Implementation of the Community Development and Empowerment Program (Pro Bebaya) in Samarinda City

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Abstract

Pro Bebaya is one of the leading policy programs that prioritize two aspects, namely community development, and empowerment. This research focuses on discovering the success factors, obstacles, and challenges in implementing Pro Bebaya. This research aims to examine the implementation of the Pro Bebaya policy and assist the government, DPRD, and the community in planning future policy programs. This research uses a qualitative method with a content analysis approach to online news articles. The dataset is in the form of articles from eleven leading online news sites in Indonesia with keyword criteria: successes, obstacles, and challenges. Qualitative content analysis shows that the news media Antaranews, Infosatu, Kaltim Minutes, and Timeskaltim mostly report the achievements of Pro Bebaya implementation. We found other success factors, including stakeholder engagement and coordination, control systems, government socialization to the community, information exchange, tangible changes to infrastructure, and growing apparatus knowledge. These factors then become the cause of the smooth implementation of program activities. Other less significant barriers and challenges are the lack of community involvement and knowledge in program implementation and budget limitations.

Keywords: *Empowerment; Community participation; Policy; Pro bebaya; Socialization*

Implementasi Program Pembangunan dan Pemberdayaan Masyarakat (Pro Bebaya) di Kota Samarinda

Abstrak

Pro Bebaya adalah salah satu program kebijakan unggulan yang mengutamakan dua aspek yaitu pembangunan dan pemberdayaan masyarakat. Fokus penelitian ini untuk mengetahui faktor keberhasilan, hambatan, dan tantangan dalam penerapan Pro Bebaya. Penelitian ini bertujuan mengkaji implementasi kebijakan Pro Bebaya dan membantu pemerintah, DPRD, dan masyarakat dalam merencanakan program kebijakan di masa depan. Penelitian ini menggunakan metode kualitatif dengan pendekatan analisis isi terhadap artikel berita online. Dataset berupa artikel dari sebelas situs berita online terkemuka di Indonesia dengan kriteria kata kunci yaitu keberhasilan,

hambatan, dan tantangan. Analisis isi kualitatif menunjukkan bahwa media pemberitaan Antaranews, Infosatu, Kaltim Minutes, dan Timeskaltim banyak memberitakan capaian implementasi Pro Bebaya. Kami menemukan faktor keberhasilan lainnya antara lain keterlibatan dan koordinasi dengan pemangku kepentingan, sistem pengendalian, sosialisasi pemerintah kepada masyarakat, pertukaran informasi, perubahan nyata pada infrastruktur, dan pengetahuan aparatur yang semakin berkembang. Kemudian, faktor-faktor tersebut menjadi penyebab lancarnya pelaksanaan kegiatan program. Hambatan dan tantangan lainnya yang tidak terlalu signifikan adalah kurangnya keterlibatan dan pengetahuan masyarakat dalam pelaksanaan program dan keterbatasan anggaran.

Kata Kunci: *Pemberdayaan; Partisipasi masyarakat; Kebijakan; Pro bebaya; Sosialisasi*

INTRODUCTION

We are still struggling with issues such as the uneven distribution of development and inequality that threaten the welfare and prosperity of the country. Local government, which is part of autonomous government and oversees management at the local level and has its own government, gives the local government a central position because it is the closest connection to the community and affects the lives of residents in the area. In Samarinda, inequality is increasing (Astuti, 2021). This coincides with the impact of COVID-19, where the development of human development efforts has decreased (Yanti, 2022).

Slow development characterized by a lack of quality and quantity is one of the challenges facing the contemporary Indonesian economy. In addition to increasing economic growth, changing social structures, people's attitudes, and national institutions, development also includes reducing inequality and eliminating poverty (Tondaro, 2000). According to (Gita & Mulyadi, 2019), the implementation of policies or programs is viewed from resource factors, such as human resources implementing the program, which are considered reasonably competent and capable despite having various backgrounds and levels of education, implementing community-based participatory development programs (P3BK) which are entirely by current implementation guidelines.

