

A Proposed Intervention Model for the Papua Conflict to Promote Conflict Resolution and Peacebuilding

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Abstract

The government's efforts to handle armed group activities often result in casualties. Resolving the dynamic conflicts in Papua requires synergy among relevant parties such as state institutions, ministries, and experts in their respective fields. Resolving conflicts in Papua is a form of implementing the concept of national security. This research will examine the relationship between conflict intervention and conflict resolution in Papua, which influences the formulation of Papua conflict intervention designs aimed at building conflict resolution and peace. The method used in this research is qualitative research, with the conflict in Papua as the object of study through the collection of empirical and theoretical literature analyzed to build resolution and peace. Peace in Papua can be achieved through conflict management processes consisting of conflict de-escalation, humanitarian intervention and political negotiation, problem-solving approaches, and peacebuilding. Intervention strategies must ensure that program impacts reach the entire Papua community. The importance of intervening in Papua's conflict is seen as a comprehensive improvement process for security policies in Papua

Keywords: Conflict, Intervention, Management, Resolution, Papua



INTRODUCTION

Indonesia, the world's largest archipelagic nation, is characterized by a high degree of diversity. This diversity also has significant implications for Indonesia's security and defense sectors. Based on the scale of conflicts, security issues are generally categorized into national, regional, and local levels. Defense and security are two vital concepts in the life of the nation and the state (Bakrie, 2004:47). This pluralistic condition has led to the emergence of numerous conflicts, ranging from local to national scale (Indrawan, 2022:14). The life of the nation and the state cannot be separated from the existence of conflicts, and the government is expected to be able to control conflict-related issues in the regions so that they can be prevented and/or resolved. Papua is one of the provinces particularly vulnerable to conflict, which may affect national security stability.

The historical trajectory of Papuan society is marked by the period of Papua's integration into Indonesia, which is often described as a difficult or traumatic era (Yambeyapdi, 2018:90). International recognition of Papua's integration into Indonesia was ratified through a United Nations (UN) resolution in 1969. Furthermore, based on Law No. 12 of 1969 concerning the Establishment of the Autonomous Region of West Irian and the Autonomous Regencies within the Province of West Irian, Papua was designated as an autonomous region of Indonesia (Rumbiak, 2005:36). However, even after becoming part of the Unitary State of the Republic of Indonesia, Papuan society has remained relatively impoverished. This condition is reflected in the fact that 74% of Papuans live in isolated circumstances (Hakim, 2010:1). Economic hardship is considered one of the driving factors behind the continuing aspiration for independence, as reflected in the ongoing activities of the Free Papua Movement (Organisasi Papua Merdeka, OPM) (Sugandi, 2008:5).

Historically, Papuans' desire for separation has stemmed from various historical, economic, and political issues (Buchanan, 2011:32–34). At present, the situation in Papua is marked by persistent instability in security conditions. The emergence of organizations associated with the call for Papuan independence has contributed to the growing intensity of conflict in the region. The aspiration for independence frequently resurfaces. Civil participation in the form of protests and occasional armed uprisings has become a recurring phenomenon, including mass demonstrations, flag-raising, hostage-taking, the distribution of pamphlets, acts of vandalism, and unauthorized entry (Aditjondro, 2000:35).

According to the National Commission on Human Rights (Komnas HAM) Papua



Representative Office, between January 1 and June 1, 2024, there were 41 recorded cases of violence in Papua. This figure nearly equals the total number of violent cases throughout the previous year. In 2023, the number of violent incidents reached 49, with 41 fatalities (Amirullah, 2024). The Papua Task Force of Gadjah Mada University (UGM) documented 348 cases of violence in Papua and West Papua between 2010 and March 2022. The number of violations increased to 65 cases in 2020, 83 in 2021, and 17 during the first three months of 2022 (Pahlevi, 2022). Between January 2010 and March 2022, there were 348 violent incidents across Papua and West Papua Provinces. Most of these acts were perpetrated by armed groups commonly referred to as KSB (Armed Separatist Group), KKB (Armed Criminal Group), or TPNPB-OPM (West Papua National Liberation Army–Free Papua Organization). These armed groups were responsible for 226 violent incidents in Papua and West Papua during that period (Pahlevi, 2023).

