



RESEARCH ARTICLE

Dynamics Of Conflict And Collaboration Between Local And Central Government

Azharisman Rozie¹, Selvi Diana Meilinda^{2*)}, Dwi Agus Sumarno³, Hendayana⁴, Riko Wijaya⁵

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Abstract

This study conducted a review of the literature to analyze the dynamics of conflict and collaboration between local and central government in Indonesia. The aim of this research is to identify patterns and trends in these dynamics, as well as the underlying factors. The research presents findings from various articles and academic works that highlight changes in the relationship over time, challenges faced, as well as strategies used to improve intergovernmental cooperation. The research findings show that conflicts between local and central governments are often related to resource struggles, differences in interests, and lack of coordination. For example, conflicts related to the management of natural resources, such as forests and mining, often occur because local and central governments have different interests in their utilization. In addition, differences in regulations and policies between the two levels of government can also trigger conflict. On the other hand, collaboration between local and central governments is driven by factors such as common goals, effective communication, and strong leadership. This collaboration can be realized through various forms, such as cooperation in the preparation and implementation of development programs, exchange of information and data, and coordination in solving common problems. The results of this study provide valuable insights for practitioners at different levels of government to understand and effectively manage intergovernmental conflict and collaboration. Practitioners at the local and central government levels need to improve communication and coordination to minimize conflict and maximize collaboration. In addition, clear and consistent regulations and policies are needed at both levels of government to support effective collaboration. This research makes a new contribution to the understanding of the dynamics of the relationship between local and central government in Indonesia by identifying key factors that drive conflict and collaboration. It also demonstrates the important role of communication, coordination and leadership in building harmonious and productive intergovernmental relations.

Keyword: Conflict Dynamics, Collaboration, Local Government, Central Government.

Introduction

Conflict is a process that begins when one party perceives that the other party has negatively affected, something that is a condition that is the starting point of the conflict process. Conflict is a process that begins when one party perceives that the other party has negatively affected something that is of concern or interest to the first party. This definition covers a wide range of conflicts that people experience in organizations-misalignment of goals, differences in interpretation of facts, disagreements caused by behavioral expectations and so on. In addition, other definitions are flexible enough to cover various levels of conflict from overt and violent actions to invisible forms of disagreement. According to Pruitt & Rubin (2009), conflict is defined as a social process undertaken by individuals or groups seeking to achieve their objectives by opposing an adversary through threats and/or the use of violence. This definition suggests that conflict involves more aggressive actions, where individuals or groups pursue their goals by confronting others, even resorting to intimidation or violence if necessary (DeRue et al., 2009). Meanwhile, Katz and Brown (1966) define conflict as a situation where two or more parties have incompatible goals (Bobo, 2019). This definition

emphasizes goal incompatibility as the trigger for conflict without directly involving violence or threats. The focus is on differences in objectives or interests that naturally lead to tension or competition between the parties involved. Comparing these definitions, Pruitt & Rubin view conflict with an element of aggression in goal achievement, whereas Katz and Brown perceive conflict as arising from misaligned goals among the involved parties.

Conflict will occur if there is a difference in understanding between two or more people towards various disputes, tensions, difficulties between parties who do not agree. Conflict can also trigger an oppositional attitude between the two parties where each party views the other as an opponent / obstacle and is believed to interfere with efforts to achieve goals and fulfill their respective needs. Apart from the many causes of conflict, differences in the background of the two parties to conflict, differences in interests between individuals in groups / communities are all interrelated in complex social realities (Hegre & Nygård, 2015)

Conflicts that usually occur will not always end in a conflict where part of the course of a program will create a collaboration which is a thought process where the parties involved look at the different aspects of a problem and find solutions to these differences and the limitations of their views on what can be done. Collaboration is not limited by a certain time or period, as long as there are still matters that have intersections or relationships with other parties, collaboration is still very necessary. Collaboration involves several parties from the individual, work group, and organizational levels. In running collaboration, it is very important to understand the performance of public institutions. Therefore, the study of collaboration focuses more on the level of public sector

Government Institute of Home Affairs

*) *corresponding author*

Selvi Diana Meilinda

Email: selvi@ipdn.ac.id

organizations. Collaboration has a long grace period. This is what distinguishes collaboration from teamwork (Collins & Gerlach, 2019). As a process, collaboration is an interaction between several people that continues. The purpose of collaboration is to accelerate the achievement of goals together. Even in the process of achieving that goal, it is not recommended to categorize the tasks that are carried out. This is as said by Nawawi that collaboration is an effort to achieve a common goal that has been determined through the division of tasks, not as a division of labor but as a work unit, all of which are directed at achieving goals.

