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Evaluating the Independent Neighborhood Association Program: Success, Challenges, and Economic Implications in Banjarbaru City, South Kalimantan

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ABSTRACT

The Independent Neighborhood Association Program is a premier initiative of the Banjarbaru City Head aimed at fostering, mobilising, and promoting community engagement in development and empowerment activities at the Urban Village level, centred on Neighborhood areas. This study is the purpose of the success or failure of policy implementation in the Neighborhood Independent Program. The research employed a qualitative methodology utilising the Edward III Implementation Model for analysis, which evaluates policy success through the dimensions of resources, communication, disposition, and organisational structure. The study's findings indicated that the Independent Neighborhood Association Program, aimed at enhancing the economy of Banjarbaru City, successfully met one of its objectives by mobilising and motivating community participation in regional development activities. However, the enhancement of community welfare remains unobserved, as most POKMAS are still in the implementation phase and have yet to contribute significantly to the community's economic value. The examination of the elements affecting the execution of the Independent Neighborhood Association Program has satisfied four criteria. This encompasses the program's communication, particularly the presence of ongoing Urban Village deliberation; the resource dimension, involving BAPPEDA, the Urban Village head and POKMAS has successfully executed its responsibilities; the disposition aspect, or the attitude of the implementers of the Independent Neighborhood Association Program, specifically the community group, has effectively conducted business activities, yet a significant challenge persists, hindering progress. POKMAS has the challenge of marketing agriculture. The government structure has been established, with tasks allocated and a method for execution outlined by the SOP for this program.

INTRODUCTION

The Neighborhood Association organizations are partners of the village or city government (Zuhdi et al., 2019). According to the Minister of Home Affairs Regulation (Permendagri) 5/2007, RT/RW is an institution formed through local community deliberation in the context of government and community services established by the Village Government (Sugiyanto, 2007). Neighborhood associations (hereafter abbreviated as RT) have a strategic role in implementing communal-based development, by building and empowering the local community (Willius et al., 2022; Ohal, 2023). Today, cities around the world are seen as engines of sustainable economic growth. This is mainly because the goal of urban development is shifting from wealth creation to a more complex and demanding goal of prosperity (Beysenova A.S. & Aliaskarov D.T., 2016)

The development of urban areas based on neighbourhood associations is also carried out by the Banjarbaru City Government. The policy is contained in the Banjarbaru City Regional Government's Medium-Term Development Plan 2021-26. Then it is stipulated in the Banjarbaru City Mayor Regulation Number 77 of 2021 concerning Guidelines for the Implementation of the Independent Neighborhood Association Program. The Independent Neighborhood Association Program Program, abbreviated as The Independent Neighborhood Association Program, is one of the flagship programs of the Banjarbaru Regional Head in order to develop,

mobilize and encourage community participation in development activities and community empowerment based on the rukun tetangga area. (Peraturan Wali Kota, 2021)

The objectives of the RT Program include: 1) Realizing the ability and independence of the community in development, community economic improvement, empowerment and social community; b) mobilizing and motivating the community to actively participate in development activities in their area; c) increasing the participation of community groups in the neighbourhood; d) improving the welfare of community groups; e) contributing economically to the community in the local neighbourhood.

The Independent Neighborhood Association Program provides business assistance funds of IDR 75,000,000 by POKMAS or community groups (Buklis, 2021). Each urban village gets a quota of three community groups (POKMAS). Based on the 2021 Mayor's Decree on the Pilot Project of Independent Neighborhoods and Implementing Community Groups in 2022, there are 60 POKMAS that received the assistance funds with business categories being *Urban Farming* (Keputusan Walikota, 2021). The division of business categories in each POKMAS is explained in Table 1 as follows:

Table 1. Business Categories of the Banjarbaru City Independent Neighborhood Association Program in 2022

No.	Business Category	Number of POKMAS
1	Urban Farming	42
2	UMKM (Micro, Small and Medium Enterprises)	14
3	Culinary	3
4	Waste Bank	1
	Total	60