To this day, government efforts to handle the activities of these armed groups have often resulted in casualties. Development programs initiated by the central government through Presidential Regulations (Perpres) as a means to resolve the ongoing problems in Papua have yet to serve as an effective foundation for conflict resolution. Addressing the dynamic conflict in Papua requires synergy among relevant parties, including state institutions, ministries, and experts in their respective fields. The resolution of the Papua conflict constitutes an implementation of the national security concept. It is therefore crucial to undertake interventions in the Papuan conflict as part of a comprehensive effort to reform and strengthen Papua's security policy framework. Based on the current conflict dynamics in Papua, the following research questions are formulated:

1. How is the correlation between conflict intervention and conflict resolution in Papua?
2. What is the design of a conflict intervention model for Papua aimed at building conflict resolution and peace?

LITERATURE REVIEW

Conflict and Conflict Management

The term *conflict* originates from the Latin word *configere*, which means “to attack one another.” Conflict can be defined as an action by one party that causes loss, obstruction, or distress to another party. In the contemporary context, such situations may occur within groups, communities, or interpersonal relationships (Atosokhi, 2002:175). Conflict may also be viewed as a social phenomenon reflecting tension and integration that frequently occurs within society



(Burlian, 2016:42). In a comprehensive sense, conflict can be defined as a process in which two or more parties engage verbally or behaviorally in a dispute over an object or issue, seeking to prevail over one another, often involving acts of violence or threats (Puspita, 2018:3–4).

Violence, as an outcome of conflict, can have far-reaching consequences, creating a pervasive sense of insecurity. The actors involved in conflicts are highly diverse, including religious, racial, and ethnic groups, as well as interest groups; they may also encompass the government, the public, and the private sector (Alma'arif, 2014:3). The existence of conflict reflects mutually reinforcing contradictions and differences that influence levels of trust and commitment. Interdependence occurs when the parties involved possess varying degrees of reliance on one another. This means that many individuals within a group can be influenced by others. On the other hand, in situations of total dependence, individuals are entirely reliant on each other. Generally, dependent parties are aware that they cannot change the situation unilaterally (Takhore, 2013:11).

Specific sources of conflict often referred to as the issues involved or the stakes in a conflict include the following: lack of information, misinformation, and differing interpretations of information, all of which can trigger disputes (Adegbonmire, 2016:14). Historically, disagreements over access to and control of territories, materials, the economy, and natural resources have been dominant sources of conflict. Interdependent relationships, as a destructive dimension, can easily lead to the eruption of conflict (Humphreys, 2005:524). Dissatisfaction over interests and unmet needs also serves as a major source of conflict. Furthermore, structural sources of conflict often involve issues of justice and competing objectives. Power can take various forms legitimacy, authority, strength, or coercive capacity and ultimately, conflicts may also stem from governance decisions that determine expectations and distribute authority (Singh, 2019:53–57).

The complexity of conflict, which involves multiple overlapping contradictions (Pruitt & Rubin, 2004:849), makes it difficult to resolve. The conflict in Papua, for instance, can be identified as an intergroup conflict involving numerous armed factions (Suropati, 2019:79). Such intergroup conflicts are often intense and prone to escalation and instability, particularly when group identity is perceived to be under threat. The consequences of intergroup conflict can be significant for society, both economically and socially. This complexity often extends beyond the reach of formal or authoritative procedures (Sangiovanni et al., 2022:234).

As the primary guarantor of national security, the government must therefore develop a



series of strategies to control conflict. These approaches or strategies are collectively referred to as conflict management. The term *management* derives from the Italian word *maneggiare*, meaning “to handle” or “to control.” Management is generally understood as a set of strategies used to achieve specific goals. Hence, conflict management can be defined as the process of developing conflict strategies and applying resolution methods undertaken either by the conflicting parties themselves or by third parties not directly involved in the conflict (Effendi, 2019:270). Moreover, conflict management strategies may be implemented through both violent and non-violent means (Glaser, 1994:24). In the context of conflict control, reducing the use of violence requires encouraging cooperation among relevant actors, even during ongoing conflict situations (ADR Times, 2023). Therefore, to reduce, manage, control, and ultimately resolve conflicts in Papua, it is essential for the government to actively engage through targeted conflict intervention efforts.

Conflict Intervention and Peace

The essence of conflict intervention, according to Wahyudi (2024), lies in the comprehensive understanding of conflict, analyzing and interpreting the various aspects that contribute to its occurrence, including the underlying factors, the actors involved, and the dynamics that shape the conflict. The next step involves conflict mapping, which can be conducted through the analysis of the five main components of conflict within the dynamic conflict framework (Malik, 2012:67). This mapping process then serves as the foundation for formulating strategies for conflict resolution.