Indonesia has designed its own PPPs model in Indonesia's development plan called MP3EI (master plan for Indonesia's economic development planning). This PPPs framework has been applied mainly in the construction of regional economic development infrastructure for each economic corridor. Based on guidelines prepared by the Indonesian Ministry of Economic Affairs in 2010, Indonesia has established a PPPs model that suits the needs of the development of special economic zones planned in five strategic regions of Indonesia including Dumai. The guidelines are a road map to the development of PPP projects in Indonesia by outlining the principles adopted by the Government and the facilities available to private partners within the PPP framework. By providing an overview of how PPP programs operate in Indonesia, the Guide can lead investors to review opportunities in specific projects (Silsila Asri & Yahya Krisnawansyah, 2022)

In 1999, the Government of Indonesia took a major step to delegate greater authority to local governments: cities, districts, and provinces. Regional autonomy is now clearly reflected in all sector-specific regulations and PPP regulations. In general, the Government Contracting Agency (GCA) will be the governing government unit according to the geographical location of the project. For example, for projects with city coverage, the GCA will be the city administration represented by the Mayor; for projects limited to districts, the GCA will be the district body represented by the Regent; for projects across districts but still located within a province, the provincial government will act as the GCA in this case represented by the Governor; and for projects across provinces, the central government represented by the Minister or head of a government agency will be the GCA (Silsila Asri & Yahya Krisnawansyah, 2022). The government, through P3CU, is actively seeking to strengthen the capacity of local governments to prepare and implement PPP projects.

Therefore, the dynamics of the relationship between the central and local governments in Indonesia always show a mix of conflict and collaboration. This is influenced by structural factors, political factors, cultural factors. The dynamics of conflict and collaboration between the center and the regions is a complex and evolving process. Studying these dynamics is important to understand how the relationship between the center and regions in Indonesia works and how they can achieve common goals. This research aims to analyze how the dynamics of conflict and collaboration that occur between local and central government. Whether in the process of work there is collaboration between the center and the regions in regulating the running of the government system.

This research analyzes the dynamics of conflicts that occur between the central and local governments. In Indonesia, conflicts that often occur between the central and regional governments are usually caused by differences of opinion and rules. Where the regulations made are not in accordance with the customs that exist in one of the regions. The main focus of this research is to further examine what factors influence conflict. It can be seen that the keyword: "Conflict Dynamics and collaboration between the region and the center: a systematic review of the literature" gets a lot of attention from researchers to study deeper, this is evident from the images displayed where conflict, Indonesia, Region, dynamics get a big spotlight.

Method

This article uses the Systematic Review Method where the research used is to systematically collect, evaluate, and

synthesize scientific evidence relevant to a particular topic. The aim is to provide a comprehensive and accurate picture of the current state of knowledge about the Dynamics of Conflict and Collaboration of Central and Local Government.

Systematic reviews have one or more purposes for which they are properly utilized such as:

- a) to integrate (compare and contrast) what others' research has done and said;
- b) criticize previous scientific work;
- c) to build bridges between related topic areas; and
- d) to identify key issues in a field.

The systematic review perspective can (a) represent the findings naturally, as well as (b) support the position of theories, models, relationships, relationships, and conceptual frameworks from various fields of research. While the scope of studies in the systematic review is (a) all studies published both in digital libraries (ScienceDirect, ProQuest, EBSCOhost, JSTOR, Springer, etc.), as well as studies that are not contained in the systematic review.(b) all citations that are in accordance with the main topic, (c) representative citations related to the topic, usually in the process of searching for articles in the digital library, a researcher will get thousands of articles from the keywords entered in the digital library, meaning that all of these articles are representative of the keywords, so that keywords in systematic review have an important role, (d) important or central citations as a result of the inclusion and exclusion process will get tens of articles out of thousands of articles on average for the data synthesis stage. Article synthesis has many purposes both in terms of historical, conceptual, and methodological understanding: (a) to bring out the roots and history of science on a particular topic, (b) the development of various concepts and debates from various researchers on a particular topic, and (c) methods for interpreting a finding. Methods are like various kinds of cutting tools, all can cut but there are specialization of cutting tools to get the best cut. In a systematic review, the researcher must know who the audience is, whether a specialist, academic, practitioner, policy maker, or the general public, because the wishes of each audience are different from one another. Summarize the characteristics and categories of systematic reviews. There are advantages and disadvantages to the systematic review process. For example, it takes a long time to identify and evaluate all single studies for review. However, the costs involved in conducting systematic review research are generally cheaper, more effective and efficient than conducting field studies, and the results are more inclusive and convincing than single studies.

