹.

F. Conclusion

The need for strategic local government legal instruments should be carefully considered, particularly in light of the conflict mapping which indicates that intergroup conflicts in Palopo City have developed into both surface-level conflicts and open conflicts. Although the existing legal instruments have supported efforts in managing social conflict, conditions in the field suggest that a stronger emphasis on conflict transformation is necessary. Therefore, such efforts should be supported by legal policy instruments with broader and more sustainable impacts, specifically oriented toward facilitating conflict transformation.

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