Change that leads to improvement is the definition of development. In order to achieve advancement, it is imperative to effectively utilize all accessible human and logical resources (Shah et al., 2020). Human resource development is the process of adapting an organization's human resources from one scenario to another in order to prepare them for upcoming tasks better and achieve organizational goals (Werdhiastutie et al., 2020), as well as by conducting regular observations, rigorous monitoring of achievements, developing a good culture and forming many partnerships with the community, all of which are essential for effective implementation (Owen et al., 2020).

Like the development program policies in Samarinda City, one of the flagship programs, Pro Bebaya, which stands for the community development and empowerment program, is implemented by the vision of the Mayor of Samarinda, namely realizing Samarinda as the center of civilization. This vision is realized through 5 missions and 10 excellent programs that align with the policies directed by the

central government and the province of East Kalimantan. Pro means a program, and bebaya means together, so this is a literal understanding. The objectives of the community development and empowerment program (Pro Bebaya) are: In general, so that community problems are resolved more quickly; it is anticipated that development will occur immediately and on target; improve community welfare; and increase community involvement in development (Kelurahan Bandara Pemerintah Kota Samarinda, 2021).

According to Dr. H. Andi Harun, Mayor of Samarinda, Pro Bebaya is based on the principles of openness, responsibility, participation, and sustainability, including the function of the head of the neighborhood association. The community will soon see the direct effects of Pro Bebaya efforts. Pro Bebaya started this year by revising the Regional Budget (APBD) and as a pilot project Rp. 100,000,000 (one hundred million rupiah) to Rp. 300,000,000 (three hundred million rupiahs) initially for one neighborhood in each Village. Then, it was implemented gradually for approximately 2000 RTs spread across 59 Villages until the end of the Andi Harun-Rusmadi period in 2021-2024 (Kelurahan Bandara Pemerintah Kota Samarinda, 2021).

However, implementing Pro Bebaya must still be optimal in Samarinda City. Program implementation is needed by the community, stakeholders, and the government to deal with inequality and inequalities that threaten the region's welfare and prosperity. The novelty of this research is that it wants to know and debate online news messages related to success factors, obstacles, and challenges

in implementing Pro Bebaya in Samarinda City. Therefore, the purpose of this research is to examine the policy implementation of the community development and empowerment program (Pro bebaya), and can help the government, regional people's representative councils (DPRD), and communities in other provinces, districts / cities in planning a policy program in the future. This kind of research needs to be done because the Pro Bebaya can be said to be new.

Thus, based on the literature obtained, this research is discussed in 2 factors with 12 variables, namely apparatus knowledge; coordination between stakeholders; distributed budget; human resources in handling the implementation process; application of control systems; information sharing; infrastructure; limited budget; limited public knowledge; socialization from the government; stakeholder involvement; and implemented smoothly. It includes highlighting essential points that can serve as input for policy practitioners and uncovering the complex reasons underlying policy failure.

Content analysis of news media has become crucial due to modern media's significant influence in shaping readers' perspectives and beyond. Additionally, it is essential to consider both the cognitive processes and the content of their thoughts. This demonstrates the extensive influence and authority of the media in shaping societal values and standards. It is vital to comprehend its functionality, appearance, and potential applications for widespread advantages (Plough, 2020). Furthermore, media studies can also have an impact on policy. It can comprehend the intricate

manner in which public discourse influences views toward policy (Rowbotham et al., 2019).

According to (List, 2011; Weiss et al., 2014), debates in public policy circles about the difficulty of improving and how to run programs consistently throughout the implementation environment are still often found. This research uses Van Meter and Van Horn's (1975) policy implementation theory with Mazmanian and Sabatier's (1983) model. Implementation refers to the process by which individuals or groups in the government or business sector carry out activities to achieve the goals set out in previous policy decisions. The policy implementation process is closely related to the policy implementation model, which involves various factors or variables that affect achieving implementation goals. These factors include the level of control over the problem, the capacity of the policy to structure the implementation process, and the influence of external factors on the policy. One example is the need for more regulatory frameworks, information and communication technology (ICT) infrastructure, and poverty alleviation activities (Mutula & Mostert, 2010).