Determination of research questions Relevant literature was searched through various sources, such as scientific databases (Scopus, Science Network, JSTOR), government websites, international organizations (World Bank, OECD), academic search engines (Google Scholar), and references from existing literature. Literature screening: The literature found was evaluated based on relevance, quality and potential bias. Inclusion and exclusion criteria were applied to narrow down the selection. Extracted data: Relevant data were extracted from the selected literature. Information collected included study design, variables, findings, and conclusions. Data analysis: The extracted data was analyzed to identify patterns, trends and key findings. The exact analysis technique used depends on the nature of the data. Synthesis of findings: Findings from different studies were combined to provide a comprehensive picture of the dynamics of the relationship between central and local governments in Indonesia. Common themes, differences and gaps in the literature are identified. Conclusions and implications are drawn based on the synthesized findings.

Results and Discussion

This research focuses on the course of central government policies that are fully related to regional governments in running the regional autonomy system from the period 2019 - 2024 or the last 5 years. Based on the search results, articles were obtained that discussed the dynamics of central and regional governments.

a. Dynamics of Government in Indonesia

Dynamics of Central and Regional Relations in Handling Covid-19 The COVID-19 pandemic has affected every dimension of life, including central and regional relations in the corridor of decentralization in Indonesia. The government's efforts to cope with the pandemic and its impact on the socio-economy of the community have led to initiatives from the Regional Government. On the other hand, this initiative raises issues in the governance of central and regional relations (Hasibuan, 2022). The following section will review the dynamics of central and regional relations in handling COVID-19 which will take two problems, namely the regional quarantine problem and the social assistance data problem. These two problems occurred from 2020 to 2021.

Regional Quarantine At the beginning of the COVID-19 outbreak, the Provincial Government of DKI Jakarta through DKI Jakarta Governor Anies Baswedan on March 28, 2020 sent a letter to the Central Government to quarantine the Capital Region. However, the Central Government rejected Anies' proposal (Nanda et al., 2022). The reason is that the Central Government chooses to implement large-scale social restrictions with health quarantine and only if the situation deteriorates greatly can it lead to a civil emergency (Pangaribuan & Munandar, 2021). Furthermore, the Tegal City Government began lockdown at the end of March 2020, to prevent the spread of COVID-19. At that time, the lockdown was planned to last until July 30, 2020. The mayor of Tegal, Dedy Yon Supriyono, at the time, said he closed about 95 percent of the roads in Tegal City, Central Java (Dinas Kesehatan Provinsi Jawa Tengah, 2021; Sofianto, 2021)

In the government process, conflicts often arise between the central and local governments. These conflicts can be caused by several factors, such as differences of opinion between the central and local governments, overlapping regulations, competition for resources that have economic value and differences in interests between the conflicting parties. The following are examples of conflicts that occur between the central and local governments.

