

## Policy Implementation of Conflict Mitigation (Study on Implementation of Regional Regulation No 2/2013 on Disaster Mitigation in Poso Regency of Central Sulawesi Province)

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### Abstract

This research aims to analyze the Policy Implementation of Conflict Mitigation in Poso Regency which adopted the Regulation of Central Sulawesi Province Governor No 2/2013 on the Implementation of Disaster This research used descriptive research type with qualitative approach. To analyze, the writer used Implementation Model of Van Metter and Van Horn (1975). The research finding was in order that Poso City became a safe, peaceful and tranquil city with *Sintuwu Maroso* as a slogan. Besides, the government also formed Sub District Integrated Team in order to mitigate the conflict such as the formation of Interreligious Harmony Forum (FKUB), National Reform Forum (FPK) and Society Early Alertness Forum (FKDM). However, the formation of sub district forum was not maximal yet because there were forums in sub districts which were not formed yet. The next problem was the recovery fund which was not on target yet. The government was not open yet either in giving any deep information related to the conflict mitigation. Nevertheless, the entire elements related to the conflict mitigation continued to make any effort as maximal as possible to reduce the available conflict intensity in Poso Regency. The conclusion of the research was that the policy implementation of conflict mitigation had not run maximally yet and the Regional Government did not own the permanent Regional Regulation related to the conflict mitigation.

**Keywords:** conflict, mitigation, Poso

### INTRODUCTION

Indonesia is a country with multicultural society, the fact of which can be seen from either socio-cultural condition or geographic condition which was very diverse. Principally, multicultural education is as education which teaches to respect diversity so that eventually the diversity does not become a source of conflict and dissension. This mutual tolerance attitude later on becomes the national identity which should be preserved. Conflict in social life means the clash of interest, wish, opinion and so forth which at least involves two parties or more. The social conflict is not only rooted from dissatisfaction, jealousy, hatred, economic problem, land issue, residency issue, employment issue, and political power issue, but also from human's flash emotion which can trigger the conflict to occur [1]. When the conflict escalation to the society frequently appeared to the surface, several Non-Governmental

Organization networks conducted a meeting in 2014 which aimed to hold a seminar and workshop which featured Social Conflict Pluralism and Peace as well as the understanding of national insight by inviting several social elements involved in the conflict, such as Pontianak, Sampit, Poso, Maluku, Irian, Aceh and several experts. The audiences were asked to convey spontaneously about their understanding on "Pluralism and Conflict" according to their own opinion (not according to dictionary, people's opinion or book). Several audiences then described by themselves based on their own experience about their understanding. Then from year to year the policy of conflict mitigation continued to be renewed to maintain the city stability which had continuity and involve several elements such as the Indonesian Police, Indonesian Military, Attorney, Social Service, National Unity and Politics and several Stakeholder related. That policy was contained in the Regional Regulation [2] on the implementation of disaster mitigation in Paragraph 6 on conflict reconciliation and

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resolution Article 45 which had three important points, those were first, reduce social escalation conflict; second, doing persuasive meditation by involving the public figures by considering condition, situation, character and culture; and third, done by the related institution or agency. However, the Government program or policy implemented to the conflict mitigation could not minimize the conflict and the parties related could not perform the task optimally either. There were three strategies of the Regional Government of Poso Regency in dealing with the social conflict, first, the economic development policy. This strategy was carried out in a way that the Regional Government of Poso Regency provided a special budget in Agriculture field, Small Medium Enterprises, Cooperation and Tourism in accordance with the policy priority of the Regional Government. Yet, the development policy was still less appropriate because the policy carried out by the Regional Government of Poso Regency was physical in nature not oriented to non-physical. With the occurrence of the conflict in Poso Regency, the society actually experienced pain in something non-physical because of the traumatic feeling and revenge. This case was proven by the existence of terror, the appearance of gap perception among groups and the inexistence of unity feeling. Therefore, non-physical oriented development actually was very important to be carried out by the Regional Government of Poso Regency. The second strategy done by the Regional Government of Poso Regency as mentioned by Manna [3] in dealing with the social conflict was by the existence of multicultural education by building a harmony school which cooperated with Poso Regional Government, the religious figures and the other religious organizations. According to the experts, the multicultural education was more appropriate if all society circles obtained this multicultural education not only for the age school children. The third strategy carried out by the Regional Government of Poso Regency in dealing with the social conflict was doing an interreligious dialogue. This strategy was carried out by forming the Interreligious People Harmony Forum (FKUB) funded by the Regional Government Budget (APBD). The interreligious dialogue really had a positive impact; however, the discussion of this kind of dialogue was necessary to be much more clarified. The interreligious dialogue was better carried out not only when the problem existed, but it had to be already formulated clearly about when, where