The analysis of the Papuan conflict through a dynamic conflict framework requires an in-depth understanding of the multiple factors contributing to the conflict’s evolution and the development of appropriate strategies tailored to each level of conflict intensity. This framework enables a systematic mapping of the levels of conflict intensity and the corresponding conflict resolution interventions (Mambraku, 2015:76–77). Based on intensity levels, conflicts can be categorized as follows:

1. Stable Peace, referring to a situation that is generally peaceful and stable despite the presence of potential social or political injustices;
2. Unstable Peace, a condition in which latent conflict exists and may escalate at any time (Sousa, 2021:11–12);



3. Conflict, characterized by rising tensions and sporadic violent incidents, though not yet involving large-scale armed confrontation;
4. Crisis, denoting the intensification of organized and systematic violence with significant societal impact; and
5. War, which refers to open and large-scale armed conflict that causes severe destruction for all parties involved.

At present, the situation in Papua can be classified at the conflict level, necessitating targeted conflict resolution interventions (Barron et al., 2016:198). Conflict resolution interventions in Papua can be implemented through conflict management, aimed at halting or controlling violent behavior among conflict actors. Using the dynamic conflict framework (Malik, 2012:21), a holistic and multi-layered approach can be developed to address the Papuan conflict more effectively and sustainably. Government strategies should emphasize the improvement of security and the conduct of limited military operations to reduce armed violence, while also promoting dialogue with local leaders to de-escalate tensions. Such strategies require active intervention by state institutions in addressing the various components influencing the ongoing conflict in Papua.

Conflict intervention in Papua can also be approached through the concepts of positive peace and negative peace (Pamungkas, 2017:151). The current situation in Papua may be characterized as one of negative peace, in which there is no sustained armed conflict, yet social and political injustices persist. In contrast, positive peace entails sustained efforts to achieve greater social and political justice such as policy reform, cultural recognition, and more inclusive political participation for Papuan communities (Pinckney, 2021:3–5).

According to Galtung (2003:12), positive peace refers to both the absence of direct and structural violence, whereas negative peace refers only to the absence of direct violence. Achieving negative peace often requires government intervention through security measures conducted by law enforcement or the military in conflict-prone areas (Tilahun, 2015:251). Moreover, achieving positive peace also requires proactive governmental interventions aimed at preventing conflict by addressing its structural causes, such as discriminatory regulations or institutional inequalities. Adopting a positive peace approach not only saves lives but also helps eliminate discrimination. It encourages the government to intervene in community interactions to foster social integration and harmony (Lattu, 2015:191).



METHODOLOGY

The method employed in this study is a qualitative research approach focusing on the conflict in Papua. Qualitative research seeks to uncover truth and understand meaning by paying close attention to the details of factual events (Somantri, 2005:58). This study combines a literature review based on books, magazines, and relevant journal publications (Waruwu, 2023:2897). In this research, intervention in the Papuan conflict is described through indicators of conflict control. The study aims to gain a deeper understanding of the research object (Fadli, 2021:3), namely the design of conflict intervention in Papua. The data collected are analyzed both empirically (Uceo, 2016) and theoretically, in order to construct a framework for conflict resolution and peacebuilding.

The analysis in this study examines information in depth, focusing on the relationship between relevant textual data in an objective and systematic manner (Sumarno, 2020:37). Furthermore, data analysis is guided by specific parameters such as credibility, transferability, dependability, and theoretical validity (Rijali, 2018:86). Through these processes of data collection and analysis, the study seeks to identify and understand the empirical reality underpinning the design of conflict intervention in Papua.

RESULT AND DISCUSSION

The Correlation Between Conflict Intervention and Conflict Resolution in Papua

Papua, with its complex conflict dynamics, requires an appropriate intervention approach to achieve a sustainable conflict resolution. In order to build lasting peace in Papua, reconciliation must be pursued through effective conflict management. Reconciliation can be understood as a form of government intervention, in which former adversaries engage in a mutual process of respect, signifying reciprocal recognition of each other's moral values and human dignity. Conflict management, therefore, can be defined as follows:





Source: Wahyudi, 2024.

A proportional security system consistently ensures the development of a strategic environment (Banglistrara). Referring to the conflict management process, the first step taken by the government is to examine the dynamics of the conflict through an approach based on understanding and managing the conflict. This understanding and management of conflict then serve as the foundation for formulating strategies through conflict mapping, assessment, and implementation, where the intervention of relevant institutions becomes crucial. Government institutions, through a comprehensive, systematic, and integrated framework, play a central role in controlling ongoing conflicts. The government's conflict interventions represent a form of conflict management aimed at building peace. Conflict intervention in Papua requires a conflict management process in which conflicts must first be identified (Sudarmanto et al., 2021:37).

