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From Policy to Empowerment: The Dynamics of the Implementation of the *RodanyaMasbagia* Program in Magelang City

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Community empowerment has become a key agenda in local governance, yet its effectiveness depends on institutional capacity and stakeholder collaboration. This study examines the implementation of the *RodanyaMasbagia* Community Empowerment Program, one of the twelve flagship programs of the Magelang City Government, Central Java, Indonesia. Using a qualitative case study approach, data were collected through document analysis, in-depth interviews, and focus group discussions. The findings show that the program has provided both physical and non-physical assistance and has been continuously improved over three years of implementation. However, its effectiveness remains constrained by institutional challenges. Based on George C. Edwards III's policy implementation framework, communication and disposition emerge as the main barriers. Frequent policy changes and procurement adjustments have disrupted communication, while unequal incentives have weakened stakeholders' commitment. In addition, disparities in knowledge and technical capacity, along with fragmented coordination among local institutions, have limited effective policy implementation. The study concludes that community empowerment requires not only program implementation but also adaptive governance, stronger institutional coordination, and capacity development to achieve sustainable outcomes.

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Public Policy; Community Empowerment; Communication; Resource; Disposition; Bureaucratic Structure

Introduction

Community empowerment becomes a development model to replace the development pursuing economic growth in Indonesia (Mardikanto & Soebiato, 2012; Wirutomo, 2022). This model replaces economic growth model having some weaknesses as the people have no control over their future following the policy trend (Murphy. John W, 2014).

Along with the development of empowerment studies, the government no longer uses civil society organization as the only strategy in New Order, but it uses political opportunity in decentralization era. The strengths of empowerment are explained as

follows: firstly, commitment to participative development integrated into human-oriented development. Secondly, the achievement of final ladder of empowerment, as stated by Rocha, Elizabeth, M. (1997), is political empowerment on the fifth ladder, after passing through individual atomistic, embedded individual empowerment, mediated empowerment, and socio-political empowerment ladders. Therefore, understanding the ladder of empowerment will help make decision effectively and develop the community's capacity. Thirdly, it is related to solving the people's problem. Empowerment results in productive attitude and behavior in the community contributing to improving participation and solving the people's problem, e.g. community entrepreneurship can solve unemployment and poverty problems.

In addition, the community empowerment model requires the marginalized ones to have control to use and to challenge unequal power relation, to mobilize resource to meet the needs and to achieve social justice (Scheyvens & van der Watt, 2021). Local knowledge, habitus, and learning sustainability are the precondition of a successful community empowerment (Hasdiansyah & Suryono, 2021). Meanwhile, the sustainability is viewed from legal structure, mediating factor and decision making, while participation, empowerment, and accountability does not appear in the regions with limited capacity in meeting the need of regional development entirely (Atisa et al., 2021). As a result, apathy and specificity of spatial, social, cultural, historical, and economic characteristics create *kampung* (village) and either formal or informal activity (Octifanny & Norvyani, 2021). The study on community empowerment states that the principles of empowerment are denied. This condition is due to the concept of empowerment still vague, including resistance, conflict, community's consciousness, community organization and arrangement, outcome and product (Sadan, 2004).

In addition, to implement the "empowered" condition of community as the ideal of empowerment, political approaches and policy are needed. The implementation of empowerment as public policy is not simple, as it involves decision, program, funding, and bureaucratic structure. The level of successfulness also needs policy indicator, in addition to political indicator (McConnell, 2010). Secondly, the combination of top down and bottom up approaches through the government's power/authority has consequence, combining government's planning/national planning and community-based planning. Thirdly, the implementation of policy does not avoid the conflicts of interests, authorities, and powers so that each approach has weaknesses. Top down approach is potentially entrapped into technocratic/technical situation leading to deficit essence of community empowerment, while top-down approach will disturb governmental system. Both approaches give the potential distortion of implementation. Fourthly, the governmental officials are faced with four obstructions of policy communication: (a) more complicated and unstable public sector environment; (b) additional legal and formal restrictions, (c) more rigid procedure; and (2) more diverse products and objectives (Gelders et al., 2007).

In addition, bureaucratic pathologies have become a policy issue in Indonesia. Anwar Sanusi suggests that policy issues stem from poor formulation processes, policies based on inaccurate data, policy revocations, and policy controversies (Sugiyono, 2019).