Source: Processed by Researchers, 2023

Based on the business field data, the Independent Neighborhood Association Program in 2022 is dominated by *Urban Farming* with 42 business fields consisting of poultry *farming*; vegetable farming; melon plantation; aquaculture development; hydroponic vegetable farming; cattle fattening; goat farming, UMKM with 14 business fields consisting of the development of IRT products; the processing of various processed fish; herbal village development; sasirangan making, Culinary consists of culinary tourism; culinary development of kampung Batuah Urban Village Siring Culinary, and Waste Bank consists of 1 Pokmas. Furthermore, to find out the development of the independent RT program in 2022, researchers analyzed the sustainability of each business activity that has been carried out by each POKMAS. Of the 60 POKMAS, 56 POKMAS are still continuing and 4 are not continuing. As explained in table 2 below:

Table 2. Development of the Independent Neighborhood Association Program in 2022 by Urban Village

No.	District	Number of Business Fields Continued (POKMAS)	Number of Non-Continuing Business Fields (POKMAS)
1	Landasan Ulin	12	0
2	Banjarbaru Utara	11	1
3	Banjarbaru Selatan	9	3
4	Liang Anggang	12	0
5	Cempaka	12	0

Source: Created by Researcher, Year 2023

Based on this data, there are four POKMAS do not continue their business activities, consisting of POKMAS Bank Sampah Geboy Merpati in Komet Urban Village, POKMAS Kampung Kuliner and POKMAS Business Type Various Culinary in Kemuning Urban Village, POKMAS Kampung Bersatu (Jamu) in Sungai Besar Urban Village. The three business activities that did not continue were engaged in the culinary field sold food that did not last long and was constrained by the lack of buyers.

The Banjarbaru Independent Neighborhood Association Program is in line with the Neighborhood or Community-based urban or rural development programs that have been implemented in several local governments. Based on research from (Wahyudi, 2016; Lestanata & Pribadi, 2016). the Sumbawa Regency Government in 2008 has issued a Household-Based Development (PBRT) program policy known as PBRT The KSB's

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Model. One form of the PBRT program includes the Hardship Information System, Community Empowerment, increasing participation and improving basic community services. Furthermore, according to Willius et al., (2022) the Clean Neighborhood Association program in Pelita Kanaan Village is implemented by assistance with livestock cultivation, business equipment assistance and entrepreneurship training. Then, research Sari et al., (2018) on the effectiveness of the community-based empowerment program has achieved its objectives and the implementation of the PMBR-RW program consists of several stages, namely the preparation stage, the socialization stage, the LKM-RW formation stage, the participatory planning stage, and finally the implementation stage. Some of the *state of the art*, which distinguishes this research, lies in the focus and target of the development area.

Previous research was dominated by the target of Rukun Warga-based development programs, while the target of The Independent Neighborhood Association Program encourages Neighborhood Association-based community empowerment that involves the participation of community groups (POKMAS). Thus, the purpose of this study is to analyze the success or failure of policy implementation, researchers use the concept of policy implementation popularized by George Edward III (Setyawan et al., 2021). There are four important indicators to determine the success or failure of the policy implementation of the Independent Neighborhood Association Program Year 2022 as an effort to improve the community's economy in Banjarbaru City. The four aspects or indicators include aspects of communication, resources, disposition and bureaucratic structure.

METHOD

The research uses qualitative approach to describe the situation and know the success or failure of the implementation of the Independent Neighborhood Association program policy in 2022 as an effort to improve welfare in the Banjarbaru City community by using the analysis of the *George Edward III* Policy Implementation Model which includes aspects of resources, communication, disposition and organizational structure (Putra & Khaidir, 2019). The research location is adjusted to the object of research, namely the Banjarbaru City BAPPEDA, Urban Village, and POKMAS which were selected as *pilot projects* of the Independent Neighborhood Association program policy.