The Indonesian government employs military power to address armed groups in Papua (Samosir, 2024). These operations aim to reduce armed violence and enhance security in conflict-prone areas. In addition to military operations, law enforcement efforts are undertaken to address conflict-related crimes such as terrorism and rebellion (Darwanto, 2015:5). Furthermore, dialogue with local leaders and mediation among groups are integral components of conflict management, fostering mutual agreements and reducing tensions (Widiyowati et al., 2018:36). The sustainability of conflict management is closely intertwined with peacebuilding processes

(Thontowi, 2011:5). Peacebuilding aims to establish a more stable and enduring foundation for long-term peace in Papua. This process also connects to conflict resolution efforts, which address the root causes underlying the conflict.

Enhanced security and effective conflict management can create a more stable environment in Papua, facilitating long-term peace initiatives. The correlation between various forms of conflict intervention and conflict resolution in Papua can thus be understood as a holistic and integrated approach combining conflict management, peacebuilding, and conflict resolution to achieve sustainable and stable peace. The government must strengthen security, promote political participation among Papuans, and maintain continuous dialogue to resolve conflicts in the region. The steps taken in the process of conflict intervention in Papua represent a form of conflict management that can involve multiple stakeholders. Conflict intervention is part of a broader conflict management framework that serves as a guide in conflict termination and peacebuilding, commonly referred to as conflict resolution. Beyond serving as a process for resolving conflict, conflict resolution also functions as a means to reduce tension and prevent the recurrence of future conflicts.

The Design of Conflict Intervention in Papua to Build Conflict Resolution and Peace

The analysis of conflict in Papua after the implementation of special autonomy cannot be separated from social, cultural, natural resource, and security dynamics. The conflict in Papua has deep and complex roots, involving political, social, economic, and cultural dimensions. Dissatisfaction with local autonomy governance and human rights enforcement often becomes a source of tension (Simanjuntak, 2015:115). Reports of human rights violations, including cases of violence, arbitrary arrests, and discrimination against indigenous Papuans, have long been sources of tension and conflict. Political frictions between the central government and local authorities, as well as between pro-independence and pro-integration groups, further exacerbate instability in the region (Sugandi, 2008:11). Conflict resolution in Papua generally proceeds through four main stages: (1) conflict de-escalation, (2) humanitarian intervention and political negotiation, (3) problem-solving, and (4) peacebuilding. The government must be able to intervene effectively at each of these stages (Astri, 2012:152–154). Conflict resolution aims to constructively manage and resolve disputes to reach consensus and establish peace (Fahri, 2021:115).

Stage I: Conflict De-escalation The first stage of conflict management focuses on short-



term measures, specifically, stopping violence as an entry point to conflict management (Raharjo, 2014:161). De-escalation requires both verbal and non-verbal communication skills (Semple & Jenkins, 2023:241). In Indonesia, the process of de-escalation and cessation of violence in Papua is accommodated within several national policies. Under Law No. 34/2004 on the Indonesian National Armed Forces (TNI), defense functions are not limited to military operations of war but also include assistance to the National Police (Polri) and local governments. Likewise, Law No. 7/2012 on the Handling of Social Conflict outlines procedures for local government requests for central government assistance in halting violent conflicts. The central government's intervention in Papua is constitutionally mandated to ensure national security and public order. Procedurally, this involves law enforcement operations led by the National Police, supported by the TNI, to neutralize armed separatist groups in the region (Buana & Heddell, 2021:52).

Stage II: Humanitarian Intervention and Political Negotiation, The second stage, humanitarian intervention and political negotiation, requires active participation from multiple stakeholders (Satino, 2019:69). After de-escalation, humanitarian measures are implemented to address the immediate impacts of conflict. Under international law, humanitarian intervention refers to efforts to prevent or halt violations of human rights (Ramdhani & Maburrah, 2021:127–128). International norms also recognize state intervention in response to widespread human rights abuses (Eliza et al., 2014:633). However, these conditions sometimes create opportunities for foreign actors to support Papuan independence movements. To maintain Indonesia's territorial integrity, the government must strengthen international alliances that support national unity and pursue political strategies addressing humanitarian and human rights concerns.

