



The Role of National Diversity Forum of Jakarta Province in the Implementation of National Diversity Implementation Policy

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A B S T R A C T

The National Renewal Forum strengthens social harmony, facilitates intergroup dialogue to resolve conflicts, and encourages the implementation of multicultural values in Indonesia. This study aims to understand the role of the FPK of DKI Jakarta Province in implementing the policy of organizing national integration, identify the leading causes of the implementation of the policy of organizing national integration that is not optimal, and formulate strategies that can increase the effectiveness of the implementation of the policy of organizing national integration. This study uses a qualitative method with a case study approach, conducted at the National Renewal Forum (FPK) of DKI Jakarta Province as the research location. The data in this study were obtained through participatory observation, in-depth interviews, and documentation. The findings of this study are the DKI Jakarta National Integration Forum (FPK) has a strategic role as a facilitator of national integration, especially in maintaining cross-cultural interactions in a diverse society. The conclusion is the role of FPK has not been optimal due to several main obstacles: individual quality, budget constraints, lack of support from the board of trustees, ineffective internal interactions, lack of publication of the role of FPK, and lack of implementation of the main tasks of FPK.

INTRODUCTION

The topic of plural societies is always interesting to study as the concept of multicultural societies has gained popularity recently. A plural society can be understood as a society of groups with different backgrounds based on language, culture, religion, and lifestyle. Plural societies have challenges in achieving order and stability (Bekker, 1974). They coexist, but do not unite as an economic or political unit. This concept refers to Furnival's opinion (Lubis, 2003; Suparlan, 2000). In contrast to plural societies that recognize diversity but are not equal, multicultural societies recognize diversity and accept differences in equality (Bahari, 2017). In a multicultural society, there is the existence of a common culture that prevails in the midst of society like a mosaic (Suparlan, 2002a). Plural society is one of the aspects that mark a multicultural society (Azzuhri, 2012).

Indonesia is a country characterized by a pluralistic society, like the Soviet Union and Yugoslavia. According to Suparlan, Indonesia's plurality is characterized by ethnic diversity that holds various traditions and ways of life. Each ethnic group has a life and culture that applies within their own community. Although there are differences and separations between ethnic groups, they still live together in one entity, namely Indonesian society (Nurasmawi & Ristiliana, 2021). Experts differ on the exact number of ethnic groups in Indonesia (Nasikun, 2016). Melalatoa (1995) says more than 400, and the Central Bureau of Statistics (2011) reports 1,340 ethnic groups which are then divided into 31 ethnic groups as shown in Table 1.

Table 1. Number and Percentage of Indonesian Population by Ethnic Group

No. (1)	Tribal Group (2)	Total (3)	Percentage (4)	Rating (5)
1	Aceh Tribe of Origin	4.091.451	1,73	14
2	Batak	8.466.969	3,58	3
3	Nias	1.041.925	0,44	30
4	Malay	5.365.399	2,27	10
5	Minangkabau	6.462.713	2,73	7
6	Tribe of origin of Jambi	1.415.547	0,60	25
7	Tribe of origin in South Sumatra	5.119.581	2,16	10
8	Lampung tribe of origin	1.381.660	0,58	26
9	Other Sumatran origin tribes	2.204.472	0,93	21
10	Betawi	6.807.968	2,88	6
11	Banten's tribe of origin	4.657.784	1,97	11
12	Sunda	36.701.670	15,50	2
13	Java	95.217.022	40,22	1
14	Cirebon	1.877.514	0,79	24
15	Madura	7.179.356	3,03	5
16	Bali	3.946.416	1,67	15
17	Sasak	3.173.127	1,34	16
18	Other West Nusa Tenggara tribes	1.280.094	0,54	27

19	Tribe of origin of East Nusa Tenggara	4.184.923	1,77	12
20	Dayak	3.009.494	1,27	17
21	Banjar	4.127.124	1,74	13
22	Other Borneo Tribes of Origin	1.968.620	0,83	22
23	Makassar	2.672.590	1,13	20
24	Bugis	6.359.700	2,69	8
25	Minahasa	1.237.177	0,52	29
26	Gorontalo	1.251.494	0,53	28
27	Other Sulawesi Origin Tribes	7.634.262	3,22	4
28	Maluku Tribe of Origin	2.203.415	0,93	22
29	Papua's Tribe of Origin	2.693.630	1,14	19
30	China	2.832.510	1,20	18
31	Foreign/Overseas	162.772	0,07	31
	Total	236.728.379	100,00	

Source: [Central Bureau of Statistics \(2011\)](#)

As a country with a pluralistic society, Indonesia adopted the concept of 'Bhinneka Tunggal Ika', which can be understood as 'different but still one', as the country's motto. The founding fathers used this concept to embrace differences in ethnicity,

race, religion, etc. as the wealth of the nation. With it, every member of society is expected to appreciate these differences and coexist harmoniously. Therefore, some people view the use of the concept of 'Unity in Diversity' as a positive way of viewing diversity. [Arif \(2013\)](#) illustrates it as a solid and harmonious mosaic of different elements produced by diversity in society. [Taum \(2006\)](#), on the other hand, refers to it as a garden planted with a variety of colorful flowers. This analogy reflects the beauty and richness generated by such diversity. In this perspective, a society consisting of various groups has the potential to complement each other and create harmony.

On the other hand, pluralism can also be seen as a negative thing because it can cause tension between ethnic or other social groups. Experts use different terms, but they all point to the same thing. [Koentjaraningrat \(1984\)](#) calls it the latent potential for conflict. [Suparlan \(2002b\)](#) and [Nurmansyah \(2019\)](#) use the term conflict-prone. According to [Tomagola \(2006\)](#), conflict is a common phenomenon in communal life. Therefore, what should be avoided is not the conflict itself, but the resolution of conflict with physical violence. However, between 1996 and 2001 in Indonesia, there were in fact several conflicts with physical violence. These conflicts caused casualties. Some of them even reached more than 1000 (one thousand) people.