In general, there are many opinions that the Papuan conflict is the responsibility of the Regional Government, in this case related to the Provincial Government and Regency / City Governments. This is very wrong because if analyzed further, the conflict that occurred in Papua is a form of protest by the Papuan people against the policies of the Central Government which are considered not "pro-Papua" since Papua integrated with Indonesia. The policy is related to the phenomenon that is happening in Papua today, which is characterized by uncertain security conditions; development inequality that does not reflect the principles of justice; impartiality to indigenous Papuans, severe damage to forest ecosystems and marine waters; the development of a market economy that favors migrants, social conflicts that are suspected of being engineered, high population mobility from outside Papua, and a government system at both the provincial and district / city levels that is full of KKN practices, even tribal, familial, or dynastic systems are applied everywhere in Papua, both in Papua and West Papua Provinces (Saragih et al., 2019). Therefore, the position and role of the central government is very important in the process of negotiating the Papua conflict. The Central Government is looking for solutions to handle the Papuan conflict by formulating appropriate policies. One of the government's efforts to reduce the conflict was to issue Law Number 45 of 1999 concerning the Establishment of Central Irian Jaya Province, West Irian Jaya Province, Paniai Regency, Mimika Regency, Puncak Jaya Regency and Sorong City which split Irian Jaya Province into Eastern, Central and Western Irian Jaya Provinces (Muntaha et al., 2020). The division of Papua by forming new provinces was considered a total failure because it received widespread rejection from the Papuan people (Samparisna O. D. Koibur, 2021). The government also issued Law Number 21 of 2001 concerning Papua Special Autonomy

(Otsus Papua) which provides broader authority for the provincial government and the Papuan people to organize and manage themselves (Kaisupy & Maing, 2021; KOSSAY, 2022).

b. Influence of Government Policy in Indonesia

The policies issued by the government and the results of the renewal of legislation are one of the references to regulate the social life of the community in order to continue to get social equilibrium or social balance. So that from a balanced social life creates a just and prosperous social life order, so that is the importance of various kinds of policy products created by the government so that people get legal certainty (Republik Indonesia, 2014). However, not a few of the various legal products issued by the government have generated controversy among civil society, both the content of the regulations and the process of drafting legislation. The policy controversy and the drafting process between the government and civil society are what is called vertical conflict or structural conflict, so that conflict becomes something that we cannot avoid in the social life of society, even wherever and whenever conflict will still exist in the social life of society both in the smallest social structure to the highest social structure because humans are creatures that cannot be separated from conflict. As explained by (Mulyadi, n.d.) that humans are conflictual creatures (*homo conflictus*).

Conflict is a phenomenon that cannot be avoided from human life. Because conflict will always occur both in the family as the smallest structure and the state as the largest structure, conflicts can occur between individuals and individuals, groups and individuals or groups with groups. In his explanation, Hebermas (Mulyadi, n.d.) argues that conflict is something in heren in people's lives. This means that conflict is a permanent thing and cannot be avoided in the social life of society, because conflict has a permanent nature in social life. Furthermore Fisher in his book explains conflict is a relationship between two or more parties (individuals or groups) who have incompatible goals (Dimand & Valeonti, 2022; Indrawan & Putri, 2022). From the micro level, conflicts occur between individuals to between groups. The turmoil of the civil society movement's resistance to the omnibus law bill is an interesting thing to study in the perspective of conflict Simon Fisher, in his book also explains that social conflict will arise if there is no balance in the social structure of society including the process of determining public policy, so that it can produce unbalanced power and will produce social inequality (Gamayanti & Nulhaqim, 2019).

c. Conflict Transformation of Local Government in Indonesia

In the context of conflict transformation, the government is quite committed (normative) to be present as a force or party that is responsible for resolving conflicts, and subsequently maintaining peace and normal post-conflict conditions. The issuance of Law No. 7/2012 is one manifestation of the state's commitment to issues surrounding conflict. One of the things emphasized in this law is the role of local governments in addressing and dealing with conflict issues that occur. The roles determined to be played by the government and local governments include 3 (three) scopes of conflict transformation, namely: conflict prevention, conflict termination, and post-conflict recovery. Conflict prevention is carried out by: [a] maintaining peaceful conditions in society; [b] developing a peaceful dispute resolution system; [c] reducing the potential for conflict; and [d] building an early warning system (Schilling et al., 2018). Prevention efforts are carried out by the government, local governments and communities.

