

## Policy Implementation of Kendari City Government In Empowering the Poor Society (Case Study the Civil Brotherhood Policy)

Andi Syaiful Zainal<sup>1</sup>, Muh. Syarif<sup>2</sup>, Syamsul Alam<sup>3</sup>, Hasan Aedy<sup>4</sup>

*Doctoral Program of Management Science, Halu Oleo University, Kendari  
Southeast Sulawesi, Indonesia*

*<sup>2,4</sup> Faculty of Economics and Business, Halu Oleo University, Kendari  
Southeast Sulawesi, Indonesia*

*<sup>3</sup> Faculty of Administration Science, Halu Oleo University, Kendari  
Southeast Sulawesi, Indonesia*

*Corresponding Author: Andi Syaiful Zainal*

### -----ABSTRACT-----

*This study aims to determine and analyze the implementation of civil brotherhood policy in empowering the poor in Kendari City. This research uses a qualitative approach to reveal the facts of implementation of civil fraternal policy in empowering the poor in Kendari City. Data collection techniques through observation, in-depth interviews and document studies. The research data is analyzed descriptively qualitative. The result of the study shows that the implementation of civil fraternity policy in empowering the poor as much as 30.2% in Kendari City can be done through four aspects of empowerment namely: employment; housing; education and mental spiritual; and aspects of housekeeping. Implementation of civil fraternity policy can reduce poverty rate in Kendari City.*

**Keywords:** *Policy, Implementation, Brotherhood, Civil, Society, Poor*

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### I. INTRODUCTION

The Government of Indonesia currently has integrated policies and poverty alleviation programs ranging from social assistance-based poverty reduction programs, community empowerment-based poverty reduction programs and poverty reduction programs based on small business empowerment, run by various elements of the Government, both central and local, such as the National Program for Empowerment of Rural Communities (NPERC), PBC (People's Business Credit) program, Farmers and Fishermen Income Improvement Program (FFIIP), Program Savings and Credit for People's Welfare Enterprises (PSCPWE), District Development Program (DDP), Urban Poverty Prevention Program (UP3), Supporting Infrastructure Support Program for Disadvantaged Villages (SISPDV). Almost all departments have poverty reduction programs, and the funds that have been spent by the government for the implementation of these programs have reached hundreds of trillions of rupiah.

However, the facts are found in the field of many overlapping programs of various policies of poverty alleviation. In addition, there are overlapping programs / policies, both on the aspect of the target group, the form of activities, fund management and executing institutions. Achievement of program and activity implementation targets becomes ineffective as expected. The policy is claimed by many parties that there has been no decrease in poverty rates when compared with the amount of funds issued by the government. Thus the poor category community in Kota can not be free from poverty condition. Some poverty reduction policies have been implemented, but poverty rates have not been as expected. Some poverty alleviation policies implemented by the Municipality of Kendari implemented since 2007, such as (1) social welfare services and rehabilitation programs, social welfare institutional empowerment programs, employment enhancement programs implemented by the Agency of Manpower. (2) economic empowerment program of coastal community implemented by Dinas Perikanan. (3) small and medium enterprise development programs, entrepreneurship development programs and competitive advantages of small and medium enterprises implemented by the Department of Industry and Trade. (4) urban community empowerment program, urban economic institution development program implemented by Community Empowerment Board and (5) urban community empowerment program implemented by sub-district government.

Poverty alleviation policies based on community empowerment have been implemented, but not yet able to reduce poverty in Kendari City because of the many factors causing poverty experienced by the community in Kendari City. Therefore, it requires intervention of all parties to jointly make efforts to alleviate poverty in an integrated and coordinated. Such a condition becomes a challenge for Kendari City government to always innovate through new policies and strategic programs to reduce poverty. Various approaches have been formulated such as community empowerment approaches. On that basis, in 2008 the city government of Kendari made a new innovation through a policy that aims to eradicate poverty based on Kendari Mayor Regulation No. 17 of 2008 on Empowerment based - civil society empowerment.

The Civil Brotherhood Policy is a poverty alleviation policy based on community empowerment. According to Ali (2007: 86) that the empowerment of society as a form of participation to free themselves from mental and physical dependence. Community participation is a key element in community empowerment and development strategies, for the first reason, community participation is a powerful tool for mobilizing local resources, organizing and opening up people's wisdom and creativity. Second, community participation also helps to identify early identification of community needs.