LITERATURE REVIEW

In academic policy design studies, three levels of analysis have been used to understand effectiveness. The first level, which is systemic, defines what is needed to create the formulation space for a practical design. Second, programs now emphasize how the optimal combination of policy instruments can be created to meet challenging policy objectives. Third, it is instrument-specific, emphasizing the elements that support and contribute to the effectiveness of policy instruments (Mukherjee et al., 2021).

According to Dunn (1981), public policy is a set of interconnected decisions by government agencies or offices. These decisions are formulated in specific issue areas and involve conflicts between different community groups. This notion views public policy as a sequence of decisions made by the government regarding actions to address difficulties that affect people's lives, including decisions not to take any action. This public policy pertains not only to the function of administrative institutions but also to the community as the policy recipient. Furthermore, as stated by (Nakamura & Smallwood, 1980), instructions given by policymakers to policy implementers clearly define the desired goals and strategies to be used to achieve those goals.

Proper policy implementation is the foundation of every group, organization, and society. According to Aristotle, the four causes must be built with the proper purpose, design, materials, and actors (Malomo, 2009). (Grindle, 1980), argues that policy implementation encompasses more than just turning political decisions into ordinary operations through bureaucratic channels. It also incorporates conflicts, decision-making, and the distribution of benefits resulting from policies.

The context and substance of policy implementation significantly impact how a program or policy is implemented. As argued (Fhonna et al., 2021) that the policy implementation of the land registration program has been running well, and can realize good governance (Surya et al., 2021).

Effective policy programs to address deforestation and poverty in Vietnam have achieved several milestones, including raising Vietnam's profile in forest management among the international community, improving the capacity of decision-makers, giving ideal space to the private sector and local communities in forest management and development, and promoting economic growth through processing and exports (Nguyen et al., 2015). Assistance programs help with 'implementation readiness,' especially when the policy and setting are problematic (Peckham et al., 2022).

For example, the Tenant Overdose Response Organizers (TORO) program has had some achievements in community outreach and development (Bardwell et al., 2019). Cross-sector collaboration can also be necessary to realize local governments that can overcome existing problems (Akbar et al., 2022). However, in certain situations, a policy design can effectively promote the desired policy integration, even if the design is incoherent, inconsistent, and incompatible (van Geet et al., 2021). When policies are first created, the policy implementation process is often overlooked, with barriers and challenges that can lead to policy failure.

The policy development and implementation cycle is affected by various key challenges (Ampaire et al., 2017). For example, lack of clarity in communication strategies (De Blasio et al., 2020), limited resources, poorly trained personnel, and unexpected internal organizational changes (Sánchez de Ribera et al., 2022). Then, poverty reduction that is not in line with the objectives, the selfishness of the policy

implementation team, absence of executive leadership control over subordinates, poor resource management, lack of utilization of technological resources to support community efforts, low budget allocation for empowerment, too many implementers that can influence group interests, weak social support, and unreachable political support (Takanjanji et al., 2018; Huỳnh et al., 2023).

Furthermore, inadequate strategic planning in achieving objectives, inconsistent and late data collection, inadequate assessment (Jagnoor et al., 2020), unsupportive infrastructure, high operational costs, cultural views, access, ineffective government capacity systems, and lack of opportunities for advocacy and lobbying are all factors that contribute to the barriers and challenges of program policy implementation (Renzaho et al., 2022). Policy implementation should be inseparable from the approach taken by the government, community representation, and citizen commitment (Tchouchu & Ahenkan, 2023). Thus, creating varied responses, such as positive and negative (Surya et al., 2021). Policy implementation or management is inseparable from various problems (Widiyasno et al., 2020). Must clarify policies and rules in such a way (Pribadi et al., 2021).