In the context of conflict prevention, the government and local governments are obliged to reduce the potential for conflict in the community by: [1] planning and implementing development that takes into account the aspirations of the community; [2] applying the principles of good governance; [3] conducting peace programs in potential conflict areas; [4] intensifying dialogue between community groups; [5] enforcing the law without discrimination; [6] building national character;

[7] preserving the values of Pancasila and local wisdom; and [8] organizing deliberations with community groups to build partnerships with business actors in the local area. As part of the effort to reduce the potential for conflict, the government and local governments are also required to build early warning, which is intended to prevent: [a] conflict in areas identified as potential conflict areas; and/or [b] expansion of conflict in areas where conflict is occurring. Early warning systems can take the form of providing information to the public about potential conflicts or the occurrence of conflicts in certain areas. The government and local governments build early warning systems through communication media. Conflict termination is carried out through three stages, namely: [a] cessation of physical violence; [b] determination of the status of the conflict; [c] emergency measures to rescue and protect victims; and/or [d] assistance in the use and deployment of the Indonesian National Army. The cessation of physical violence is coordinated and controlled by the Indonesian National Police. The cessation of physical violence also involves community leaders, religious leaders, and/or traditional leaders. The cessation of physical violence is carried out in accordance with the provisions of laws and regulations.

Post-Conflict Recovery The government and local governments are obliged to carry out post-conflict recovery efforts in a planned, integrated, sustainable and measurable manner. Post-conflict recovery efforts include: reconciliation, rehabilitation and reconstruction. Reconciliation, among others, can be carried out with customary institutions and/or social institutions or a social conflict resolution task force (Wolf-Fordham, 2020). Rehabilitation is carried out post-conflict in accordance with the duties, responsibilities and authorities of the government and local governments. Reconstruction includes: [a] restoration and improvement of public service functions in post-conflict environments and/or areas; [b] restoration and provision of access to education, health, and livelihoods; [c] repair of public facilities and infrastructure in conflict areas; [d] improvement of various structures and frameworks that cause inequality and injustice, including economic disparities; [e] repair and provision of service facilities to fulfill the specific basic needs of women, children, the elderly, and groups of people with special needs; [f] repair and restoration of places of worship.

d. Collaborative Governance in Indonesia

Collaboration continues to grow in government because of the complexity and interdependence between institutions, where handling a public problem is very difficult to do by one government institution alone, so it requires collaboration so that public problems with all their complexities can be resolved properly (Hansen et al., 2020).

The Department of Transportation and the Makassar Police Traffic Unit involved in collaboration must be aware of their respective roles in order to achieve collaborative goals. Collaboration is initiated on the limited capacity, resources, and networks owned by each party, so that cooperation can unite and complement various components that encourage the successful achievement of common goals. In these efforts, there are joint or coordinated actions taken by team members to achieve common goals.

Controlling bendor vehicles in Makassar City is a responsibility carried out by the Makassar Transportation Agency and the Makassar Police Traffic Unit according to their respective duties and functions. For this reason, inter-organizational collaboration is needed in controlling bendor vehicles in Makassar City. Face to face dialogue collaboration is based on face-to-face dialogue between stakeholders. As a consensus-oriented process, face-to-face dialogue is needed by stakeholders to identify opportunities for mutual benefit (Anwar, 2017). In realizing cooperation or collaboration, face-to-face dialogue or two-way (reciprocal) communication between agencies or institutions and stakeholders in the context of meeting and deliberating to reach an agreed consensus is a

collective decision and becomes a shared responsibility. All stakeholders responsible for controlling bendor vehicles must be conditioned to be directly involved in decision-making. In line with the joint agreement document that has been agreed upon by the Makassar City Government through the Department of Transportation with the Makassar Police Traffic Unit, namely: 1. Drafting a local regulation on Bendor is in process. 2. Bendor Association will still comply with traffic rules. 3. There will be a meeting between the Mayor of Makassar and the Bendor Association. 4. Currently Bendor operates on Saturday and Sunday while waiting for further regulations (Jalal et al., 2023). Commitment to process is one of the causes of urban chaos, namely the uncontrolled number of vehicles that are not proportional to the road area. To overcome this, a commitment to the collaboration process is needed from the Department of Transportation and the Makassar Police Traffic Unit in controlling bendor vehicles. Collaboration emphasizes the creation of a cooperative relationship based on commitment in achieving goals that can benefit the parties involved (stakeholders) in it. Based on the interviews that have been conducted, commitment to the process is always carried out by the Makassar City Government through the Transportation Office with the Makassar Police Traffic Unit (Amir et al., 2020). However, the consistency of the commitment that has been built by both parties does not run in accordance with the predetermined objectives, due to the unclear legal basis and regulations governing motorized pedicab vehicles, especially in Makassar City. Based on the results of the interview, the consistency of commitments made by both parties has been carried out. However, there are some weaknesses in the agreement that has been agreed upon, so that the commitment to the collaboration process does not run optimally.