The Civil Brotherhood Policy is an empowerment policy different from previous poverty alleviation policies, such as NPERC and community empowerment programs as mentioned above, where the government is only a facilitator whereas policy actors are entirely empowering communities, ranging from capital owners ) to the poor. In relation to the phenomenon, the purpose of this study is to know and analyze the implementation of the Civil Brotherhood policy in the empowerment of the poor in Kendari City.

## **II. LITERATURE REVIEW**

Policies can be applied to the public sector and the private sector, to organizations, groups and individuals. Policies are usually associated with government decisions because it is the government that has the authority or power to direct society and is responsible for serving the public interest (Abidin, 2012: 3). According to Nugroho (2012: 674) that a public policy must go through the planning process until it becomes a policy formula that is really in accordance with the theory / concept and objective conditions of society. Implementation stage because it becomes so important because a policy does not mean anything if it can not be implemented maximally and can achieve its goals. Implementation of policy in principle is a way for a policy to achieve its objectives

The concept of civil society is an idea that describes a civilized society that refers to the values of virtue by developing and applying the principles of social interaction conducive to the creation of a democratic order in the life of society and the state. The civil brotherhood Program was introduced to the citizens of Kendari City, May 9, 2008 to coincide with the anniversary of the 176th anniversary of Kendari. The civil society program is one of the programs that can complement the community empowerment programs that were carried out several years ago. The essence of civil fraternal policy is for people who are able to synergize with the brothers who are still below the poverty line. Brotherhood embodied in the form of a fraternal contract, while the form of activities carried out can be in the form of capital or financial assistance, psychological assistance and other aids that can motivate poor families to live worthy living side by side with more capable brother.

The civil society policy in Kota Kendari was initiated in 2006 based on the fact that poor households were 33.84%, while the rich category households were 66.16%. This fact becomes the basis for Kendari City government to create a civil fraternity policy because rich families have the potential to foster poor families in order to live more worthy lives. Rich families can help poor families improve their welfare while reducing poverty in Kendari. Thus the civil brotherhood policy initiated by the City Government of Kendari aims to improve the lives of poor families for the better. The civil fraternity policy through empowerment has a positive impact on poor families.

## **III. RESEARCH METHODS**

The approach used in this study is qualitative research that seeks to analyze the implementation of civil fraternal policy in empowering the poor in Kendari City. The data of this research consist of qualitative and quantitative data. The data source of this research is primary and secondary data. To obtain research data, it is determined that the existing research informants in the area of Kendari City are Mayor, Deputy Mayor, Regional Development Planning Board, Empowerment Board, all district and sub-district in Kendari City. The research informant was determined with consideration of authority and competence to provide data needed in this research. Subsequently determined informants from the community who are able and less able. The data collection technique can be done by: (1) observation (2) in-depth interview and (3) document study.

The main component of a study is data. In relation to data collection, the researchers create and have a research instrument that serves as a tool to collect data. This is in accordance with the characteristics of qualitative research that researchers as a key instrument (researcher as key instrument), which collects data

through documentation, behavioral observation, interviews with participants (Creswell, 2010: 261). While other instruments used in this study as a supporter in data collection is a tape recorder as a recording tool, camera, mobile phone and laptop. The data has been collected and then processed and analyzed in accordance with the research problem. Data analysis in this research is done descriptively qualitative, according to qualitative principles, hence process of data collecting and data analysis can be done simultaneously during research process take place, because at the time of indirect data collection also have happened a process of data analysis.

#### **IV. RESULTS AND DISCUSSION**

The policy of poverty reduction in Kendari City is implicitly stated in the vision and mission of Kendari City Government which is further elaborated in Medium Term Development Plan (MTDP) Kendari City Year 2008 - 2012. The vision of Kendari City is "To realize Kendari City in 2020 as the City of In The Garden of Alms, Forward, Democratic and Prosperous ". The word prosperity means the efforts of Kendari City government for the welfare of the community through efforts to alleviate poverty and community empowerment. The meaning of prosperous city is the final destination, which describes thoroughly the condition of life of Kendari people both born and inner. A prosperous city is a sustainable city in a cool, beautiful and healthy nature and a safe, harmonious, prosperous and just society.