The data collection techniques used in the research included observation of key informants, namely POKMAS who have the authority to implement the Independent Neighborhood Association program. Observations were made by visiting several locations of POKMAS activities in several Neighborhood Association areas in Banjarbaru City. Interviews were conducted with BAPPEDA, the Head of Urban Village or his/her representative, the Head of Neighborhood Association and POKMAS management. Researchers used documentation. including documents on the results of the 2022 The Independent Neighborhood Association Program implementation *exposé* in 5 Urban Village, documents on the Banjarbaru City government's Strategic Plan 2021-2025, documents on the Banjarbaru City Mayor Regulation Number 77 of 2021 concerning Guidelines for Implementing The Independent Neighborhood Association Program Program, SOPs for the Independent Neighborhood Association program and documentation related to community groups (POKMAS) in several villages that have received funding assistance for The Independent Neighborhood Association Program.

The data analysis used in this study uses Miles and Huberman data analysis with several stages, namely data reduction, display, and verification (Sugiyono, 2018). The first stage is data reduction to identify and describe the stages of implementing the Independent Neighborhood Association Program and analyze aspects of successful program implementation including resources, communication, disposition and bureaucratic structure. The second stage is data presentation to collect various information obtained from program implementation and arranged systematically so that the research objectives can be known. The third stage is verification to give proper meaning to the conclusions obtained.

RESULTS AND DISCUSSION

Policies are said to be successful if all actors involved can work together and synergize to achieve goals. The Independent Neighborhood Association policy is the flagship program of the Mayor of Banjarbaru in empowering the community economy at the village level, as stated by one of the Banjarbaru City Bappeda staff. This Independent Neighborhood Association policy stems from the campaign promise of the Mayor of Banjarbaru. The concept is to improve the economy of the community, the policy is adjusted to the RPJMD until 2026, following the results of an interview with the Head of Economics and Development Division of BAPPEDA Banjarbaru City:

"Initially, this campaign promise was that there would be an The Independent Neighborhood Association Program . The concept is to improve the community's economy" (Interview, July 20, 2023)

The analysis of the implementation of the The Independent Neighborhood Association Program program in 2022 is as follows:

1. Communication Aspects

Communication is an important aspect and something that cannot be separated in any condition, as well as the position of communication which has a vital role in the implementation of a product or policy program. (Manyo'e, 2022); (Zaina & Wicaksono, 2018). The Independent Neighborhood Association Program is a policy program of the Banjarbaru City government which is contained in the Banjarbaru City Regional Government's Medium-Term Development Plan Strategic Plan for 2021-2026, viewed from the elements in communication theory as a message or information to be conveyed to the policy target. The targets of the Independent Neighborhood Association program in 2022 are community groups (POKMAS) that have been determined in all urban villages in Banjarbaru City, of course, the process of delivering the Independent Neighborhood Association program also involves various stakeholders, namely the Urban Village, urban village, neighbourhood association and Regional Apparatus Work Unit.

Communication in the policy implementation of the Independent Neighborhood Association Program Year 2022 is important to achieve the objectives of the program. Communication is not only carried out by POKMAS but all parties involved in the independent RT policy both in delivering information to policy implementers.

As a result of the research conducted, the elements used as communication tools and forms of socialization of the Independent RT Program Year 2022 are through notification letters to Urban Villages, urban village deliberations (MUSKEL),

and RT/RW forums. In addition, the program's policy communication process also involves various implementing actors, namely BAPPEDA, Urban Village in Banjarbaru City, RT and RW, selected POKMAS and SKPD appointed to help develop POKMAS businesses. The following is the process or flow of policy communication for the Independent RT Program Year 2022 as described in Figure 5:
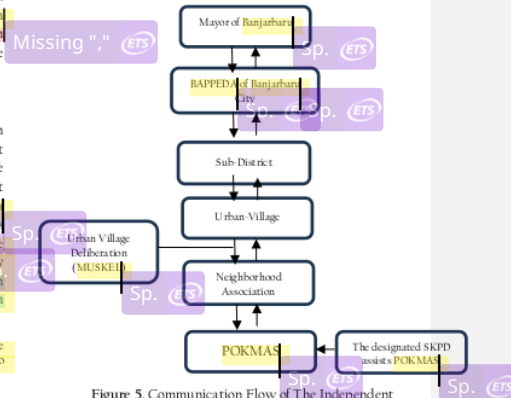