METHODS

With an emphasis on the issue of policy implementation, this study used a qualitative methodology to see how the policy of the Pro Bebaya was implemented in Samarinda City. This study uses content and narrative analysis strategies, highly

favored among mass media experts, to examine effective media materials, such as the quantity and variety of print or broadcast media. Content analysis, published by Bernard Berelson in 1952, shows that media researchers now often use this method (Wimmer & Dominick, 2000). The information is sourced from secondary data, namely online news about the policy implementation of the Pro Bebaya. The success factors, obstacles, and challenges in implementing Pro Bebaya in Samarinda City are understood through qualitative content analysis of secondary data documents in this paper. Documents are defined as items created and accessible to people in qualitative research (Flick, 2009). Online news articles that had been published and were available to anyone who wanted to read them constituted most of the material for this study. The articles selected were based on the most popular media news in Samarinda City. The articles selected met the requirements of legitimacy, representativeness, authenticity, and significance (Flick, 2009).

A total of 11 types of reputable online media news listed supported the research data collection, which focused on online news articles www.antaranews.com, www. infosatu.co.id, www.kaltimminutes.co, www.timeskaltim.com, www.kaltimnews. co, www.kliksamarinda.com, www.kaltim. tribunnews.com, www.kaltim.prokal.co, www.klausa.co, www.komparasinews.id, and www.timesindonesia.co.id. In addition, the NVivo 12 Plus program was used to complete this research investigation. This research uses several NVivo 12 Plus analysis rounds to find research f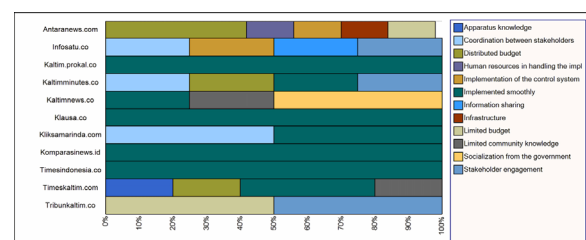indings and answer research questions. The selection of the research topic was determined at an early stage of the procedure based on a thorough analysis of previous academic studies. The next step was to use NVivo's NCapture tool to screenshot the textual content of online news articles, and the NCapture results were entered into the NVivo 12 Plus blank project. Then in the next stage, the analysis strategy chosen for data analysis is node coding using characteristics, concepts, and themes using NVivo 12 Plus software. In the last stage, conclusions will be drawn from the analysis results based on the data that has been collected and analyzed using NVivo 12 Plus. Qualitative data analysis software has been created to make it easier to collect, organize, and analyze qualitative data, thereby increasing the validity of the data and the resulting conclusions (Wallmeier et al., 2019).

RESULTS AND DISCUSSION

Pro Bebaya policy implementation in online news articles

The content analysis results of implementation news on 11 online news articles showed that Antaranews reported the most on implementing the Pro Bebaya policy with 5 news variables (see Figure 1).

Figure 1. Analyze online news articles

Successes, obstacles, and challenges in implementing Pro Bebaya

Pro Bebaya aims to accelerate the improvement of regional-based community welfare at the neighborhood level. This program is also a follow-up to the Minister of Home Affairs Regulation number 130 of 2018, which has been implemented by the Samarinda City government down to the village level. From the evaluation results, it is still unable to reach problems at the neighborhood level, so with the existence of Pro Bebaya, it is hoped that it can solve problems at the neighborhood level because it is from the community for the community by the community. Success factors, obstacles, and challenges in implementing Pro Bebaya in Samarinda City can be seen in (Figure 1).