These conditions arise due to variables such as communication, resources, disposition, and bureaucratic structure George C. Edwards III's in the implementation of a policy. Therefore, in response to the challenges and issues surrounding community empowerment in policy, the Magelang City Government launched the Program for Advanced, Healthy, and Happy Community Empowerment. This empowerment initiative aims to help communities identify problems and articulate their needs; improve community well-being through infrastructure development; and increase community participation while promoting empowerment in development.

The author is interested in describing the implementation of public policy in this government-led empowerment initiative because implementation is the most critical stage it determines whether the policy can be effectively implemented and produce outputs and outcomes (Indiahono, 2009). This process refers to the formulation of public outcomes or issues and the level of policy success (Tahir, 2020).

Based on the background outlined above, the researcher will address questions related to the research topic at hand. First, what model of community empowerment program is implemented by the Magelang City Government? Second, how is community empowerment implemented as a public policy? And third, what are the strengths and weaknesses of program implementation in the field in relation to the principles of empowerment? Furthermore, this study aims to describe program implementation as a political process of carrying out the city government's public policies. The research subjects include regulatory aspects, bureaucratic implementation, and the program's impact on the community. This study is expected to refine the concept of empowerment as a strategy/intervention approach and organized knowledge (Perkins & Zimmerman, 1995) and to provide input to the Magelang City Government to improve the program so that errors and weaknesses in its implementation can be corrected.

Literature Review

The change of development paradigm toward community empowerment as an implication of people-centered development results as the correction over previous development paradigms (Mardikanto & Soebiato, 2012). This mainstream is so strong in Indonesia Government that six regulations are found concerning empowerment in the contexts of rural community empowerment, living environment, and health (Dalimoenthe, 2022). As the public policy, empowerment results in output and outcomes, fighting for public values and goodness (Dwiyanto, 2022), but this policy leaves negative aspect, the bureaucratic structure abandoning structural problem in the field (Rocha, 1997).

Policy is a series of actions and activities related to the attempt of achieving purpose and objective. It indicates what will be done, fixed decision, consistency and repetition of behavior among makers and executors (Agustino, 2020). Policy involves behavior, intention, idleness, and action with previously unexpected outcome (Hill & Hupe, 2002).

Policy is divided into four: formal policy, convention, and public officials' statement in the public forum and their behavior (Nugroho, 2014). It runs the program according to public consideration through some stages: policy formulation, implementation, and evaluation. Policy yields output, outcome, benefit, and impact that can be enjoyed by the targeted group (Joko, 2018). For that reason, empowerment requires the transfer of knowledge and skills in marginalized groups amid the existing socio-economic structure and power culture (Jönsson, 2010).

A successful policy is determined by its implementation related to what occurring in the policy/program after it is formulated as the response to specific problem (Birkland, 2019). Simply, the implementation explains whether or not there is a hope or the policy perceived (Hill & Hupe, 2002). In the implementation, the output of policy is distributed (Purwanto & Sulistyastuti, 2015) changing decision into operational term, and sustainable attempt of achieving small and big changes (Horn, 1974). Implementation is an attempt of bringing the specified objective into reality (Tahir, 2020). Implementation gives new conception on how a system successfully or unsuccessfully obtains the objective of public policy into concrete objective and meaningful public service (Horn, 1974).

The process of implementation is the third stage, following organization and interpretation. Organization is the establishment and rearrangement of resources, units, and methods to make the program run, while interpretation is to interpret the program (frequently in the term of status) into plan and appropriate, acceptable and implementable direction (Jones, 1996).

Consequently, the process of implementing policy involves investigation and analysis of program design, a concrete action as a means of achieving broader target of policy (Grindle, 1980). Therefore, the implementation of policy yields outputs, outcomes, impacts, and benefits for the target group (Joko, 2018) in accordance with the components of policy such as objective, plan, program, decision, and effect of policy (Tahir, 2020).

Policy Implementation Theory

The study of policy implementation starts with several questions: what are preconditions and main obstructions for the successful implementation of policy? Academicians of public policy have developed implementation theory in late 1960 – early 1970. Goggin (1990) emphasizes the delivery of message between policy maker and executor through negotiation and communication (Birkland, 2019). Therefore, the process of implementation is associated with the same individual interpretations and responses and depends on individual in the end of line (street-level bureaucrat) (McLaughlin, 1987). Amid the rapid development of policy implementation theory, this research uses policy implementation theory, as suggested by George Edward III. This theory explains the implementation through four determinant variables: communication, resource, disposition or attitude, and bureaucratic structure.