Table 2. Some Ethnic-Based Conflicts in Indonesia (1996-2001)

No	Main separation	Province	Affected City/District	Conflict distribution number cities/districts	Time span by of	Estimated casualties
1	Dayak - Madura	West Kalimantan	Bengkayang, Pontianak, Landak, Sambas, Sanggau	38%	December 30, 1996 - February 28, 1997	1,006
2	Malay - Madurese	West Kalimantan	Bengkayang, Sambas	14%	January 19 - April 26, 1999	481
3	Dayak - Madura	Central Kalimantan	Kotawaringin Timur, Kotawaringin Barat, Kapuas, Palangkaraya	40%	Dec 2, 2000 - July 6, 2001	1,255
4	Anti-China	Jakarta	Central Jakarta, South Jakarta, East Jakarta, West Jakarta, North Jakarta	83%	May 1998	1,206
5	Anti-China	Central Java	Solo	3%	May 1998	33

Source. processed by researchers 2024

Jakarta is one of the provinces with a pluralistic society. This plurality is demonstrated by the fact that all ethnic groups in Indonesia can be found here. Although various ethnic groups are present in Jakarta, only six ethnic groups have a population percentage close to or more than 3%. The Javanese have the largest population, accounting for 36.17% of the total population, followed by the Betawi (28.29%), Sundanese (14.61%), Chinese (6.62%), Batak (3.42%) and Minang (2.85%). Meanwhile, other ethnic groups account for less than 1% each (Badan Pusat Statistik, 2011).

Table 3. Number and Percentage of Jakarta Residents by Ethnic Group

No. (1)	Tribal Group (2)	Total (3)	Percentage (4)	Rating (5)
1	Aceh Tribe of Origin	30.318	0,32	16
2	Batak	326.645	3,42	5
3	Nias	4.572	0,05	29
4	Malay	92.088	0,96	7
5	Minangkabau	272.018	2,85	6
6	Tribe of origin of Jambi	7.621	0,08	27

7	Tribe of origin in South Sumatra	71.987	0,75	9
8	Lampung tribe of origin	45.215	0,47	11
9	Other Sumatran origin tribes	24.114	0,25	20
10	Betawi	2.700.722	28,29	2
11	Banten's tribe of origin	28.551	0,30	19
12	Sunda	1.395.025	14,61	3
13	Java	3.453.453	36,17	1
14	Cirebon	5.825	0,06	28
15	Madura	79.925	0,84	8
16	Bali	15.181	0,16	24
17	Sasak	2.628	0,03	31
18	Other West Nusa Tenggara tribes	22.356	0,23	21
19	Tribe of origin of East Nusa Tenggara	29.108	0,30	18
20	Dayak	18.984	0,20	22
21	Banjar	8.572	0,09	26
22	Other Borneo Tribes of Origin	32.522	0,34	14
23	Makassar	29.444	0,31	17
24	Bugis	68.227	0,71	10
25	Minahasa	36.913	0,39	13
26	Gorontalo	4.402	0,05	30
27	Other Sulawesi Origin Tribes	32.276	0,34	15
28	Maluku Tribe of Origin	45.146	0,47	12
29	Papua's Tribe of Origin	14.257	0,15	25
30	China	632.372	6,62	4
31	Foreign/Overseas	17.074	0,18	23
	Total	9.547.541	100,00	

Source: [Central Bureau of Statistics \(2011\)](#)

The presence of Chinese ethnicity adds to the unique diversity in DKI Jakarta Province. In 2010, the ethnic Chinese population in Jakarta reached 632,372 people, or 6.62% of Jakarta's total population of 9,547,541. This figure also represents 22.33% of the total ethnic Chinese population in Indonesia of 2,832,510 people. This makes Jakarta the fourth largest province in Indonesia with the largest Chinese population. Ethnic Chinese were one of the groups most affected by the May 1998 events in Jakarta.

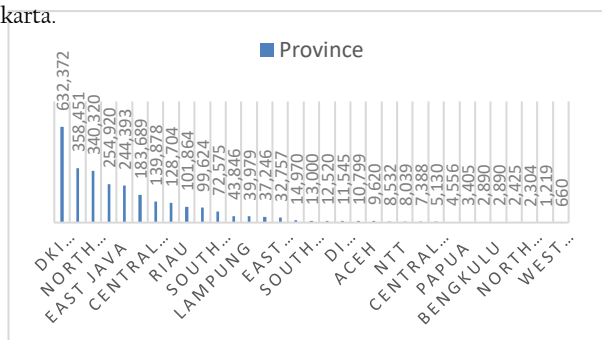


Figure 1. Number of Ethnic Chinese Residents in Each Province in 2010

Source: [Central Bureau of Statistics \(2011\)](#)

The events of May 1998 in Jakarta were a racial tragedy that shook Indonesia. In terms of its distribution, this event was evenly distributed in almost all cities/districts in Jakarta, except for the Thousand Islands. It even extended to Depok, Bekasi and Tangerang ([Komnas Perempuan, 2006](#)). In terms of the impact, the losses were enormous, including 1,217 deaths, 85 women experiencing sexual violence, and 70,000 people displaced. Material losses were estimated at around Rp 2.5 trillion. For the families of the victims, the trauma of the incident is still lingering today ([Himawan, 2020](#)). [Denny Januar Ali \(2013\)](#) classified this event as one of the five biggest cases of violence after the reformation (1998-2012).

Table 4. Distribution of Locations Affected by the May 1998 Incident in Jakarta and its Surroundings

No.	Region	Location
1	Central Jakarta	Wahid Hasyim (Tanah Abang), Jiung (Kemayoran). Samanhudi (Pasar Baru), Galur, Cempaka Putih, Sumur Batu, Salemba, Tanah Abang, Harmoni.
2	South Jakarta	Cinere, Pasar Minggu, Cipete, Fatmawati, Kalibata, Mampang, Bintaro.
3	East Jakarta	Pasar Rebo, Kramat Jati, Kampung Melayu, Klender, Jatinegara, Matraman, Rawamangun, Kalimalang, Penas.
4	West Jakarta	Palmerah, Kebayoran Lama, Grogol, Roxy, Green Garden, Bojong Indah, Jelambar, Jembatan Dua, Jembatan Lima, Gajah Mada, Glodok, Cengkareng.
5	North Jakarta	Kelapa Gading, Mangga Dua, Pantai Indah Kapuk.
6	Around Jakarta	Depok, Bekasi, Lenteng Agung, Tangerang, Ciputat, Ciledug, Cikarang.