The results show that Antaranews publishes news and themes on distributed budget issues, scoring 42.86%. Followed by infrastructure, budget limitations, implementation of control systems, and human resources, each of which achieved a score of (14.29%). Furthermore, Infosatu online news revealed 4 implementation variables: information sharing, stakeholder involvement, coordination, and control system implementation, each of which scored 25%. Kaltimminutes revealed 4 variables, namely distributed budget, stakeholder involvement, coordination, and implementation smoothly, each of which scored 25%. Timeskaltim revealed 4 variables, namely smoothly implemented, with a score of 40%. Followed by distributed budget, limited knowledge of the community, and knowledge of the apparatus, each had a score of (20%). Kaltimnews revealed 3 variables, namely

socialization from the government, with a score of 50%. Limited community knowledge and smoothly implemented each had a score of (25%). Kliksamarinda revealed 2 variables, namely coordination and smoothly implemented, which each had a score of 50%. Kaltim.tribunnews revealed 2 variables, namely limited budget, and stakeholder involvement, each with a score of (50%). Kaltim.prokal, Klausa, Komparasinews, and Timesindonesia revealed 1 variable, namely smoothly implemented, each of which had a score of 100%. Furthermore, it involved a narrative analysis (see Figure 2 and Table 1) of implementing the Samarinda City government's policies, which explored narratives about Pro Bebaya. This analysis used the word frequency query NVivo 12 Plus.

Figure 2. Narrative analysis of the Pro Bebaya policy implementation

Table 1. Top 15 narrative analysis of the Pro Bebaya policy implementation

Word	Count
Samarinda	193
Kota (City)	90
2023	86
Masyarakat (Society)	81

Program	66
Probebaya	56
Pembangunan (Development)	44
Warga (Citizen)	44
Pemkot (City Government)	43
Dprd (Legislative)	40
2022	35
Andi	33
Kaltim (East Kalimantan)	32
Harun	29
Kesehatan (Health)	24

Source: NVivo 12 Plus

Narrative analysis of Pro Bebaya implementation in online news articles

Figure 2 and Table 1 show the most dominant words. This data displays the narratives in online news related to implementing the Samarinda City government's Pro Bebaya policy. The word 'Samarinda' is the most dominant, reaching 193 words. The online news highlighted Samarinda in terms of the Pro Bebaya and health. The word 'Regional People's Representative Council' (DPRD) appears in the analysis when viewed from a political perspective. The word 'DPRD' appeared in 40 words. It indicates that the Pro Bebaya of the Samarinda City government has the support of the DPRD. In addition, the DPRD also supported the aspect of health as part of the implementation of the Pro Bebaya.

As stated by a Democratic party politician currently serving in Commission II of the Samarinda DPRD:

"For now I only see that pro-bebaya is still lacking in focus and purpose, urgent sectors such as health, poverty eradication and focus on improving human resources (HR)."

What are the successes, obstacles, and challenges in implementing this Pro Bebaya, and whether it tends to be more dominant towards failure in implementing policy programs?

Success is defined in this article as how the Pro Bebaya can run well and smoothly without any significant obstacles and disruptions to its structure or implementation. Understanding the structure and implementation of policies is very important, clear, operational, consistent policy objectives, improving ethics, capacity, professionalism, and knowledge, and maintaining balance with stakeholders (Danielsen et al., 2014; Wang et al., 2020). Implement or develop programs, infrastructure, and regulatory frameworks that have the potential to reduce poverty. This way, the policy implementation can make government decisions or policies real (Mutula & Mostert, 2010).

The success of the achievement of the Pro Bebaya implementation. First, our findings reveal that the Samarinda City government's Pro Bebaya is running effectively, which means that each neighborhood association has successfully implemented the Pro Bebaya. That way, this Pro Bebaya is carried out by the results obtained. Then, there is a report and data submitted by the project development acceleration team, and the community feels the impact of the Pro Bebaya program. The Pro Bebaya can also have a refreshing effect, reducing slum areas in Samarinda City. Not only that, this program of the Samarinda City government is very helpful to the community, and its impact can be felt with

the existing changes.

Furthermore, the Pro Bebaya program increase the acceleration of development and improvement of regionally based community welfare at the neighborhood level and strongly supports the program. An effective program can be seen from several factors, including thorough monitoring, integrated research, varied financing, fair remuneration, and systematic planning (Liu et al., 2008). However, with each region's existing culture and implementation process, fulfilling infrastructure and social needs is important (Bukoye & Abdulrahman, 2022).