To realize the vision that has been set then spelled out several missions. Mission is a statement that sets the objectives of government agencies and goals to be achieved. The mission statement is expected to bring the city government organization to a focus. The mission explains why the organization exists, what it does and how to do it. The mission to realize the vision of Kendari City is (1) environmental mission; (2) social mission; (3) service mission; (4) economic mission; (5) apparatus professionalism mission; (6) good governance mission. Efforts to reduce poverty in Kendari City is also one of the regional development priorities of the 8 (eight) development priorities below: (1) improving the sustainable management of natural resources and environment; (2) improving the function of Kendari City as a regional service city and meeting the level of community needs; (3) improving community health status in accordance with the vision of healthy Indonesia 2010; (4) improving the quality of services and management of basic and secondary education and the preservation of cultural values; (5) increased security, orderly conduct and discipline for all citizens; (6) upholding the principles of good governance and upholding the rule of law; (7) improving a conducive and equitable business climate for all business actors in developing urban economy based on populist economy, poverty alleviation and unemployment and (8) enhancing institutional capacity and regional apparatus. (Source: Technical Guidance for Poverty Eradication of Kendari City Year 2009).

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#### **Policy Implementation Process of Civil Brotherhood**

This research is to know and analyze the process of policy implementation. It is said to be a process, because in the implementation of the policy through several stages to be passed. To answer the various questions

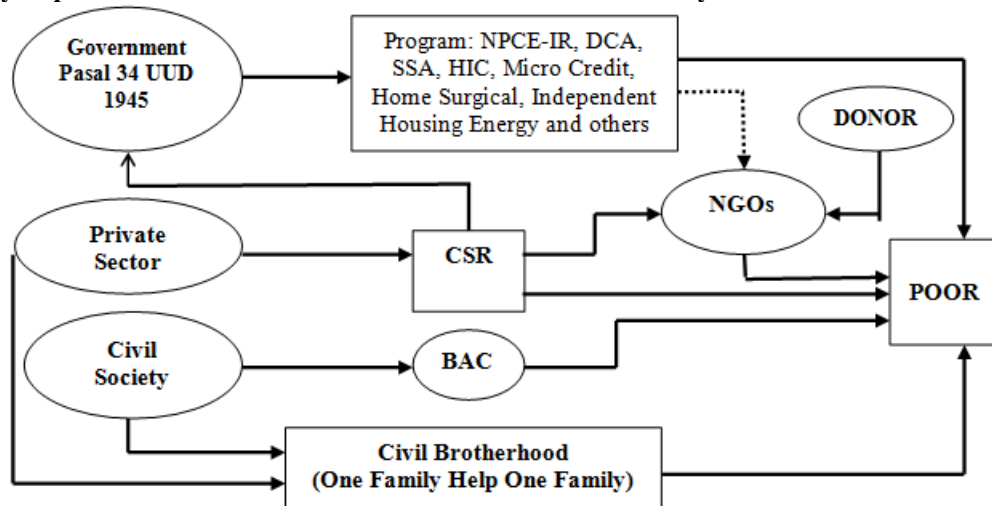
about the phenomenon of policy implementation can only be done if it can understand the implementation process in depth.

Jones (1991) states that the policy implementation process consists of organizing, interpreting and applying. Thus, civil society policy involves multi institutions that have their own responsibility for certain aspects of the empowerment of the poor. Therefore, Putra (2003) states that coordination is important in the implementation process as identified. These three processes, if properly implemented, can facilitate the achievement of output / outcomes of civil fraternal policy

The Implementation process of the Civil Brotherhood policy uses a polarizing mechanism of work (coordination) (Purwanto and Sulistyastuti, 2012: 155). This happens because the implementation process involves many organizations (departments / agencies / agencies) with a specific target group. The organizations involved in civil fraternity policies such as development planning agencies, community empowerment bodies and village administrations, labor agencies, districts and sub-districts. While the target group is only one of the less well-off. All institutions or agencies are in implementing the policy of Civil Brotherhood in Coordination by an institution called the Coordination Team for Regional Poverty Reduction. This team was established through Presidential Regulation no. 15 Year 2010 on the Acceleration of Poverty Reduction. Has the duty to coordinate poverty reduction, and control the implementation of poverty reduction programs in their respective regions. Furthermore, for the government to carry out the task to execute various policies, then form a solid organization which then called bureaucracy (Purwanto, et.al, 2012: 126). Following the principle of division of labor advocated by Weberian bureucrasy then the government bureau of government is divided according to its specialization consisting of various Institutions / Dinas / unit of regional apparatus at the level of Kendari government. Government organizations involved in the implementation of civil fraternal policy other than the community empowerment agency as a leading sector of civil fraternity policy, also involve other agencies such as: Kendari Municipality Development Planning Agency, labor and transmigration offices, sub-district and municipal governments and from the private sector.