Source: [Komnas Perempuan \(2006\)](#)

[Eunike Mutiara Himawan \(2020\)](#) in her research found that the economic gap between indigenous people and ethnic Chinese gave birth to prejudice against ethnic Chinese. The same thing also happened in Japan, where the Japanese manufacturing sector has experienced a decline and was replaced by the advancement of Chinese manufacturing ([Godo, 2024](#)). The prejudice against ethnic Chinese cannot be separated from the influence of several discriminatory government policies in the past, both by the Dutch Colonial government, the Old Order, and the New Order. The situation indirectly "forced" ethnic Chinese to have a warrior mentality, especially in the economic field. However, on the other hand, this makes them distant from the indigenous ethnicity

Table 5. Some Discriminatory Policies Against Ethnic Chinese (Dutch Colonial-New Order)

No.	Period	Policy	Impact
1	Dutch Colonial	1. Wijkenstelsel's policy of separating ethnic Chinese settlements became known as 'pecinan'.	The Chinese were segregated from the natives ethnically and economically
		2. The policy of dividing society	

		into three groups, namely the European group at the top layer, the Foreign Eastern group (Arabs, Chinese, etc.) in the second layer, and the native population in the third layer.	
		3. Agrarian Law (Agrarische Wet 1870) which prohibited Chinese people from owning land.	
2	Old Order	Government Regulation No. 10/November 1959 which prohibited Chinese from trading in rural areas	In various rural areas they were forcibly evicted. This culminated in the 1959-1960 expulsion campaign supported by the Indonesian Army, which resulted in 136,000 Chinese leaving Indonesia, 100,000 of whom returned to their ancestral homeland of China.
3	New Order	1. Presidential Instruction No. 14 of 1967 on the prohibition of Chinese religion, beliefs and customs. 2. Decree of the Minister of Trade and Cooperatives No. 286/1978 on the Prohibition of Import, Sale, and Distribution of Publications in Chinese Language and Script. 3. Circular Letter of the Minister of Information No. 02/SE/Di on the Prohibition of the Publication and Printing of Chinese-Style and Language	Chinese participation in the political, social and cultural spheres is inhibited. Events such as Chinese New Year, the Rebutan Celebration, or the Dragon Boat Festival are prohibited; Chinese names are replaced with Indonesian names, and the use of Chinese language, schools and organizations is banned.

Writings/Advertisements

Source: Ririn Darini (2011) and Herman Tan (2012)

Facing various disputes related to pluralism, including ethnic issues, in 2006, the central government issued a policy that prioritizes equality between ethnicities, namely the policy of organizing national integration. This policy was outlined in the Minister of Home Affairs Regulation (Permendagri) No. 34/2006 on Guidelines for the Implementation of National Blending in the Regions. The Permendagri regulates the division of roles between the community and the government in organizing national unity. The role of the community is represented through the National Diversity Forum (FPK), while the role of the government is represented through the FPK Board of Trustees. Then in the Pergub, it regulates the formation and organization of the FPK, as well as how the relationship between the FPK and the Board of Trustees is carried out.

Both the Permendagri and Pergub contain the concept of organizing national integration, which is the process of integrating community members from various races, tribes, and ethnicities through social interaction in various aspects such as language, customs, cultural arts, education, and the economy. The purpose of national integration aims to realize Indonesian nationality without eliminating the identity of each race, tribe, and ethnicity within the framework of the Unitary State of the Republic of Indonesia. With such concepts and objectives, then in policy terms, the two regulations are predicted to be able to be a solution to overcome potential conflicts arising from diversity issues, especially in the DKI Jakarta Province. This is also supported by the results of Igarashi's research (2018) which found that multiculturalism policies in a country have a positive effect on the national identity of ethnic minorities in the country. Apart from providing a framework for minorities to maintain their cultural identity, it also helps promote the participation of ethnic minorities in the broader scope of society. This policy can also reduce social tensions and encourage the creation of a more inclusive society (Berry, 2013).

Apart from that, the existence of these two regulations in reality has not completely eliminated the problem of pluralism in Jakarta. It is evident that anti-Chinese sentiment still occurs, especially in lower economic circles that are vulnerable to the influence of certain political or economic interests (Sumanto al Qurtuby, 2017). ISEAS-Yusof Ishak research (Benedict, 2021; Setijadi, 2017) shows that this sentiment emerged in the run-up to the 2017 Jakarta local elections, when Basuki Tjahaja Purnama (Ahok), an ethnic Chinese candidate, ran. These sentiments included stereotypes that people of Chinese descent had greater opportunities than the indigenous population. This fact shows that the policy of organizing national assimilation has not been fully successful or optimal, due to the fact that obstacles to assimilation do exist, although it does not mean that it has completely failed (Ridhuan, 2018).

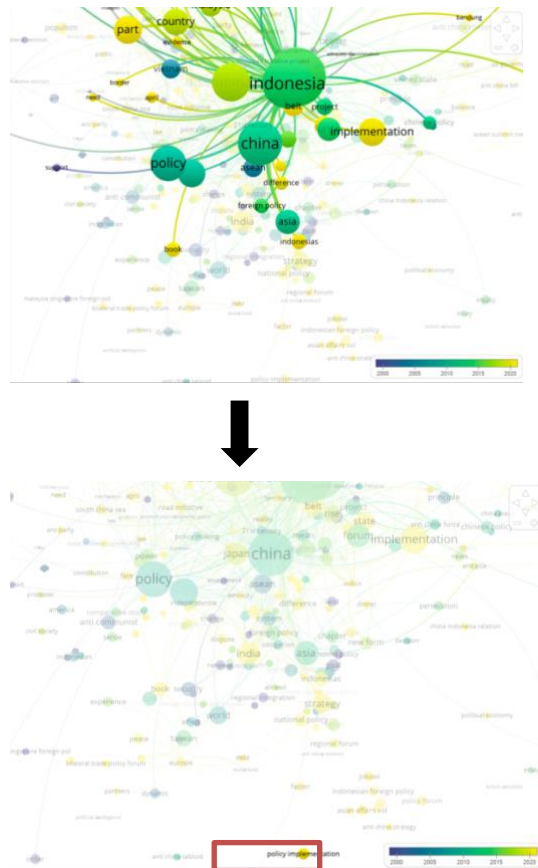


Figure 2. Vos Viewer Analysis
Source: Processed by Researchers (2024)

From the results of the Vos Viewer analysis above, it can be seen that there have been many studies related to anti-Chinese sentiment, but there are no studies related to policy implementation. This can be seen from the absence of a connected line between policy implementation and a large network such as Indonesia. In this case, the researcher focuses on analyzing the implementation of policies on organizing the nationality assimilation forum (FPK). In line with Van Meter & Van Horn's Policy Implementation theory (Van Meter & Van Horn, 1975) which states that Implementer Characteristics refer to the attributes and qualities of institutions or actors responsible for policy implementation. Implementer characteristics can significantly affect the effectiveness of a policy implementation. The role of the FPK, which has not been optimal, is seen as one of the causes of the implementation of the policy on organizing nationality assimilation that has not run optimally.