Figure 5. Communication Flow of The Independent Neighborhood Association Program Implementation
Source: Processed by Researchers, 2024

Figure 5.5 explains that the deliberation urban village (MUSKEL) is a forum with the neighbourhood association and community groups (POKMAS) organized by public institutions, namely the urban village (Mustanir & Abadi, 2017). The purpose of the Musyawarah Urban Village (MUSKEL) is to socialize, discuss, and determine the decisions of community groups (POKMAS) that receive funding assistance from the Independent Neighborhood Association Program in 2022. As stated by the Head of Komet Village as follows:

"The flow of the The Independent Neighborhood Association Program application: During Muskel (Musyawarah Urban Village), it is conveyed who wants to be RT-RT, then a proposal is made, while looking at the potential of the community from the RT" (Interview Results, July 5, 2023).

This statement was also corroborated by the Head of Administration of Kemuning Village as follows:

"Submission mechanism: Every year there are 3, through community proposals to the RT first, then to the RT forum and then brought to the Urban Village. Muskel (Musyawarah Urban Village) will then appoint 3 RTs that have potential, then make minutes, then make a sk, then make the structure, the amount of money received is 75 million" (Interview Results, July 5, 2023).

2. Source

The success of policy implementation is highly dependent on the ability to utilize available resources (Purboningsih et al., 2023) Humans are the most important resource in determining the success of a policy implementation. Each stage of implementation requires qualified human resources to achieve the objectives of the policy. In addition to human resources,

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financial resources and time are important calculations the success of policy implementation (Novitasari et al., 2020). These policy resources must also be available to facilitate the administration of policy implementation. These resources consist of funds or other incentives that can facilitate the implementation of a policy. The lack or limitation of funds or other incentives in policy implementation is a major contributor to the failure of policy implementation (Muhammad Sapuan et al., 2024).

Implementation of the Independent Neighborhood Association Program requires resources to achieve the policy, both from human resources, financial resources, and abilities (Rokhadiyati, 2020). The human resources and their respective roles in the implementation of the Independent Neighborhood Association Program include:

1. Banjarbaru City Local Government

The Banjarbaru City Regional Government is the mayor as an element of the Regional Government organizer who leads the implementation of government affairs that are the authority of autonomous regions. The Mayor of Banjarbaru City in the implementation of The Independent Neighborhood Association Program has the role of establishing regulations on the guidelines for the implementation of The Independent Neighborhood Association Programme, establishing the Independent Neighborhood Association Program Pilot Project and the Independent Neighborhood Association Program Community Group (POKMAS) in 2022.

2. Banjarbaru City Regional Research and Innovation Development Planning Agency (BAPPERIDA)

BAPPERIDA Banjarbaru city has a role as the leading sector in program and budget planning, preparation of Standard Operating Procedure for program implementation, and coordination and communication to the Urban Village level.

3. Sub-District

The Head of the Sub-District is named Camat. The role of the Camat in the Independent Neighborhood Association Program is to evaluate and verify the administration and completeness of the requirements for social assistance applications. The evaluation is carried out through verification of the minutes of the review that has been carried out by the Head of Village and the relevant technical SKPD Team, review of application documents and visits to the location of the applicant for the Independent Neighborhood Association program assistance.

4. Urban Village

Urban Village has a role as a facilitator to form POKMAS based on the results of musket, encourage POKMAS to move and be independent, nurture, and evaluate POKMAS activities.