and what would be discussed in every meeting. Referring to the explanation above, then the writer was interested to examine more deeply from the aspect of Implementation of Disaster Mitigation in the Regional Regulation [2] on Disaster Mitigation contained in Paragraph 6 on Reconciliation and Resolution. Perhaps from the explanation above could answer how the policy implementation of the conflict mitigation happened in Poso Regency.

#### **PUBLIC POLICY**

In this research, the researcher used the literature review of public policy according [4] who defines that the public policy is as "Courses of action which has a certain purpose followed and implemented by someone or set of actors in dealing with a problem or matter of concern." The public policy, therefore, was a political discussion developed by the agency and the government official. The theory used to measure the policy of conflict mitigation in Poso City was the implementation model theory [5] consisting of: a) Policy Standard and Objective, b) Resources, c) Characteristics of Implementing Agent, d) Attitude or Disposition, e) Inter-Organizational Communication, and f) Social, Economic and Politics Condition.

#### **MATERIAL AND METHOD**

The study of the research was done with qualitative descriptive method. To analyze how the implementation of the conflict policy, the research was carried out in National Unity and Politics Agency located in Poso Regency of Central Sulawesi Province. There was one focus of the research and 6 variables; those were 1) How the policy implementation of the conflict mitigation was. To measure the success of the policy, then this research used 6 variables, those were a) Policy Standard and Objective, b) Resources, c) Characteristics of Implementing Agent, d) Attitude or Disposition, e) Inter-Organizational Communication, and f) Social, Economic and Politics Condition. The research site was located in the National Unity and Politics Agency of Poso Regency. The data used were primary and secondary data. The primary data were obtained from the interview with informants by using snowball sampling technique to the informants so that the writer obtained the data/information to the saturation point. The secondary data were obtained from regulation, document and report which had a correlation

with this research. The data sources of this research were informants, document and event.

#### **Data Collection**

The data collection technique was carried out by doing observation, interview and documentation. The research instrument was the writer himself, field note, interview guide and documentation. In this research, the researcher used spiral data analysis technique following a concept from [6] because this spiral data analysis technique could give the data description and exploration which were precise and relevant with the data collected. Creswell's data analysis technique felt was more detail and well structured in arranging the data stages, so that it could form a very comprehensive and deep discussion. Furthermore, there was a visualization stage which presented the data.

#### **RESULT AND DISCUSSION**

##### **1. Policy Implementation of Regional Regulation [2] on Disaster Mitigation**

In the present the Poso Regency Government strived for dealing with the conflict by adopting the Regional Regulation [2] on Disaster Mitigation as contained in Paragraph 6 on Reconciliation and Resolution of Social Conflict. Article 45 point (3) stipulates that the implementation of the Conflict Reconciliation and Resolution activity is carried out by the related agency or institution which coordinates with the Province Regional Disaster Mitigation Agency (BPBD) in accordance with to its authority. Then, in this case the Poso Regency government gave a responsibility to the National Unity and Politics Agency of Poso Regency.