This is supported by the results of research by Muslimah et al. (2018)

, which indicated that one of the reasons why the implementation of the policy on national integration has not been optimal is that the role of the FPK has not been maximized. With a membership composition that comes from ethnic representatives on the recommendation of tribal community organizations (ormas kesukuan) and / or provincial liaison bodies, the FPK should be able to anticipate and overcome various problems related to diversity. However, long after its establishment, in 2016 to be precise, the FPK's involvement in conflict resolution between tribal organizations has yet to be seen. There is almost no media reporting on the FPK's involvement in conflict resolution between tribal organizations. Conflict resolution is usually mostly done by the police, not the

FPK. For example, the conflict between the Badan Pembinaan Potensi Keluarga Besar (BPPKB) Banten and the Betawi Children Communication Forum (FORKABI) that occurred in Semanan, Kalideres, West Jakarta in 2016, was resolved with assistance from the Kalideres Sector Police. Furthermore, the conflict between the Betawi Rempug Forum (FBR) and the Flores Group in 2021 was resolved by the West Jakarta Metro Police. Meanwhile, the conflict between FBR and Pemuda Pancasila (PP) in 2021 was resolved through mediation from the Jagakarsa Police.

Table 6. Some Tribal/Ethnic Organizations that Have Been Involved in Conflicts in Jakarta (After the DKI Jakarta Provincial FPK was Established)

No.	Society	Place	Year	Tribe
1	BPPKB Banten vs Forkabi	Semanan, Kalideres, West Jakarta	2016	Banten and Betawi
2	FBR and Flores Group	Cengkareng, Jaktim	2021	Betawi and Flores
3	FBR vs PP	Lenteng Agung, South Jakarta	2021	Betawi and non-tribal

Source: (Akbar & Tito, 2021; Poros Jakarta, 2016; Rianda, 2021)

A further indication is the non-implementation of one of its main tasks in organizing national integration. The task is to formulate recommendations for the Mayor, Regent, and Governor as a consideration in formulating policies on national integration. Another indication is the absence of uniform rules in determining the composition of ethnic representation. As a result, each FPK, whether at the provincial, city or district level, makes its own policy in determining the composition of ethnic representation. At the provincial level, the FPK includes representatives from 34 provinces and three main foreign ethnicities, namely Arab, Chinese and Pakistani/Indian. Meanwhile, in Kota and Kabupaten, the composition varies. Some tribes have more than one representative, while others have only one representative or none at all. The Betawi tribe has the most representatives, with eight representatives in the West Jakarta City FPK, seven in Central Jakarta, four in South Jakarta, one in East Jakarta, three in North Jakarta, and two in the Thousand Islands Regency.

This research aims to understand the role of FPK DKI Jakarta Province in the implementation of policies on national unity, identify the main causes of the implementation of policies on national unity not yet optimal, and formulate strategies that can improve the effectiveness of the implementation of policies on national unity.

METHOD

This research uses a qualitative method with a case study approach conducted at the National Renewal Forum (FPK) of DKI Jakarta Province as the research location. Data in this study were obtained through participatory observation, *in-depth interviews*, and documentation. Key informants in this research include administrators/members of the Forum for National Renewal (FKP), Head of the Sub-Directorate of National Diversity of the National Unity and Political Affairs Agency, Head of the Tata Praja Group and Head of the Sub-Directorate of Tata Praja II of the Government Bureau, Head of the Tourism Group,

Based on the researcher's observations, the event not only included cultural arts performances and bazaars organized by the ethnic groups incorporated in the FPK, but was also complemented by various supporting activities designed to increase the attractiveness and meaningfulness of the event as a whole. These supporting activities took the form of competitions involving active community participation aimed at broadening public understanding of the important issues raised during the event.

The diversity of activities encourages the involvement of many actors with unique and complementary roles. Each actor, from organizers, participants, to event supporters, has a different, but interconnected contribution in creating the success of the event. Table 4.1 details the roles of each actor, providing a clear picture of how the cooperation between them contributed to the smooth running and success of the event.

Table 7. Role of each actor

No.	Actor	Role
1	Satpol PP	Helping with security
2	Communication, Informatics and Office	Help socialize and document activities
3	Tourism and Creative Economy Office	Assist collaborative activities in the form of promotion
4	Education Office	Present and include students as competition participants
5	PPKUKM Office	Assisted in the provision of 10 cone tents, 20 chairs and 10
6	Culture Office	Display regional dances and arts and help socialize to dance studios in DKI Jakarta to participate in parades and competitions.
7	Youth and Sports Agency	Assist in providing trophies for the winners of the short film competition as many as 6 trophies for 1st, 2nd and 3rd place winners, as well as 1st, 2nd and 3rd runners up.
8	City Park and Garden Service	Helped with the garden in front of the stage and 10 banners
9	Department of Labor and Transmigration	Assisted 1 generator and 3 staff for 3 days
10	Environment Agency	Provide 2 units of mobile toilet
11	Transportation Department	Coordinate parking and traffic
12	Health Office	1 ambulance and 6 health workers every day
13	Police	Provide crowd permits and assist with security
14	Provincial KPU and Bawaslu	Socializing the 2024 elections
15	a. PD Dharma Jaya b. PD Pasar Jaya c. PT Food Station Tjipinang d. Bank DKI Jakarta	Participate as a bazaar participant
16	Jakpro	Facilitate venue at Veldroom East Jakarta for October 25th to 27th, 2024

Source: FPK, 2024

C. Prevention and handling of ethnic conflicts.

Ethnic conflict prevention here refers to efforts to avoid the emergence of disputes or friction among ethnic groups as well as the pluralistic society of Jakarta in general. Meanwhile, conflict management refers to the steps taken when conflicts occur, both between ethnic groups and other disputes that are not initially related to ethnic issues, but have the potential to lead to them if left unchecked. The prevention of ethnic conflict is actually the main goal of the FPK. Informant explained that, *"The real purpose of FPK is to prevent conflicts between ethnic groups in DKI Jakarta."*

Conflict prevention is currently carried out through dialogue forums that are realized in the activities of the National Diversity Forum. This activity aims to bring together various parties, such as FPK members, provincial liaison offices, DPRD, supervisory boards, BUMDs, ethnic organizations, students or students, as well as practitioners and academics. In theory, this activity was designed to involve almost all relevant elements. However, in practice, not all parties expected to attend were able to participate, resulting in less than optimal effectiveness of this activity.