Policy communication is determined by transmission, clarity, and consistency. The rule is made in such away that is understandable to all actors and communication not only transfers information or influences the speech partner but it is also a means of

transition from the meaning of management to the management of meaning (Gelders et al., 2007). In the community empowerment, communication encourages the marginalized ones to play stronger role in using greater control, challenging unequal power relation, and mobilizing resource to solve it, to meet their needs, and to attempt to achieve social justice (Scheyvens & van der Watt, 2021).

In the context of program participation supported by the government, (1) the citizens are required to participate in maintaining realistic hope in relation to the agency limitation, and (2) the importance of administrator indicates high level of acceptance and support to participation process. A successful participation is determined by administrative relation to the citizens regarding outcome-based process, relation and expectation (Buckwalter, 2014).

The resource intended is fund or incentive in the program (Horn, 1974). Resource determines who gets what and how (Grindle, 1980). The types of resource are not as same as each other. There are several characteristics of individual: skill, attitude, executive staff, social capital, authority, and facility. Material resources include product and fund for the exchange of power resource (Pigg et al., 2014). The concept of power is not single, but it is highly determined by meaning and context to encourage the implementation of empowerment (Chaudhuri, 2016).

Empowerment is, firstly, process and output in which community is enlivened with power to get (material and internal) resource, knowledge, practical knowledge (know-how) building individual and community life they like (Lee & Koh, 2010). Secondly, it is the transfer of knowledge, skill, and resource in the marginalized group amid the existing socio-economic structure and power culture (Jönsson, 2010). In disruption era, the types of skill include analytical, managerial, and political existing in individual, organization and system (Hartley et al., 2015).

Empowerment policy encourages the people to control resource influencing their life (Rappaport, 1981). To control this, local knowledge, habitus, and continuity of decisive learning become important (Hasdiansyah & Suryono, 2021). Psychologically, empowerment integrates behavior and perception aspects as subordinate psychological condition perceiving four dimensions: 1) significance, 2) competency, 3) self-determination, and 4) impact, affected by the supervisor' empowerment behavior (Lee & Koh, 2010).

Disposition occupies the very important position in policy implementation highly dependent on the behavior of policy executor and target (Birkland, 2019). Disposition refers to the actor's availability to implement public policy quipped with capability, willingness, commitment, honesty, and democratic characteristic (Malkab et al., 2015). Disposition shows commitment more than competency and capacity (Nugroho, 2015).

The wide acceptance to the standard and objective of policy has an implication to the responsibility for managing it. Meanwhile, the policy is implemented unsuccessful because the executor declined the objective of policy likely offending the executor of personal value system, extra-organizational loyalty, personal interest, or disliked relation.

Disposition is highly determined by the component of legal resource; inter-organizational communication and law enforcement activity; characteristics of implementation agent; and economic, social, and political environment of implementing organization (jurisdiction) (Horn, 1974). The obstruction found in the field is that policy maker and program executor have limited understanding on how the policy can help solve the obstruction of service provision (Mthethwa, 2012).

Bureaucratic structure as policy an empowerment process authorizes the community and improves its capacity in identifying problem, planning, implementing, evaluating, and enjoying the outcome through reorientation, social movement, local institution and capacity development (Soetomo, 2018). Structure, process, and relation are highly determined by the characteristics of public policy (Horn, 1974). Bureaucratic structure explains the distribution and spread of inter-unit responsibility confirmed with SOP (Standard Operating Procedures) and committee structure in a program. Bureaucratic structure encourages the marginalized ones to play stronger role in influencing decision making and accessing resource as they need (Scheyvens & van der Watt, 2021).

The implementation of public policy is carried out by acquiring control over person, information, and instrument, lower member can have higher power, while it is not usually associated with their position determined formally in organization (Horn, 1974).

Policy Success and Failure

In addition to explaining the implementation of the program, this study also discusses the successes and failures of the program. A policy is considered successful if the specified objective can be achieved and political process, program and dimension is explained (McConnell, 2010). The success and failure of public policy in community empowerment refers to transformative innovation policy through the following criteria: (1) focusing on big challenge and inclusive growth, (2) direction as main feature, (3) multi-faceted policy intervention, (4) wider involvement of actors and global network, and (5) multi-level governance (Haddad et al., 2022).

A successful community empowerment can be seen from the existence of community activity, the quality of decision making, the degree of objective, the standard of community organization activity and its usefulness to community's interest (Sadan, 2004). To achieve a successful policy, the implementation pays attention to several factors: content of policy, characteristic of policy process, actor involved in the process, and context where the policy is designed and implemented. A successful implementation of implementation requires the combination of pressure and support (McLaughlin, 1987).