Shared Understanding the last indicator of the collaboration process is the existence of a shared understanding between the two collaborating parties, namely the Makassar City Transportation Office and the Makassar Police Traffic Unit. Shared understanding is related to the contents of the agreement that has been determined by both parties in controlling public transportation modes, especially bendor vehicles in Makassar City. The results of researchers' interviews with several informants related to the collaboration process that occurs based on indicators of mutual understanding between the two parties. This statement is supported by the explanation given by the Makassar Police Traffic Unit, that the enforcement and implementation of the Mayor's Regulation on the operationalization of bendor vehicles in Makassar City is hampered by the absence of a legal basis underlying the birth of the city government's technical regulations and there are several articles in the regulation that conflict with applicable laws and regulations, especially those related to traffic. The results of the interview are in line with the understanding of the Mayor of Makassar at the time that bendor vehicles are unclear vehicles in terms of prototype. However, in the course of the formulation of the Draft Regulation of the Mayor of Makassar Number 22 Year 2012, the Mayor of Makassar received pressure from several parties including bendor drivers, especially at that time coinciding with the political contestation of the South Sulawesi Governor election, where the Mayor of Makassar became one of the candidates for the Governor of South Sulawesi. At that time, the Mayor of Makassar accommodated the interests of bendor drivers by issuing Makassar Mayor Regulation No. 22/2012 on the Operational Control of Becak Motor in Makassar City. Based on the results of researcher interviews with several informants, it can be seen that the collaboration process between the Makassar City Transportation Office and the Makassar Police Traffic Unit did not run in accordance with the shared understanding built by both parties, so that the commitment to bendor curbing was hampered by several factors and face-to-face dialogue between the two parties was only carried out at the beginning of the collaboration process. The collaboration process between the Department of Transportation and the Makassar Police Traffic Unit in curbing bendor vehicles in Makassar City has not been fully disciplined

because the collaboration process has not run in accordance with the agreement that has been mutually agreed upon. Indicators of collaboration have not run optimally such as face-to-face dialogue, commitment to the process, and the creation of mutual understanding between the two parties.

The face-to-face dialogue process has been established between the Department of Transportation and the Makassar Police Traffic Unit in the preparation of an agreement plan and regulation of bentor vehicle control, but both parties agreed on several agreements as a formality without being based on a clear legal basis, so that the collaboration process did not go well. The unclear legal basis is the existence of bentor vehicles that do not meet the standards and rules of public transportation vehicles, specifications and models of motorized rickshaw vehicles that can endanger users / customers become the basis for the Traffic Unit in establishing collaboration, that what needs to be regulated first is a bentor prototype that meets national standards. Whereas according to Ansel and Gash (Noer & Putra, 2022; Ullah & Kim, 2020; Utami et al., 2022), collaboration is based on face-to-face dialog between stakeholders. As a consensus-oriented process, face-to-face dialog is needed by stakeholders to identify opportunities for mutual benefit.

Likewise, the indicator of commitment to the collaboration process has not run optimally. This happened because from the beginning the agreement that was built was only done simply to fulfill the institutional obligations of both parties, there was no strong political will between the Department of Transportation and the Makassar Police Traffic Unit. Both parties are not consistent with the commitments that have been agreed upon, the collaborative process that runs does not produce the order of bentor vehicles as desired by both parties. This is not in line with the views of Ansel and Gash (Noer & Putra, 2022; Ullah & Kim, 2020; Utami et al., 2022), that the level of stakeholder commitment to collaboration is an important variable in explaining the success or failure of collaborative governance implementation. Commitment to process can be achieved through: mutual recognition of interdependence, shared ownership of process, and benefits gained through the collaboration process (openness to exploring mutual gains).

Discussion

The relationship between Indonesia's central and local governments has long been characterized by a blend of conflict and collaboration, a dynamic that significantly influences the effectiveness of governance across the country's diverse regions. This interplay reflects a multi-layered interaction where differences in policy priorities, regulatory approaches, and resource allocation strategies come into play. The complexities of these intergovernmental relations are rooted in Indonesia's decentralized governance framework, which grants substantial autonomy to local governments yet preserves certain centralized controls, particularly on strategic resources (Farzanegan & Gholipour, 2023; Hansen et al., 2020). This blend of authority is intended to facilitate a harmonious working relationship between the central and local levels; however, it often triggers friction and competition over control and influence.