##### **A. Reconciliation**

The Poso Regency Government's effort and role in reconciling the available conflict by doing activities such as:

- 1) Formation of the Integrated Team (FKUB, FPK and FKDM)
- 2) Doing the Interreligious Dialogue Activity
- 3) Constructing the Monument of Peace which symbolized the harmony of interreligious people
- 4) Carrying out the peace treaty with both disputing groups (known as Malino Declaration 1 & 2)

##### **B. Resolution**

The effort of the conflict resolution was not apart from the role taken by the Government cooperating with the multicultural society ranging from ethnic, economic and social status, culture and religion aspects which were necessary to be managed wisely and prudently to support the development in all fields to achieve the prosperity. The Province Government was of a certain opinion that in dealing with the social conflict, the continuous cooperation either from government apparatus, law enforcement apparatus, religious figure, custom figure, public figure was needed to build tranquility and seek a solution in reducing the conflict intensity by doing several ways as follows.

- 1) Activating society's own accord security precaution.
  - 2) Doing an arrangement of population administration
  - 3) Building information and communication of the society
  - 4) Doing an empowerment of people-oriented economy
  - 5) Giving a positive role to mass media in dealing with situation and conflict atmosphere development
- ##### **2. Policy Implementation According to Van Metter and Van Horn**
- ##### **A. Policy Standard and Objective in the Policy Implementation of Conflict Mitigation**
- If seen from the formation background of several forums in Poso Regency, the basic standard of the policy of the conflict mitigation referred to the legal basis which had been stipulated by the government covering:
- 1) Law No 7/2012 on Social Conflict Mitigation
  - 2) Regulation of Home Minister No 12/2006 on Society Early Alertness in Region
  - 3) Regulation of Home Minister No 34/2006 on the Implementation Guideline of National Reform in Region
  - 4) Regulation of Home Minister No 42/2015 on Coordination Implementation of Social Conflict Handling
  - 5) Poso's Regent Decree No 188.45/0180/2017 on Formation of

Integrated Team in Poso Regency Level on Social Conflict Handling.

**Table 1.** Standard Precision and Policy Purpose of Conflict Mitigation

Focus	Substance	Poso Regency
Standard Precision and Policy Purpose	Basic Standards	Based on Law and Regulation which became the references for the formation of forums
	Purpose	Poso Regency formed several forums to realize Poso as a safe and peaceful city with <i>Sintuwu Maroso</i> as a slogan
Standard Precision and Policy Purpose	Objective	The entire social elements and sub district government in the formation of forums.
	Socialization Implementation and Mitigation	National Unity and Politics Agency (BANKESBANPOL)

Based on the finding result in the Table 1 Standard Precision and Policy Purpose of Conflict Mitigation, the standard precision and the policy purpose of the conflict mitigation in Poso Regency in order to realize Poso as a safe and peaceful city and instill a social slogan known as *Sintuwu Maroso* (*Sintuwu*: Unanimous in Unity and *Maroso*: Strong, Firm, Adamant), the researcher could conclude that the activity carried out related to the policy standard and purpose was how Poso's Regency government effort to form several forums and the integrated team to mitigate the conflict intensity and the socialization carried out by National Unity and Politics Agency. The parties related to the policy implementation much paid attention and followed the basic standards which had been stipulated by the government through the legal basis. However, the policy objective of the formation of forum in several sub districts had not been formed yet. The government aimed at the formation of the forums in 2018. The entire social element circles also accepted and carried out the purpose of the policy program implemented

by the Poso Regency government. By doing so, the policy implementers had been on target wanted.

3. Policy Resources (Human, Financial and Time) of Policy Implementation of Conflict Mitigation
  - A. Human Resources
 

The Human Resources in Poso Regency was already adequate and had carried out their each main tasks and functions. The implementing agent cared about the purpose to create Poso city as a safe and conducive city.
  - B. Financial Resources
 

The recovery fund was not on target yet because both revenue and expenses of Poso Regency Region were not organized well for the conflict handling. However, the entire parties related to this policy continued to strive for minimizing the fund spending and settling the conflict issue so that the atmosphere which was conducive could be created.
  - C. Time Resources
 

Time was the most important thing for the success of the policy implementation and the effort of Poso Regency government to maximize the time well was already appropriate and effective.