In more detail, the critical dimensions of policy are as follows: 1) social, political, and economical context, 2) leadership in policy implementation, 3) stakeholders' involvement in policy implementation, 4) implementation planning and resource mobilization, 5) operation and service, and 6) feedback on advance and outcome (Mthethwa, 2012).

In addition to successfulness, policy distortion may occur due to the failure of preventing the untargeted group from being the beneficiary (Dwiyanto, 2022). Consequently, the policy fails, as suggested by Birkland (2019) as follows: 1) alternative policy having ever been tried, 2) impact of changing condition, 3) relation of one policy to another: if one policy fails, it will harm another, 4) problem of border: unclear border will determine the success/failure of policy, 5) Excessive policy demand, 6) expectation that policy can be realized: it is because of speculative argument and the objective tending to be symbolic, cause-and-effect theory: a policy fails because it does not consider the law of cause and effect, 7) choice of effective policy instrument. A policy can be applied effectively but it unsuccessfully exerts big impact as it is misconceived (Horn, 1974). The failure of political institution includes conflict in political institutions (Birkland, 2019).

Methods

This research was carried out in Magelang City as regional government implementing the community empowerment program. The community empowerment program implemented by the government is sustainable because it is carried out by an orderly bureaucracy that focuses on all the needs of residents within the scope of the RT and is guaranteed funding through the regional budget. The study on limited region with smaller and locally organized intervention exemplifies the empowerment more clearly and more effectively than centralized policy).

This research approach is qualitative one with case study type that focuses on a decision or a series of decisions: why it is drawn, how to apply it, and what the result is (outcome) (Yin, 2018) that can be used to support theory or build new way to explain several phenomena (Lapan et al., 2011). The author focuses on a problem or attention and identifies one case to illustrate focus or attention (Lune & Berg, 2017). Empowerment policy as a specific unique case needs to be studied.

Meanwhile, techniques of collecting data used were interview, observation, FGD (Focus Group Discussion) and archive/document study. Interview was carried out with the Mayor, Department of Community Empowerment, Women, Child Protection, Population Control and Family Planning (Indonesian: *Dinas Pemberdayaan Masyarakat, Perempuan, Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana* or DPMP4KB), Development Planning Agency at Sub-National Level (Indonesian: *Badan Perencanaan dan Pembangunan Daerah* or Bappeda), Head of Subdistrict (*Camat*), Lurah accompanied by an assistant to assist with government tasks and public services at the village level (Indonesian: *Pendamping Lurah*), community activist, administrator of Citizen Association (Indonesian: *Rukun Warga* or RW) and Neighborhood Association (Indonesian: *Rukun Tetangga* or RT).

No.	Name	Category
1.	NA	Mayor
2.	A	Local government bureaucrat of DPM4KB
3.	Ag	Bureaucrat of BAPPEDA
4.	WTP	Local government bureaucrat
5.	R	Community activist
6.	T	<i>Lurah</i> (Village Head)
7.	N	Facilitator Coordinator
8.	H	Head of RT
9.	B	Beneficiaries

Table 1. Research Subjects

The types of interviews used were participatory and non-participatory. The participatory interview aims to investigate informal and free data in the field to obtain more natural data. The participatory interview was carried out when the author engaged in activities to reinforce the capacity of empowerment actors, while the non-participatory interview aimed to obtain formal data from government bureaucrats.

Fifteen interviews were conducted for both types to confirm the accuracy of the data. Meanwhile, observation is utilized to assess the outcomes of empowerment in the field. The object of observation was ward (*kelurahan*)' potentials and location aids and the place where subject/informant lives and the administration affairs in the implementation of empowerment in village. Meanwhile, FGDs were conducted to find data that was jointly constructed between subjects and informants. These discussions were held three times with empowerment actors at the grassroots level, such as community groups, facilitators, neighborhood association (RW) heads, and community association (RT) heads.