Figure 6. Implementation of the National Diversity Forum on June 26, 2023



Source: Bakesbangpol DKI Jakarta

Budget constraints are also a major obstacle in the implementation of this activity. In 2023, this forum could be held four times a year. However, this number decreased to two times in 2024. Although the concept and objectives of this activity are very good, the increasingly limited frequency of implementation makes the results achieved less optimal. To improve the effectiveness of this activity, additional budget allocations and wider involvement of all relevant elements are needed. In addition to conflict prevention efforts, conflict management is also one of the main roles of the FPK, which, according to SZ, is considered its most important task. However, this role is recognized as not yet running optimally. One informant criticized the FPK's focus on cultural art performances. One informant even explained that activities such as cultural performances are not in line with the original purpose of the FPK, which is to prevent and handle conflicts.

Another informant, a community leader, said that FPK's activities have tended to be ceremonial and have not been effective in building strong bonds, especially among the grassroots. He emphasized that the FPK needs to be more present and active in the community, especially in dealing with ethnic conflicts.

The Role of DKI Jakarta Provincial FPK as a Policy Implementer of National Renewal Implementation

The implementation of the policy on national integration has not run optimally because it is influenced by several factors, including:

The implementation of nationality assimilation policy has not run optimally because it is influenced by several things including the quality of individuals, budget, and also internal organization. This is in accordance with the indicators of *resources* and *organizational structure* in the Characteristics of Implementers in Policy Implementation theory (Van Meter & Van Horn, 1975) :

A. Individual Qualities

Problems related to the quality of individuals are caused by two aspects, namely age and prominence and experience. *First*, age can be defined as the number of years a person has lived throughout his or her life. A person's age often correlates positively with their level of health and physical strength. This can also be seen in some FPK members who are elderly, so they rarely attend meetings and show less than optimal performance.

According to the informant, the Governor's decree sets the minimum age of FPK members at 30 years old with no maximum age limit, so there are members up to 80 years old. This advanced age has an impact on health and performance, as seen from two members who rarely attend due to age. The researcher then verified HS's explanation regarding the minimum age stipulation and the absence of a maximum age limit by referring to the Governor Decree (SK Gub), Governor Regulation (Pergub), and FPK Organizational Regulation documents. The verification results showed that the minimum age limit of 30 years is only stated in the FPK Organizational Regulation, while in the Gubernatorial Decree it is not regulated, and in the Pergub the minimum age set is 25 years, not 30 years. The three documents do not include a maximum age limit. The explanations from informants and the regulations reveal that the absence of a maximum age limit is one of the reasons why the role of the FPK has not been optimized. This condition shows the need for a regulation that explicitly sets the maximum age limit. The regulation can later be included as one of the requirements in the recruitment process for FPK members.

Second, prominence and experience, which are two important aspects that determine one's role as an FPK member. Personality refers to the qualities or traits that make a person recognized and respected as a leader in a society or group. A leader has the ability to inspire, influence and motivate others, and usually demonstrates integrity, courage, wisdom and experience. Meanwhile, experience is knowledge, skills or understanding gained through direct involvement in activities, events or situations. Experience is often an important foundation for making decisions, facing challenges and making meaningful contributions. In the context of FPK membership, fame and experience complement each other in influencing members' roles and effectiveness.

According to informants, prominence and experience are important aspects of FPK membership. Informants explained that finding FPK members who meet these two criteria is not easy. In some cases, the recruitment process often ignores the aspects of prominence and experience, so not all members have the expected qualities. According to the informant, a person's closeness to the head or management of the organization often influences his or her nomination as an ethnic representative. However, he questioned what would happen if the proposed individual was not truly capable of representing his ethnicity. Closeness to the head or board of the organization is not the only reason why someone can become an ethnic representative even though they are not a figure. Another factor that comes into play is the limited options, especially when only one person can be nominated from an ethnic organization.

B. Budget

The budget referred to here refers to the funds planned and allocated to support the implementation of national integration activities or programs. FPK, as the implementer of this policy, really needs budget support to realize the various activities that have been designed. However, according to HS, the available budget is very limited. To overcome this limitation, some activities or programs are organized through collaboration.

While some activities or programs can be implemented through collaboration with paguyuban, BUMD or the private sector, this is not always possible. Some informants explained that not all activities or programs can be addressed through collaboration. Under certain conditions, an adequate budget is still required to ensure the smooth implementation of activities.

Informants suggested that FPK needs to regularly organize gatherings, which of course requires a budget allocation. In addition, it is important to remember that Jakarta is inhabited by various ethnicities from all over the world, not just Indians, Chinese and Arabs. Therefore, if FPK wants to expand ethnic representation, this will require an additional budget. In response to the need for an additional budget, an informant from the government said that the final authority on the amount of the budget rests with TAPD, which usually considers the availability of the budget in the APBD. In this case, the proposed budget must be supported with strong arguments in order to be seriously considered. One step that can be taken is to strengthen the argumentation for the proposed budget, so that it can be an important consideration for Bappeda in the budget evaluation and decision process.

An official who has authority in the budgeting sector recognizes the importance of strengthening arguments in every budget proposal. According to him, non-physical activity programs often lose priority compared to physical programs, such as infrastructure development. The informant also added that successful budgeting depends not only on the need, but also on the ability to convince relevant parties of the urgency and impact of the proposed non-physical activities.

Based on the results of the search for the 2024 budget document, the budget allocation for the DKI Jakarta Provincial FPK was recorded at Rp. 215,010,954, - this amount only covers 0.00025% of the total DKI Jakarta APBD which reached Rp. 85,202,328,591,676, -. In addition, this FPK budget is also equivalent to 0.088% of the total budget of Bakesbangpol DKI Jakarta which amounts to Rp. 964,528,608,867. From the various descriptions that have been presented, it can be concluded that the limited budget is one of the main causes of the less than optimal role of the FPK in achieving its goals. Therefore, one of the efforts that can be taken to increase its effectiveness is to strengthen arguments when proposing a budget for planned activities or programs. Clear and convincing arguments can help the authorities understand the importance of the budget, so that it can be seriously considered in the process of allocating funds.

C. Board of Trustees Support

The problems that arise from the support of the board of trustees are based on at least three aspects. *First*, the chairman of the board of trustees, in this context refers to the FPK Board of Trustees, which is a group of officials within local government agencies appointed by the Governor to provide guidance to the FPK. Problems arise when the position of Chair of the Board of Trustees, which is structurally attached to the position of Deputy Governor, cannot be filled because DKI Jakarta Province currently does not have a Deputy Governor. Referring to the

regulation, after the Chairperson, the next position is the Secretary who is held by the Head of Bakesbangpol, followed by members consisting of Heads of Service.