When viewed in implementation, the Pro Bebaya have several supporting factors for an implementation that is by the sustainability of the theory and implications in sustainable development criteria, such as the distributed budget, where the Pro Bebaya has distributed the budget in each neighborhood. This program will also continue to run and continue until 2023. The budget for each neighborhood in six urban villages has been realized. There is also stakeholder involvement and coordination in the implementation of the program, the implementation of a control system by the government over its stakeholders, socialization by the government to the community, information sharing among stakeholders, tangible changes in infrastructure, and improved knowledge of the apparatus. As a result of the reliance on government programs and initiatives, the success of policies is determined by how quickly they deliver results (Pradhan et al., 2017).

Obstacles and challenges to achieve policy implementation of Pro Bebaya.

Secondly, our analysis shows barriers and challenges in the policy implementation of the Pro Bebaya. The main barriers to efficient policy implementation are numerous and cover the entire cycle of policymaking and implementation. In the implementation of the Pro Bebaya, the factors that become obstacles are human resources in handling the implementation process, which can be interpreted that the lack of community involvement in the implementation of the Pro Bebaya, has limited budget, and limited community knowledge in program implementation. Our findings seem to be in line and reinforce the existence of factors that become barriers to implementation (McCord et al., 2019). Such barriers include insufficient funding, lack of human resources, and inadequate training of actors. Then, it is clarified that the performance of decentralized sectors will be greatly influenced by limited resources and capabilities, especially at the local level (Ekane et al., 2020).

Furthermore, the central government, disengaged actors, and unresponsive local communities are some other reasons that hinder policy implementation. There is also a communication gap between the national, local, and community levels. In addition, there are also limited technical and financial resources, political interference, and a need for effective implementation frameworks at all levels (Ampaire et al., 2017). The barriers to policy implementation will fail in public collective action (Guo & Chen, 2022). Collective action is a relevant tool to increase effectiveness (Amblard, 2021). Furthermore, the cause of program policies not running optimally is the lack of workforce and budget (Rizkyansah

& Rahayu, 2021; Randall et al., 2020), as well as capabilities that can support the implementation of each program strategy (Lee, 2023).

CONCLUSION

This research discusses online news content analysis and examines Pro Bebaya's implementation. This research aims to enrich our understanding as evaluation material that can provide recommendations to the government, DPRD, and the community in implementing policies. This research concludes that Antaranews news content is the news media reports the most about the successes, obstacles, and challenges in implementing Pro Bebaya policies. Infosatu, Kaltimminutes, and Timeskaltim then followed us. On the other hand, online news coverage is inseparable from the factors of success achievement, obstacles, and challenges.

First, the points of success are the distribution of the program budget, involvement, and coordination with stakeholders, the existence of a control system, socialization by the government to the community, information sharing, real changes in infrastructure, and increasingly developed apparatus knowledge. These factors led to the smooth implementation of program activities. Second, the obstacles and challenges in implementing Pro Bebaya are not significant, such as the lack of community involvement and knowledge in implementing the program and the existence of budget limitations. Then, the factors in achieving the success of the Pro Bebaya were supported by the development narrative of Samarinda City, which was dominant in all online news.

Time and the difficulty of collecting much news from internet sources were constraints in this study. With this limitation, we recorded internet content from January 2022 to February 2023 on online news media. Second, the lack of online news media coverage of the implementation of the Pro Bebaya is a limitation of this study. There need to be more research materials for this study. Finding previous research sources proved challenging, especially in the Indonesian context.

This study examined the implementation of the Pro Bebaya in Samarinda City regarding its success factors, obstacles, and difficulties. Several recommendations for future research can be made based on the limitations and results of this study. Due to time and budget constraints, only data from online news sources were used in this study. It would have been better if the research had reached a wider audience and solicited opinions from community members, government, and other key stakeholders on what they consider to be success factors, barriers, and difficulties in implementing Pro Bebaya. The investigation could cover a more geographically diverse population to guarantee the validity of the causes and variables as the data collection was mostly limited to online news media reporting on implementing the Pro Bebaya.

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