5. Community Group (POKMAS)

The Community Group, hereinafter referred to as POKMAS is a community group in the neighbourhood that is structured and has the same goal to manage economic potential that can be developed and sustainable. The role of POKMAS is to implement business activities that have received funding assistance. POKMAS is also social capital for the achievement of development program objectives because the process of forming this community group is based on the expertise of the members (Bashar & Bramley, 2019). One example of a POKMAS that continues its business activities is POKMAS

Mekatama Raya Mandiri in Guntung Manggis Village. The activities carried out at the POKMAS are Papuyu fish farming, as shown in Figure 2 below:

Figure 2. POKMAS Mekataman Raya Mandiri in Guntung Manggis Village.
Source: Researcher documentation, 2023.

6. PPL (Field Implementation Companion)

PPL assistants have the role of assisting POKMAS in developing their business according to their respective business fields. The PPLs are appointed from several SKPDs, namely the Cooperatives and UMKM Office, the Agriculture and Food Security Office, and the Banjarbaru City Trade Office.

3. **Aspects of Disposition**

According to (Edward, 1980) if implementation is to be effective, implementers must not only know what to do and can do it, but they must also be willing to implement the policy. Dispositions include traits and characteristics possessed by implementors, such as commitment, integrity, and democratic attitudes. Implementors with positive dispositions tend to be able to carry out policies well by the intentions of policymakers. (Kania et al., 2019). However, if the implementor has different characteristics or views from policymakers, this can hinder the effectiveness of policy implementation (Putra & Khaidir, 2019) The attitude of the implementors of the Independent Neighborhood Association Program, namely the community groups (POKMAS), has been implementing the business activities well, although some obstacles must be faced by each POKMAS. Based on observations, 56 POKMAS are still in the process of continuing their business activities, there are several POKMAS that have independently managed their business results to increase income from the local RT treasury. Based on the results of interviews from the Urban Village Guntung Paikat stated that:

Our three POKMAS villages are already running, although not all of them have benefited, such as the papuyu fish farming, which is still not harvested due to marketing constraints. For tempeh processing, Alhamdulillah, there is already additional income and each member sets aside one hundred thousand each month to be deposited into the RT treasury." (Interview, August 3, 2023).

The constraints faced by POKMAS vary according to the business they run. These constraints become inhibiting factors for POKMAS as the implementing actors of the Year 2022 The Independent Neighborhood Association Program, as follows:

a. *Urban Farming* (Agriculture, Aquaculture, Livestock), includes: (1) weather conditions affecting of urban farming; (2) the presence of pests and plant diseases; (3) difficulties in land or land rent locations for agricultural production; (4) difficulties in marketing because the network for sales is still lacking; (5) limited ability to market agricultural products; (6) some members have no experience in managing agricultural land; (7) Members who are still not solid.

b. The UMKM sector includes (1) difficulties in marketing because the network for sales is still lacking; (2) difficulties in obtaining Halal certification; (3) lack of understanding and marketing skills; (4) changes in management because there are inactive members; (5) members who are still not solid.

c. Culinary field, the obstacles faced by POKMAS include, (1) food ingredients that do not last long so that if they do not sell, it will affect the next capital; (2) culinary competition is already a lot so it still affects the visitors who come; (3) difficulties in marketing (4) members who are still not solid; (5) Marketing skills that are still lacking.

Meanwhile, POKMAS Bank Sampah Geboy in Urban Village Komet did not continue due to the absence of land used for waste bank management.

4. Aspects of Bureaucratic Structure

The bureaucratic structure describes aspects of the division of tasks and the mechanism for carrying out functions through establishing SOP (*Standard Operating Procedure*) (Fitri Lubis & Zubaidah, 2019), Setyawan et al., 2021). The procedure for implementing the independent Neighborhood Association Program in 2022 is as follows:

1. BAPPERIDA sent a notification letter regarding the Independent Neighborhood Association Program in 2022 to each Urban Village head in Banjarbaru City.