The absence of the Governor and Deputy Governor on the current Board of Trustees makes the support from the Board of Trustees as a whole feel less than optimal, especially evident in the low attendance rate at meetings involving the board of trustees. The Board of Trustees consists of 11 members, but some of them are often absent despite being invited. According to informants, the presence of the Governor or Deputy Governor in the FPK Board of Trustees is needed, especially to encourage the Heads of Service to play an active role in coaching.

Second, awareness as a coach. The awareness referred to here refers to a condition in which a person understands and recognizes the role given to him according to his position. In the context of awareness as a coach, this means that a person who is part of the Board of Trustees understands, acknowledges and realizes that he is part of the Board of Trustees and knows the responsibilities that must be carried out. However, in reality, there are agencies that are part of the Board of Trustees but do not recognize the role.

The informant, who comes from one of the DKI Jakarta Provincial Government agencies included in the Board of Trustees, admitted that he is often involved in FPK activities. However, he only recently learned that his agency is part of the Board of Trustees. All this time, he assumed that the only FPK Trustee was Bakesbangpol. The ignorance of agencies that are part of the Board of Trustees about their role is suspected by the informant to be due to the lack of massive socialization of the legal basis governing this matter. In addition to the lack of socialization of regulations, the lack of clarity in the division of tasks among members of the Governing Board is believed to have affected their awareness of their role as coaches. As a result, many assume that the task of fostering is fully centered on Bakesbangpol.

Third, the assumption that the FPK is an ordinary organization. The assumption referred to here is an erroneous view of the FPK, which equates it with organizations in general. This view contributes to the lack of support from the FPK Board of Trustees for the FPK. One of the erroneous assumptions is that the role of the FPK is limited to ceremonial activities, such as art and cultural performances.

Informants argued that FPK's main role is not in cultural activities, but rather in providing input to the local government on how to maintain stability to prevent conflict. It is the cultural activities or cultural art performances that make some people see FPK as synonymous with ceremonial. JP said *'this national integration program is often ceremonial...'*. This statement was supported by another informant, who argued that the role of the FPK has not been significant in the community. According to him, ceremonial activities are more prominent, such as the one he witnessed at the FPK event at Kalijodo RPTRA. This perception of the FPK's lack of role, another informant acknowledged, is due to the lack of publicity about the activities and contributions made by the FPK.

Referring to the informant's explanation regarding the publication of FPK's role through the Bakesbangpol website, the researcher conducted a search on the Jakarta Bakesbangpol website. It was found that from 2018 to 2024, publications on the website only included activities such as meetings, policy-related discussions, ceremonial events and technical training. Publicized meetings consist of internal meetings, such as internal meetings,

as well as external meetings, such as *coffee morning*. Ceremonial events include the inauguration of the FPK and cultural art performances. However, no publications were found that specifically discussed the role of the FPK in conflict prevention or handling.

Figure 7. Publication of FPK activities on the DKI Jakarta Provincial Bakesbangpol Website



Source: DKI Jakarta Bakesbangpol Website, 2024

The informant further emphasized that the FPK has actually tried to play its role in conflict prevention and handling. However, the approach used tends to be informal, resulting in less attention in the public sphere. When receiving information about a problem that allegedly involves ethnic names, the FPK immediately contacts ethnic leaders who are considered to be able to help resolve the problem. This approach allows problems to be resolved quickly.

Several informants agreed that the FPK uses an informal approach in resolving conflicts. When receiving reports, the FPK responds quickly, including by contacting ethnic leaders who are considered capable of providing solutions. This approach is considered effective in easing tensions and resolving conflicts. However, the main challenge is that this approach is often underexposed and unknown to the wider community.

D. Internal Interaction

Problems related to internal interactions are caused by several things, the *first being* differences in background. The background differences referred to here refer to the different ways in which FPK actors behave and express their views. This, whether they realize it or not, is influenced by the rules, values, norms or customs that apply in their ethnic organizations of origin. In other words, the institutional background from which they came helped shape their behavior while in the FPK. The different institutional backgrounds of each FPK member affect their roles in the organization. Ironically, ethnic representatives who are supposed to play a role in resolving conflicts outside the FPK are sometimes involved in disagreements within the FPK itself. According to informants, experience is a differentiating factor in how one deals with differences. This is very important, especially in the FPK, which is required to be able to mingle and work together between members. Through this approach, it is hoped that the role of the FPK can be optimized.

Secondly, the FPK secretariat where the FPK secretariat is a facility that includes a place and other supporting facilities, which are provided specifically to support various FPK activities,

both formal and informal. However, this is an important issue because until now the FPK has not had a secretariat that is truly dedicated to them. According to informants, although the FPK has entered its second period, it still does not have a dedicated secretariat. In addition, the supporting facilities available are still very limited. This opinion was reinforced by another informant, who stated that *"in the region they have an adequate secretariat for three years, we will find out for ourselves that our secretariat is a hitchhiker, we are ashamed."*

Based on the explanations given by several informants, it is known that the secretariat currently used by the FPK is actually not a special room provided to support FPK activities, but only a temporary place. This situation certainly affects the effectiveness and productivity of FPK's performance, considering that inadequate facilities can be an obstacle in carrying out organizational functions and tasks optimally. Therefore, researchers felt the need to make direct observations to understand more deeply the condition of the FPK secretariat, including evaluating whether the facilities and infrastructure have met the operational needs of the organization.

Based on observations, it is known that the secretariat currently used by the FPK is actually the FKPT secretariat. The room has a size of about 6x10 square meters, and considering the availability of tables and chairs, the ideal capacity is only able to accommodate about 20 people. This condition certainly creates discomfort, especially if all 37 FPK members have to gather in the room. The situation becomes even more uncomfortable if the room is used for meetings attended by around 50 people, including 37 FPK members and 13 invited guests, such as members of the Board of Trustees or representatives from other elements outside the Board of Trustees. This limited space clearly impacts the effectiveness of FPK activities, both in terms of coordination and comfort during meetings. Therefore, this condition needs more attention so that a solution can be found that can optimally support the needs of the organization.

Third, is the intensity of meetings. It refers to how often the actors meet and interact. Within the FPK, this refers to the frequency with which members attend meetings. According to informants, meetings play an important role in melting differences between members. The more frequent the meetings, the stronger the emotional connection that is formed. This close emotional connection ultimately facilitates the creation of national blending. Unfortunately, the low intensity of meetings is a challenge that must be faced.