One of the primary sources of conflict arises from differences in regulatory and policy priorities. As Indonesia transitioned from a highly centralized governance model to a more decentralized one post-1999, local governments gained significant control over local resources and administrative functions (RozidatenoPutri Hanida et al., 2021; Rozikin & Sofwani, 2023). However, the central government retained jurisdiction over matters of national importance, such as defense, foreign policy, and certain natural resources. This division, while intended to streamline governance, has created recurring friction, particularly in resource-rich regions where local governments aim to exercise greater control over natural resources like forests and minerals. The central government, however, often intervenes, citing broader national interests or environmental concerns. These interventions are seen by local

authorities as undermining regional autonomy and disregarding local development needs, often leading to prolonged disputes.

An illustrative example of this is the management of mining resources, where local governments may prioritize revenue generation and employment through the establishment of mining ventures. In contrast, the central government may seek to enforce stricter regulations to address environmental and social concerns. Such contrasting priorities can lead to regulatory stalemates, as seen in regions like Papua and Kalimantan. In Papua, for instance, local governments have argued that the central government's policies do not adequately consider the unique socio-cultural context of the region, resulting in persistent conflicts. Scholars argue that these disagreements not only strain central-local relations but also exacerbate underlying social and economic inequalities, which can fuel regional discontent.

Another layer of conflict emerges from the varying capacities of local governments to implement national policies effectively. Indonesia's local governments vary widely in terms of their financial, administrative, and technical resources, which affects their ability to align with central government standards. When local governments lack the resources to carry out nationally mandated programs, tensions can rise as the central government seeks to enforce compliance. For instance, during the COVID-19 pandemic, the central government imposed certain public health mandates to contain the virus (Mubarq et al., 2023). However, several local governments faced challenges in implementing these policies due to financial and logistical constraints. This disparity led to conflicts over who should bear the costs and how responsibilities should be shared (Tsai et al., 2022). Some local governments, particularly in rural areas, voiced concerns that they were being tasked with carrying out policies without adequate support, highlighting the need for a more balanced approach that considers regional capacities.

In contrast, collaborative efforts between central and local governments often emerge in areas where there is a clear alignment of interests or where both levels recognize the mutual benefits of cooperation. One such area is economic development, where both central and local governments share the goal of promoting growth and reducing poverty. The central government's support for local infrastructure projects is one example, as seen in the implementation of Indonesia's Master Plan for the Acceleration and Expansion of Economic Development (MP3EI). This program underscores how the central government can work collaboratively with local governments to enhance regional development through investment in infrastructure. By fostering economic corridors, the central government enables local governments to attract investors and develop industries that align with local economic priorities. This synergy not only drives regional growth but also strengthens the cooperative relationship between central and local authorities.

Moreover, collaborative governance is often strengthened through clear communication channels and effective leadership at both levels. Open and consistent communication enables central and local governments to anticipate and address potential conflicts before they escalate. In regions where leadership prioritizes dialogue, intergovernmental relations are more likely to be characterized by cooperation rather than contention. A good example of this is the handling of disaster management, where both levels must coordinate closely to ensure an effective response. In cases like natural disasters, such as earthquakes and tsunamis, the central and local governments have successfully collaborated to mobilize resources and respond swiftly to emergencies. This cooperation is facilitated by the existence of clear protocols and communication channels, underscoring the importance of strategic frameworks that promote intergovernmental dialogue.

However, achieving effective collaboration requires more than just clear communication; it also demands a commitment to transparency and mutual respect. Transparency builds trust, especially in cases where central government policies directly impact local communities. When local governments are

included in the decision-making process and are given the opportunity to voice their concerns, there is a higher likelihood of cooperative outcomes. This has been evident in the context of regional development planning, where joint decision-making between central and local governments can lead to better-targeted policies. In addition, local governments play a key role in providing contextual insights that can help tailor central policies to meet local needs more effectively. By fostering an environment of mutual respect, both levels of government can work together to achieve shared goals while minimizing potential conflicts.