To address human rights violations, Indonesia has established several institutions, including the Ministry of Law and Human Rights (Kemenkumham), the National Commission on Human Rights (Komnas HAM), the Human Rights Court, the National Commission on Violence Against Women (Komnas Perempuan), the National Commission for Child Protection (Komnas Anak), and the Truth and Reconciliation Commission (KKR) (Supriyanto, 2014:158–161). Coordination between central and local governments remains essential to formulate appropriate strategies for addressing human rights issues.

Stage III: Problem-Solving, The third stage focuses on creating a conducive environment for conflict parties to reach mutual agreements (Rehulina & Pratitis, 2020:4). This phase is often challenging due to communication barriers between parties. Therefore, the government must



ensure multi-stakeholder involvement to facilitate meaningful dialogue and conflict resolution. Referring to Indonesia's legislative, executive, and judicial functions, resolving the Papuan conflict requires a specific and coordinated strategy. The President, as the highest executive authority, must ensure inter-agency collaboration involving ministries, research institutions, and regional governments (Marpaung, 2022:115–118). Legislative processes are also necessary to determine the government's concrete actions in intervention, while the judiciary plays a crucial role in ensuring lawful and fair resolutions (Angkasa, 2013:87). This stage embodies the problem-solving approach to conflict management.

Stage IV: Peacebuilding, to sustain long-term stability and prevent renewed conflict, the final stage of conflict resolution emphasizes peacebuilding, which consists of three phases: transition, reconciliation, and consolidation (Azis, 2019:35). Following cessation of violence, reconciliation involves restoring peaceful relations among conflicting parties. According to Johan Galtung, peacebuilding entails implementing social, political, and cultural transformations within conflict areas to achieve sustainable peace (Setianingsih, 2021:207). Galtung distinguishes between negative peace (the absence of direct violence) and positive peace (the presence of social justice and harmony), both of which are necessary for lasting peace (Galtung, 2003:21–25). Given Papua's complex social structures, effective peacebuilding requires community participation (Nugroho et al., 2014:341). Government interventions should therefore be based on understanding local needs and engaging non-governmental organizations, traditional leaders, and local researchers. Such collaboration can help foster trust and societal cohesion in peace efforts.

Ultimately, effective conflict resolution in Papua depends on the government's ability to accurately identify and address the root causes of the conflict (Anugrah, 2019:54). Conflict resolution should prioritize dialogue-based strategies, which are dynamic and adaptable to local realities. A peace-oriented rather than security-oriented approach is essential. Intervention strategies must ensure inclusivity and sustainability to reach all layers of Papuan society (Irfanuddin, 2011:261). Policies should aim to eliminate the complex sources of conflict through coordinated and comprehensive efforts combining security, development, and human rights dimensions.

Conflict resolution is an effort to halt the escalation of violence rapidly and effectively. This process requires responsive conflict management and strong communication skills to facilitate the cessation of hostilities. Furthermore, it involves a more structured form of



intervention to address the humanitarian impacts of conflict and to facilitate political negotiations between the conflicting parties. Such efforts necessitate broad participation from multiple stakeholders to achieve a sustainable agreement.

The approach to resolving the root causes of conflict seeks to create conducive conditions for all involved parties to reach a long-term consensus. This process requires careful coordination and strategic planning by the government and relevant institutions. Subsequently, efforts must be directed toward building sustainable peace in conflict-affected areas. This includes initiatives in reconciliation, social development, political reform, and economic reconstruction, all aimed at establishing a stable and peaceful environment. The government must ensure that conflict intervention efforts in Papua are not only technically effective but also responsive to local needs and aspirations. Achieving this requires balanced policies that integrate security, development, and human rights considerations to realize a sustainable and stable peace in Papua.

CONCLUSIONS AND RECOMMENDATIONS

Peacebuilding in Papua can be achieved through a series of conflict management stages, namely: conflict de-escalation, humanitarian intervention and political negotiation, problem-solving approaches, and ultimately conflict resolution and peacebuilding. The intervention strategy must ensure that the outcomes and impacts of these programs reach all segments of Papuan society. Furthermore, collaborative implementation strategies between the central government, regional authorities, and local communities are essential to provide comprehensive and sustainable solutions. Through such an integrated and participatory approach, the conflict in Papua can be effectively addressed.

Based on existing studies, the resolution of the Papuan conflict requires a deep understanding of its root causes, institutional synergy, and active community participation. This inclusive approach ensures that the peace process in Papua can continue sustainably. As an initial step, the government must demonstrate strong political will and humility to acknowledge past shortcomings, while working with sincerity and determination to realize lasting peace in Papua.



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