Fourth, the presence of members in an activity is often interpreted as a form of support for the activity. However, this assumption does not always apply to all parties. There are members who may rarely be physically present but still contribute in other ways when needed. This different view of attendance is one of the dynamics observed by the researcher in FPK activities. One concrete example occurred at an internal FPK meeting held on Friday, October 18, 2024, in the middle room of the DKI Jakarta Bakesbangpol Office. In this routine meeting, members discussed various issues, including the issue of the absence of official representatives of East Kalimantan ethnicity in a number of meetings. Even when present, these representatives are often delegated to other individuals of the same ethnicity. This condition angered the official representatives of Riau ethnicity, who diligently attended FPK meetings, because they felt that East Kalimantan ethnicity was treated preferentially.

Discussion

The results show that the FPK has three main roles in the implementation of the nationality assimilation policy, *first* is policy socialization, the FPK plays a role in disseminating information related to the nationality assimilation policy to the community. This activity includes education on the importance of unity in diversity and efforts to increase public awareness of national values. *Second*, organizing performances and bazaars, the Forum actively organizes various events, such as cultural performances and bazaars, as a means of strengthening relations between community groups. These activities not only serve as a medium for entertainment, but also as a tool to promote the values of tolerance, harmony and social inclusion. *Third*, conflict prevention and handling, in the context of prevention, the FPK acts as a facilitator of dialogue between community groups to prevent potential conflicts. In addition, this forum also plays a role in providing solutions and assisting the community in resolving conflicts that occur, so as to maintain social stability in the DKI Jakarta area.

These three roles illustrate the significant contributions made by the FPK in promoting national unity, especially amidst the diversity of DKI Jakarta's society. However, this research also emphasizes the importance of identifying obstacles and developing more effective strategies so that the goal of national unity can be achieved optimally.

The results of this study support the findings revealed by [Muslimah et al. \(2018\)](#) regarding the role of the FPK, as well as adding a new dimension that has not been discussed in depth, namely the role of the FPK in organizing cultural arts performances and bazaars. These activities have multiple benefits. On the one hand, cultural arts performances serve as a medium to introduce the rich arts and traditions of various ethnic groups to the wider community. On the other hand, the bazaar provides an opportunity to empower the community's economy through the promotion and sale of products from various ethnic communities.

More than just cultural and economic activities, performances and fairs also create inclusive spaces for social interaction, where individuals from different ethnic backgrounds can meet, communicate and build relationships. Such interactions strengthen networks of cooperation between community groups, reflecting the principles of policy networks as described by [Kickert et al. \(1997\)](#). Through communication, coordination and resource exchange, the FPK successfully connects various parties in order to support national assimilation. In addition, the performance and bazaar activities can be considered as strategic innovations that contribute to overcoming the impasse of social and policy networks, as described by [Klijn & Koppenjan \(2016\)](#). With this creative approach, FPK is able to expand its function and impact in supporting harmony, diversity and social cohesion in the community.

During the implementation of activities, various actors from diverse backgrounds engage in collaboration to achieve common goals, although there are often differences in perceptions between them. This collaboration involves dynamic interactions and negotiation efforts to harmonize views on problems, solutions and strategies. The success of activities such as cultural arts performances and bazaars lies in their ability to overcome substantive, strategic and institutional complexities. This complexity arises because many actors are autonomous and have different points of view, both regarding the priority of issues and the approaches used to solve problems. As explained by [Agranoff](#)

& McGuire (2003), the success of this kind of collaboration is highly dependent on the ability to create synergy amidst these differences.

Performances and fairs, with all their challenges, have proven themselves to be effective strategic instruments in supporting national integration. They are not only a means of bringing together various parties with different interests, but also create a space for dialogue, interaction and cooperation. The great potential of such activities can be further utilized to strengthen unity in diversity and support the creation of a more inclusive society.

There are four barriers that interfere with the implementation of the national assimilation policy, the four categories include the quality of individuals, the budget, the support of the supervisory board, and internal interactions. Each category reflects specific challenges that directly impact the effectiveness of the policy implementation. In the category of individual quality, the two main obstacles found were the lack of leadership or experience of members as well as the high age of some members. These constraints are caused by a recruitment process that does not consider the experience and contribution potential of members, as well as the absence of clear rules regarding the maximum age limit. As a result, some members are less able to perform their roles optimally due to limited capacity or physical condition.

To overcome this obstacle, a revised regulation is needed that pays more attention to the qualifications and age limit of members. In addition, the recruitment mechanism needs to be improved by involving relevant actors, such as the board of trustees, the community, and local government, to ensure that the recruited members have the competence, experience, and passion that match the forum's needs. These steps are expected to improve the quality of individuals involved in the implementation of national assimilation policies, resulting in more effective and impactful outcomes.

This is in accordance with the resources indicator where adequate and competent human resources contribute to the achievement of policy objectives. Often, inadequate and competent human resources (HR) have implications for poor performance and hinder the achievement of policy objectives (Khan & Khandaker, 2016; Milwan et al., 2020). This is in line with research findings Yuliah (2020) states that the better the quality of individuals / HR involved in technical and managerial matters, the better their contribution in achieving policy objectives.

The budget category faces obstacles caused by two main factors: *first*, weak arguments in the budget submission process, which results in funding proposals being difficult to approve or not prioritized. *Secondly*, there are limited funds in the APBD, which limits the scope for allocations to support FPK activities. These conditions indicate a lack of incentives or encouragement capable of motivating the collective action and collaboration required to achieve common goals, as described in network theory. In this theory, incentives, whether in the form of financial support or other forms of rewards, play an important role in strengthening coordination and cooperation between parties.

Without an adequate budget, the implementation of FPK activities is not optimal. Limited funding has a direct impact on the quality and range of programs that can be implemented, thus reducing the effectiveness of the FPK in carrying out its role as a facilitator of national integration. Therefore, efforts are needed to strengthen the argumentation for budget proposals and find

alternative funding sources to ensure the sustainability of FPK programs.

Budget limitations can also hinder policy implementation. Budget limitations are also included in the resource indicators in the Characteristics of Implementers of Policy Implementation theory (Van Meter & Van Horn, 1975). The same thing was also conveyed by (Juliasih et al., 2023). In their research, it was found that budget constraints at the local government level can be a serious obstacle to policy implementation.

Support from the Governing Board is an important aspect in the successful implementation of the national integration policy, but it also faces significant challenges. Some of the main obstacles identified are, *first*, that some members of the board of trustees are not fully aware of their roles and responsibilities in supporting the FPK. This unawareness has led to low active participation and minimal strategic contributions from the board of trustees to the programs initiated by the FPK. *Secondly*, the vacant position of the chairperson of the board of trustees is a major obstacle in providing clear direction, supervision and leadership. This vacancy creates a coordination vacuum that undermines FPK's ability to effectively carry out its duties. *Third*, there is still a perception among the board of trustees and the wider community that the FPK is an ordinary organization without a significant role. This view reduces the level of attention and support given to the FPK, both in terms of resources and strategic collaboration.