Yet, despite these collaborative efforts, challenges remain in fostering consistent and sustainable intergovernmental relations. One recurring issue is the imbalance in financial resources, as local governments often rely heavily on central funding to meet their budgets. This dependency can hinder local autonomy and create tensions, especially when local governments feel that their financial allocations do not reflect their developmental needs. Financial constraints can also affect the capacity of local governments to participate in collaborative initiatives, limiting their ability to fulfill their roles effectively. Scholars argue that addressing this imbalance requires a reform in the fiscal relationship between central and local governments, potentially through increased fiscal autonomy or more targeted funding mechanisms that align with local development priorities.

The complexities of Indonesia's intergovernmental relations highlight the need for a balanced approach that accommodates the diverse interests and capacities of both central and local authorities. Building a harmonious relationship requires not only a clear delineation of responsibilities but also a commitment to flexibility and adaptability. By recognizing the unique characteristics and needs of different regions, the central government can tailor its policies to better support local development while ensuring that national interests are safeguarded. In this context, adopting a collaborative governance framework that prioritizes mutual benefits and shared goals could significantly enhance the stability and effectiveness of intergovernmental relations.

The dynamics of conflict and collaboration between Indonesia's central and local governments reflect a complex interplay of competing interests and shared aspirations. While conflicts are often driven by regulatory misalignments, resource competition, and disparities in regional capacities, collaboration emerges as a powerful tool for addressing common challenges and achieving national development goals. By fostering open communication, transparency, and respect for local autonomy, Indonesia's central and local governments can work towards a more cohesive and productive relationship. As Indonesia continues to navigate its decentralized governance landscape, the balance between conflict and collaboration will play a crucial role in shaping the future of its intergovernmental relations.

Limitation Of the Study

The limitations of this study primarily stem from two factors: the time frame following the COVID-19 pandemic and the language constraints of the literature review. First, by focusing on the post-COVID-19 period, this study captures a snapshot of central-local government dynamics under conditions that may be unique to pandemic recovery efforts. The extraordinary nature of the pandemic-induced challenges and policy responses may have influenced government relations in ways that do not fully represent broader trends over time. Consequently, while the findings provide valuable insights into intergovernmental conflict and collaboration, they may not account for pre-existing patterns or factors that influenced central-local relations before the pandemic. Extending the analysis to a longer time frame could offer a more comprehensive understanding of these dynamics beyond the context of COVID-19 recovery. Second, the study's reliance on Indonesian-language literature and Indonesian keywords presents a linguistic limitation. By focusing on sources written

in Indonesian, the research may overlook valuable insights, theories, and comparative perspectives available in international literature. Key terms such as "dynamics of conflict and collaboration" or "intergovernmental relations" were translated into Indonesian, potentially limiting the scope of relevant literature identified in global databases. Including English-language studies and keywords could enrich the theoretical framework and provide comparative insights from other countries with similar decentralization challenges, thereby offering a more robust foundation for understanding the nuances of Indonesia's intergovernmental dynamics.

Conclusions and Recommendations

The dynamics of the relationship between the central and local governments is an ongoing process, with conflict and collaboration intertwined. Understanding the factors underlying conflict and collaboration is important to build a more harmonious and productive relationship. Collaboration between central and local governments is necessary to achieve the common goal of national development and people's welfare. Mechanisms such as coordination, communication, cooperation, and fair funding can help build effective collaboration. With joint efforts from the central government, regions, and communities, it is expected that the dynamics of relations between the central and regional governments can become more positive and constructive. By building effective collaboration, it is hoped that the relationship between the central and local governments can become more harmonious and productive, so that they can jointly realize national development and people's welfare.

In the government process, conflicts often arise between the central and local governments. Conflicts that occur can be caused by several factors, such as differences of opinion between the central and local governments, overlapping regulations, competition for resources that have economic value and differences in interests between the conflicting parties. Handling the dynamics of conflicts that often occur in the sphere of government in Indonesia is an important thing to note. These conflicts can arise from various factors, such as differences of opinion, conflicting interests, lack of communication, and so on. If not handled properly, these conflicts can disrupt the stability and performance of the government, and even lead to anarchist actions. Handling conflict dynamics in the scope of government in Indonesia is a complex task and requires commitment from all parties. By applying the right steps and principles, it is hoped that conflicts within the scope of government can be resolved peacefully and fairly, so that stability and government performance can be maintained.

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