The private sector is acknowledged to have an important role in assisting the government in implementing civil fraternal policy, so that private sector advantage is formulated in the form of partnerships between government and private (PPP: Public, Private, Patnership). The PPP scheme enables the government to play its role in providing public services and improving the welfare of the people through various policies and programs that the government has designed. At the same time the private sector can benefit by helping the government achieve its goals to achieve common good for all members of society. Following the current flow of poverty handling through the implementation of the Civil Brotherhood Policy in Kendari City.

#### 4.1. Policy Implementation Model of Civil Brotherhood in Kendari City



According to the Head of the Regional Development Planning Board of Kendari City on the involvement of the private sector and the community in civil society policy, it is stated that: ... "In implementing this policy, the private sector and the public have an important role. Without the involvement of the private sector and the community, the civil fraternity policy with the main motto is one family help one family, then this policy will not be implemented properly (interview, February 2017).

Based on observations in the field, it can be seen that the implementation of civil brotherhood policy is very needed the active role of private sectors, civil society and community organizations as a subject that supports civil society policy. Civil Society Organizations (CSOs), such as NGOs, community, religious associations and others are urgently needed in implementing the policy of the Civil Brotherhood. CSOs and



Private Sector also have a strategic role in assisting Kendari City Government to implement this policy of Civil Brotherhood compared to other institutions or stakeholders. CSOs and Private Sector have many advantages.

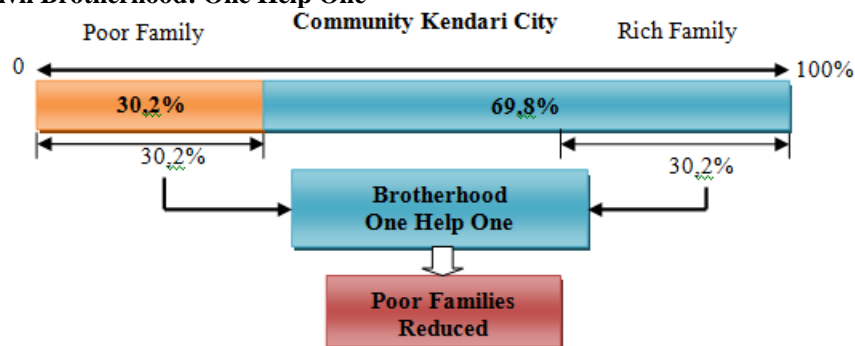
The results of interviews with the Head of the Community Empowerment Board (CEB) of Kendari City said that: "there are many advantages possessed by CSOs and private sector in assisting the government to implement the policy of Civil Brotherhood, because there is closeness to the target group (poor family), its non profit, flexible, so that CSOs and private sector can become partners of Kendari City government to implement the policy of Civil Brotherhood ". Efforts to overcome poverty have been done also by Board of Alms Collectes (BAC) as an institution that collects alms from society is able to only channel it periodically, so that the aid form which is given sometimes not according to the needs of the recipient. If this is less of a concern, it requires the concept of poverty alleviation.

Based on the facts revealed, Kendari City Government can implement the handling of poverty alleviation through "one help one" by providing a capable family with one poor family, awakening the awareness of capable citizens in helping their poor siblings and creating a good and balanced economic condition. According to the Head of the Regional Development Planning Board of Kendari City that: ... "One Help One" process, Kendari City Government can optimize the handling of poverty eradication in order to create harmonious social relations among peoples, speed up poverty alleviation and improve the welfare of the people of Kendari. Therefore, the Regional Development Planning Board of Kendari City can perform its duties and functions as coordinator of regional development planning, especially in handling poverty reduction in Kendari City (interview, February 2017).

This fact proves that the policy of civil brotherhood requires development planning that leads to the handling of poverty alleviation quickly and accurately according to the needs of the community through "one help one" by presenting a rich family with one family poor be more effective and efficient. The policy of the civil brotherhood aims to create a good and balanced economic condition of society. This policy is actually a constructive policy to eradicate poverty in Kendari City. The *first* civil society policy strategy, the rich should help poor families, *Second*, provide assistance to poor families. *Third*, give direction to get decent job for family welfare. The civil brotherhood is a family kinship between rich families and poor families, conducted on the basis of high social awareness, enabling families with economic capacity to uplift the lives of poor families through an unlimited empowerment pattern that is done sincerely.