**Table 2.** Policy Source of Conflict Mitigation

Focus	Substance	Poso Regency
Resource	Human	1. Structural Personnel 2. Members of FKP, FKUB and FKDM
Resource	Financial	1. Regional Budget
Resource	Time	1. The Formation Process of Forum

- Based on the findings in the Table 2, can be interpreted based on each indicator, namely:
- A. Human Resources says that the success of a policy implementation is influenced by who the executing agent is because the determinants of success are also seen from the implementation of policies that occur in

Poso City the implementing agents have fulfilled the right conditions so that all can be resolved properly.

B. Financial Resources is one of the determinants of the success of a policy implementation because financially in the form of stimuli to the implementor so that each activity and implementation can run as needed, but what happened in Poso City this aspect became one of the problem factors in policy implementation because the recovery was not right on goals and objectives.

C. Time Resources is a support in the success of policy implementation by having the right time so that the implementation can be well realized as the Poso District Government by utilizing enough time that the Poso Regional Government has attempted to form several sub-district teams in accordance with the mandate and direction based on the Regent Decree.

4. Characteristics of Implementing Agent in the Policy Implementation of Conflict Mitigation. The characteristics of the implementing agents were good at the implementation because both the superior and the subordinate had to coordinate each other in order to create Vision and Mission of the Regional Government and mitigate the conflict. The National Unity and Politics Agency alone also helped to facilitate and to foster several forums which had been formed in order that this program could run well. The task of the National Unity and Politics Agency was to mitigate the conflict as the fostering and associate agency and to coordinate all efforts when the conflict happened. FKUB (Inter-Religious Harmony Forum), FPK (National Reform Forum) and FKDM (Society Early Alertness Forum) were the main implementing organizations formed by the Regional Government and their membership was associated by the National Unity and Politics Agency. The forums had tasks as follows.

1. Having an active role in sensitivity condition, readiness and anticipation in dealing with the indication of conflict emergence
2. Creating a conducive climate
3. Conflict handling, conflict prevention and post-conflict recovery
4. Coordinating, directing and controlling

5. Having a quick response in any information which had a potential security disruption resulted from the social conflict and going down directly to the scene.

**Table 3.** Characteristics of Implementing Agent

Focus	Substance	Poso Regency
Characteristics of Implementing Agent	Regional Government	1. Patron 2. Facilitator 3. Administrative Building 4. Monitoring
	FKUB FPK FKDM	Forum/Implementing Organization
Characteristics of Implementing Agent	National Unity and Politics Agency	Fostering and Assistance

Based on the Table 3, the characteristics of the implementing agency or the nature of the agency, institution and forum have implemented it well, as long as the elements are related, the implementation refers to provisions that have been regulated by the Regional Government and have the characteristics, functions and their respective roles.

5. Inter-Organizational Communication in the Policy Implementation of Conflict Mitigation  
The clarity and precision of program transmission of conflict mitigation and information on the policy implementation in a public organization were the most difficult process faced by the government. The process of news transmission to downward in the organization or from one organization to another often underwent distortion either intentionally or unintentionally, because if the communication source was different, it would give an impact which was not good enough and inconsistent to its standard and purpose. The precision and clarity in the transmission and communication inter-organization involved in the policy implementation of conflict mitigation had run well. However, the consistency had to remain to be maintained. Each coordination and communication of interreligious dialogue continued to be done in order to reduce the conflict intensity.

**Table 4.** Inter-Organizational Communication in Conflict Mitigation

Focus	Substance	Poso Regency
Inter-Organizational Communication	Transmission	Information transmission was carried out by the Regional Government and the Regional Government coordinated with the National Unity and Politics Agency, next the program was carried out by the Forums (FKUB, FPK, FKDM)
Inter-Organizational Communication	Clarity and Precision	FKUB, FPK, FKDM submitted the report of activity and handling to BANKESBANPOL

Based on the Table 4, it can be interpreted that the activities carried out in fulfilling the transmission requirements or the delivery and accuracy are carried out to the maximum as long as several forums are formed which maintain the consistency and good communication between the organizations involved.