2. Sub-district and Urban village, follow up on the notification through Urban Village meetings, and conduct socialization related to the implementation of the The Independent Neighborhood Association Program by forming community groups that are ready to develop business proposals or plans.

3. The Urban Village conducts selection or appointments to POKMAS that have submitted proposals. The Urban Village head submits the proposal for the The Independent Neighborhood Association Program Pilot Project and the proposal for the POKMAS to the sub-district by attaching an invitation letter, minutes of events, attendance list of the Urban Village meeting and POKMAS decree.

4. Submission of proposals for independent Neighborhood Association activities to the Mayor Cq. Urban Village Head after review by the village head accompanied by the technical SKPD. Minutes of Review is made.

5. Urban Village head recommends to the Mayor through the Local Government Budget Team (Attachments: Minutes of Review, RAB, Proposal)

6. The Mayor determines the POKMAS beneficiaries as the basis for the disbursement of The Independent Neighborhood Association Program funds.

The bureaucratic structure of the Independent Neighborhood Association Program has been implemented by the applicable SOP. This was also conveyed by several informants who stated that the implementation of the Independent Neighborhood Association Program from the planning process to the funding disbursement process was carried out in line with the SOP. The following is an interview with the Head of Syamsuddin Noor Village who stated:

"The formation of Pokmas must be in accordance with the applicable SOP, namely through Muskel (Interview, July 26, 2023)

This was also reinforced by Urban Village Landasan Ulin Selatan which stated that:

"Formation of Pokmas through muskel in accordance with the applicable SOP ". (Interview, August 3, 2023)

The implementation of the Independent Neighborhood Association Program in 2022 is a pilot project in the community empowerment program at the neighbourhood level in Banjarbaru City, in the implementation of the program faced challenges, especially in the readiness of community groups (POKMAS) in terms of determining the potential of the area, expertise, and experience in managing business activities. Meanwhile, the Independent Neighborhood Association Program has a great opportunity to establish a Neighborhood Association to manage its environment.

CONCLUSION

The Independent Neighborhood Association in 2022 as an effort to improve the community's economy in Banjarbaru city has achieved one of the program's objectives, which is to mobilize and motivate the community to participate in regional development activities. The achievement of the outcome of improving the welfare of community groups has not been seen because most of the POKMAS are still in the implementation process and have not been able to provide more value to the community's economy. Of the 60 POKMAS, 56 are continuing and 4 are not continuing their business activities.

The implementation of the 2022 Independent Neighborhood Association Program has been carried out in accordance with the Independent Neighborhood Association Program Implementation Guidelines, which include the planning stage, budgeting stage, implementation stage, supervision stage and evaluation and reporting stage. Meanwhile, the analysis of factors influencing the implementation of the 2022 The Independent Neighborhood Association Program has met the criteria of four aspects, including the communication of the Independent Neighborhood Association Program, namely the existence of a urban village deliberation (MUSKEL) which is carried out continuously; the resource aspect, which includes BAPPEDA, Urban Village head, village head, RT / RW, PPL and POKMAS has carried out its role well; The disposition aspect or the attitude of the implementers of the Independent Neighborhood Association Program, namely the community group (POKMAS), has carried out business activities well, but the dominant

obstacle faced by POKMAS is the marketing of agricultural or fishery products or cultivation; then the bureaucratic structure aspect, there is already a division of tasks and a mechanism for implementing tasks through the establishment of SOP (*Standard Operating Procedure*) in the implementation of the The Independent Neighborhood Association Program in 2022.

There is a need to increase formal and informal communication from each urban village to evaluate and direct each POKMAS towards the sustainability of the Independent Neighborhood Association. The Banjarbaru City Government should facilitate a common space for POKMAS to share information from successful POKMAS to developing POKMAS. This research is the initial stage to finding out the implementation of the neighborhood based development program, there is potential for further research to analyze the effectiveness and evaluation of The Independent Neighborhood Association program to encourage the independence of each neighbourhood area from the aspects of empowerment and economic improvement.

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