Policy of civil brotherhood as one of the choices that must be done by Mayor of Kendari to reduce poverty rate in Kendari City. This is relevant to the opinion of the Mayor of Kendari that: .... "The empowerment of the civil brotherhood refers from Al-Quran Surah Al-Maun (1-3). Which means, by calling on the name of Allah, the Merciful More the Most Merciful (1) Do you know (people) who belie the religion? (2) That is the person who rebukes the orphan, (3) and does not advocate feeding the poor. The verses of the Al-Quran suggest that the poor should not be left starved but should be helped. As leaders have the duty and responsibility to help the poor. Therefore the objective of civil brotherhood policy is to reduce poverty and unemployment in this area. Thus rich families are expected to help poor families as their mothers. Assuming that there are 30 percent poor families in Kendari City, there are 70 percent of rich families, and if 70 percent of the rich families are taken the most capable of helping poor families, then the poverty in this region can be erased. "(Interview, December 2016). Thus, the operational concept of civil brotherhood policy in Kendari City is "one help one". It can be interpreted that one rich family helps one poor family agreed upon by the civil fraternity certificate.

#### 4.2 Scheme: Civil Brotherhood: One Help One



The procedure for forming the civil fraternity participant is in accordance with Kendari Mayor Regulation number 17 year 2008, that is: (1) taking the profile data of both parties; (2) to socialize to prospective families who will be appointed as civil brothers; (3) facilitated meetings by local government mediation teams; (4) the signing of the fraternity was witnessed by Mayor, Deputy Mayor and Secretary of Kendari City. After the signing of the fraternity deed, then each civil spouse can choose some empowerment program that will be done.

There are 4 (four) aspects of empowerment that become the main focus of the policy of civil brotherhood, every aspect there are several choices of empowerment according to the talent, potential, poverty condition experienced by their poor siblings namely (1) aspect of employment; (2) housing aspect; (3) aspects of education and mental spiritual; (4) aspects of household development. Here is the realiation of the civil brotherhood policy until the end of 2016.

**Tabel 4.1.** Realization of Empowerment of Civil Brotherhood Year 2008-2016

No.	Type of Empowerment Activities	Poor Family	Percentage (%)
1.	Jobs	774	44
2.	Home improvement	480	27,3
3.	Educational assistance	283	16,1
4.	Family coaching	224	12,7
Quantity		1.761	100

Source: CEB Kendari City, 2017

Table 4.1 shows that of the 1,761 heads of households, as many as 44 % are active in fraternal relationships with the contribution of empowerment in the field of employment and on average has mitigated the burden on the lives of poor families of their mothers. 27.3% of rich families rehabilitated their relatives' homes, 16.1% provided educational assistance to children from their elder brothers and 12.7% conducted family coaching. The fact is relevant to the opinion of the Head of Community Empowerment Board (CEB) Kendari that: "There is an increase in the number of siblings each year, at the beginning of the 2008 program reaching 168 poor families and as many as 156 heads of wealthy families as civil brothers established by Kendari city government. In 2016 it increased to 1,761 civil brothers. So, civil brotherhood policy can reduce poverty rate in Kendari City (interview, February 2017).

## V. CONCLUSION AND RECOMMENDATION

The results of the implementation study of civil fraternity policy in empowering the poor in Kendari city can be concluded that the civil brotherhood can reduce poverty rate in Kendari City. This is evidenced by 69.8% of rich families helping poor families as much as 30.2%. Each rich brother chooses an empowerment program to be given to the poor siblings he has cast. Each rich brother chooses a poor sibling according to the talent, potential and poverty conditions experienced. Implementation of civil fraternity policy in empowering the poor in Kendari City can be realized through employment program; housing; education and mental spiritual; and housekeeping. The realization of civil society in 2016 is 1,761 poor families as civil brothers, with detailed aspects of employment of 774 poor families, 480 poor families, 283 poor families and spiritual education, and 224 poor families.

The civil fraternity is a policy of Kendari City Government aims to reduce poverty in Kendari City. The policy has succeeded in reducing poverty through empowering siblings by involving able families to help poor families. This policy gained support from various parties, including district and city governments throughout Indonesia. Therefore, the recommendation of this study result should be the Government of Kendari City as the person in charge, can continue the policy of fraternity madani so that poverty rate in Kendari City is getting less quantity. The private sector should increase its role in helping poor families in order to liberate civilians to prosper. For the poor as the target group of the implementation of civil brotherhood policy should be able to take advantage of the opportunities and assistance provided for increasing the standard of family life into a prosperous family.

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