6. Attitude or Disposition in the Policy Implementation of Conflict Mitigation  
 The importance of resources quantity and quality became one of the factors which became an obstacle if the policy implementation underwent lack of human resources. The implementer's attitude to the policy implementation of conflict mitigation in Poso Regency was individual will and wish as well as the disposition of policy implementing agent to carry out the policy so that what became the policy purpose could be realized. One of the factors affecting the effectiveness of the policy implementation was the implementers' attitude such as commitment, integrity, democratic characteristics and respective will. If the implementers agreed with the policy content, then they would implement the policy well.

**Table 5** Attitude and Disposition of Implementing Agent

Focus	Substance	Poso Regency
Disposition	Understanding and knowledge of policy purpose and standard	Understood by the entire elements involved in the policy implementation referring to the Decree and the Regulation of Home Minister, yet referring to the fund source
Disposition	Attitude and disposition of the implementing agent	Implementing the program well

Based on the Table 5, it can be interpreted that the disposition of the tendencies and attitudes of the implementing agents is not just to the knowledge and understanding of standards and policy objectives, in this case the attitude of the implementing agents, namely the forums that have been formed run in accordance with their respective duties and functions and carry it out responsibly.

7. Economic, Social and Political Condition in the Policy Implementation of Conflict Mitigation

- a) The social condition of the society obviously underwent a change, moreover for the society of Poso city which consisted of diverse people and ever experienced a conflict. However, the Regional Government and the entire society circles worked together for post-conflict recovery, either prevention or mitigation so that the atmosphere of Poso city returned to be conducive.
- b) The economic condition of Poso city society during pre and post conflict underwent a very significant change. The Poso Regency government had strategies in the economic field by improving Small Medium Enterprises (UKM), Agriculture and Society Cooperation in order to change the society economy.

- c) The political aspect much affected because if the political condition of the society and even the government was unstable, then the policy of Poso Regency government could not run as expected. However, the government and the society strived for changing the mindset in order that the policy purpose and objective could be implemented well to realize the atmosphere of Poso Regency became conducive.

Table 6. Social Condition of Society

Focus	Substance	Poso Regency
Condition and Public Support	Social Condition	1. The social condition of the society caused an effect resulted from the social conflict which ever happened and the diverse society of Poso city.
Condition and Public Support	Economic Condition	1. The government emphasized the agricultural sector and improved UKM of the society as conflict victims
Condition and Public Support	Political Condition	1. The government and the society made a change by seeking a solution together to deal with the conflict

Based on the Table 6, The condition affecting and affected by the policy were social condition, economic condition and political condition. Then the society was present and supported the persistence of the policy in order to mitigate the conflict. With the existence of the society awareness of the importance of the security caused a direct positive impact obtained from the policy implementation.

**CONCLUSION**

1. The Policy Implementation of Conflict Mitigation in Poso Regency did not run optimally yet, either in reconciling and seeking a solution to reconcile both disputing groups because Poso city government did not own the permanent Regional Regulation related to the conflict mitigation.
2. Ceremonially the Policy Implementation of Conflict Mitigation was not well implemented yet because in the formation of the Integrated Team of the conflict mitigation in sub district that was the formation of forums such as FKUB, FKP and FKDM the Regional Government had not achieved the target yet. The forums in several sub districts were not formed because there was an obstacle faced that was the recovery fund. The recovery fund was not inappropriately spent because it was donated to the forums which had been formed in the other sub districts instead. Besides, all the implementation of socialization activities was carried out by the related agency.
3. The Policy Implementation of Conflict Mitigation in Poso Regency was obviously carried out. It was proven by carrying out the peace through Malino Declaration I and II, constructing the monuments of peace which became a symbol of interreligious harmony as well as doing a interreligious dialogue aiming at minimizing all possibilities which might happen in accordance with what became the mutual decision such as preventing, mitigating and post-conflict recovery.

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