The findings in this study indicate that there is still confusion regarding the duties and functions of the Forum for National Diversity (FPK), leading to a lack of awareness of the role of the Board of Trustees and minimal involvement of the Board of Trustees in meetings. This shows that there is still an organizational structure that is not well organized. Based on the indicators of organizational structure, an organization that has a well-organized structure and has clear roles and responsibilities will facilitate a smooth implementation process. Conversely, if the organizational structure is not well organized, it will hinder the policy implementation process (Sager & Gofen, 2022).

The problem is further exacerbated by the lack of socialization of regulations explaining the duties and responsibilities of the board of trustees, as well as the lack of publications on the importance of the FPK's strategic role in promoting national integration. Gaja & Anggoro (2024) explain that the lack of socialization has an impact on the lack of public understanding, which is caused not only by limited resources but also minimal and ineffective communication. The communication strategy used has not been able to reach all elements of society, especially those in areas with high diversity or potential conflicts. In addition, the use of mass and digital media as a means of disseminating information on national integration is also still minimal.

As a result, the FPK's great potential in creating social harmony and strengthening community cohesion has not been fully optimized. To overcome these obstacles, strategic steps are needed, such as the immediate filling of the position of chairman of the board of trustees, increased socialization of regulations, and the implementation of a publicity campaign highlighting the important role of the FPK. With this approach, it is hoped that the board of trustees' support for the FPK can be strengthened so that national assimilation programs can run more effectively and have a wider impact.

In the internal interaction category, the FPK faces several obstacles that hinder the achievement of effective coordination between members. The problems that arise are the different

backgrounds of members. These differences, whether in terms of culture, experience or perspective, can affect the way members view and approach the problems facing the FPK, thus slowing down the creation of a shared understanding and comprehensive solutions.

In addition, the low frequency of meetings is also an obstacle. Infrequent meetings result in limited opportunities for members to interact, exchange ideas, and harmonize visions and goals. Without regular meetings, the coordination and decision-making process becomes slower and less efficient. Furthermore, the absence of a dedicated secretariat for the FPK exacerbates this situation. Without an organized secretariat, administration and communication between members becomes less coordinated, leading to poorly or late information. This also affects the effectiveness of activities and programs run by the FPK, as there is no clear place or system to manage operations.

The low attendance of members at meetings is another significant challenge. Low attendance is often due to the notion that contributions to the FPK can be made in forms other than physical presence, such as through written reports or digital communication. However, lack of meeting attendance reduces the quality of discussions and collective decision-making. It also hinders the process of building stronger relationships between members and hinders the formation of synergies needed to run the program effectively.

Based on the findings above, it explains that there are problems in the level of interaction and minimal attendance of participants caused by communication factors between organizational members. This is in line with the communication indicators from the Characteristics of Implementers (Van Meter & Van Horn, 1975). In this case, effective communication in the organization becomes very important. Clear and consistent communication can assist in coordination and ensure that all parties can understand their roles and responsibilities (Milwan et al., 2020).

To overcome these constraints, efforts are needed to increase the frequency of meetings and facilitate more open and inclusive communication. The provision of an adequate secretariat is also important to support smooth administration and coordination. In addition, raising awareness of the importance of meeting attendance and changing perceptions about contributions can help improve member participation rates, which in turn will strengthen the effectiveness of internal coordination within the FPK.

As a solution to the obstacles faced in the implementation of nationality assimilation policy, this research proposes three alternative strategies that can improve the effectiveness of nationality assimilation implementation.

1. Increase the budget allocation to support the activities of the National Diversity Forum (FPK). One way to achieve this is by strengthening the argumentation in the budget proposal. These arguments should be based on relevant data, such as the results of previous evaluations, and set clear and measurable targets for each activity to be implemented. By doing so, those in charge of budget allocation will more easily understand the importance of funding FPK activities, so that the required budget can be achieved.
2. Expand the dissemination of information about the role of the FPK. This can be done by utilizing various existing communication channels, such as through systematic documentation, digital publications on social media, and

utilizing bureaucratic channels to convey information to the community and related parties. This wider dissemination of information aims to increase understanding of the importance of the FPK's role in national assimilation and to gain greater support from various parties, both from the community and the government.

3. Revision of regulations, especially DKI Jakarta Governor Regulation No. 5/2013, which regulates the implementation of national integration. This revision is needed to overcome various regulatory obstacles that hinder policy implementation. With changes or adjustments in existing regulations, it is hoped that various structural obstacles can be overcome, so that policy implementation can be smoother and more efficient.

Of the three strategies, regulatory revision is considered a top priority. Changes in regulations will provide a more solid legal basis for policy implementation, as well as a foundation for other strategies to run effectively. Stronger regulations will also improve the working structure of the FPK, strengthen the synergy between the actors involved, and encourage national integration more effectively in the DKI Jakarta area. Thus, the implementation of the revised regulation is expected to significantly improve the performance of the FPK and support the achievement of better nationality assimilation goals.

CONCLUSION

This research has examined the role of the DKI Jakarta FPK in national assimilation policy, identified barriers that interfere with its effectiveness, and offered improvement strategies. The main findings show that there are barriers to the FPK as a policy implementer, namely the quality of individuals, limited budget, lack of support from the supervisory board, and weak internal interaction. To overcome them, three strategies are proposed: increasing the budget, disseminating information, and revising DKI Jakarta Governor Regulation No. 5/2013. Regulatory revisions are prioritized to overcome structural constraints and support the implementation of other strategies, with the hope that FPK can be more optimal in strengthening nationality assimilation in DKI Jakarta.

This research has made a significant contribution to the study of national assimilation policy implementation, but it still has some limitations. These include methodological aspects, selection of informants, analytical knives, as well as time and field challenges. Therefore, future research is recommended to use a quantitative approach to test these findings in greater depth and breadth. A quantitative approach is expected to provide stronger empirical validation while expanding the scope of analysis, including evaluating the effectiveness of the proposed strategy.

In addition, further research is also recommended to pay attention to various contextual aspects, such as social, cultural, and political influences, which may affect the implementation of national assimilation policies. Given the lack of similar studies, the results of this research can be a valuable initial reference for further studies. With more in-depth exploration, future studies are expected to be able to present more comprehensive and contextualized policy recommendations in supporting nationality assimilation in various regions.

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