Document study is to analyze the content of policy as the guidance of *RodanyaMasbagia* implementation in the form of Mayor's Regulation or Circulars such as: the Mayor of Magelang's Regulation Number 24 of 2021, The Mayor of Magelang's Regulation Number 24 of 2021 about Technical Guidelines of the Implementation of Advanced Healthy Happy Community Empowerment Program, The Mayor of Magelang's Decree No.130.01/053/112 of 2021 dated October 28, 2021 about the *RodanyaMasbagia* Controlling Team, The Mayor of Magelang's Decree No.130.01/054/112 of 2021 dated October 28, 2021 about Verification Team of *RodanyaMasbagia* Proposal and Planning, The Mayor of Magelang's Decree No. 130.01/055/112 of 2021 dated October 28, 2021 about *RodanyaMasbagia* Financial's Verification Team, The Mayor of Magelang's Decree No. 130.01/056/112 of 2021 dated October 28, 2021 about Cost Budget Plan and Engineering Drawing Verification Team of *RodanyaMasbagia*, The Mayor of Magelang's Decree No. 130.01/057/112 of 2021 dated October 28, 2021 about Technical Advisory Team of *RodanyaMasbagia* and

The Mayor of Magelang's Decree No. 130.01/058/112 of 2021 dated October 28, 2021 about Monitoring Team of *RodanyaMasbagia*

The subjects and informants in this research were selected using purposive sampling method by selecting them in accordance with the objective and focus of empowerment policy implementation, including Mayor, Department of Community Empowerment, Women, Child Protection, Population Control and Family Planning (Indonesian: *Dinas Pemberdayaan Masyarakat, Perempuan, Perlindungan Anak, Pengendalian Penduduk dan Keluarga Berencana* or DPMP4KB), Development Planning Agency at Sub-National Level (Indonesian: *Badan Perencanaan dan Pembangunan Daerah* or Bappeda), Head of Subdistrict (*Camat*), Lurah accompanied by an assistant to assist with government tasks and public services at the village level (Indonesian: *Tingkatan Kelurahan*), community activist, administrator of Citizen Association (Indonesian: *Rukun Warga* or RW) and Neighborhood Association (Indonesian: *Rukun Tetangga* or RT).

Data analysis was performed using coding and category (Lapan et al., 2011). Coding or classification was carried out on the qualitative data obtained from observation, interview, and other sources. Analysis literally means sorting anything to examine the smallest component. The author deconstructs information, reunites them and gives them meaning. Meanwhile, categorization was carried out by comparing data, events, interactions, or information for property, such as similarity and difference to help identify category. The author codes various categories to yield category related to characteristics. This strategy results in uniform recording of actual variety of data relation, obscuring the complexity of relation to emphasize the common relation.

To complement this analysis, the author used thematic analysis, where data and important concepts are segmented, categorized, summarized and reconstructed. Meanwhile the term "theme" refers to a kind of coding category, often having broader or more abstract coverage than prior coding (Flick, 2018). To ensure the reliability, triangulation technique was used, in which the author used more than one data to ascertain the truth that can be accountable for.

Result and Discussion

Rodanya Masbagia as a Public Policy

RodanyaMasbagia is a program to facilitate the community in identifying problem and help articulate their need, improve their welfare through the activity of constructing facilities and infrastructures and the community empowerment, and improve community participation and encourage community empowerment in development (Article 2, the Mayor of Magelang's Regulation Number 24 of 2021). This program is a formal policy constituting the follow-up of political promise made by the regional head during the campaign for Regional Leader election (Nugroho, 2014).

The activities of <i>RodanyaMasbagia</i>	Capacity and capability building
Small-scale construction of facilities and infrastructures at RT/RW level	The management of public health service activity
Community empowerment at RT/RW level	The management of educational and cultural service activity
Procurement, construction, development, and maintenance of facilities and infrastructures in settlement environment	The management of micro-, small-, and medium-enterprises (MSMEs) development activity
Procurement, construction, development, and maintenance of facilities and infrastructures in community institutions	The management of community institutions' activity
Procurement, construction, development, and maintenance of health facilities and infrastructures	The management of security activity, public order, and community protection
Procurement, construction, development, and maintenance of educational and cultural facilities and infrastructures	The reinforcement of community's preparedness for facing disaster and other extraordinary events

Table 2: Implementation and Capacity Building of *RodanyaMasbagia* in Each RT

Meanwhile Van Meyer and Van Horn suggested to maintain operational decision regulation in public policy is required. The strategy taken by the government to bring the program into reality is explained as follows the regulations.

The Regulations
The Mayor of Magelang's Decree No.130.01/053/112 of 2021 dated October 28, 2021 about the <i>RodanyaMasbagia</i> Controlling Team.
The Mayor of Magelang's Decree No.130.01/054/112 of 2021 dated October 28, 2021 about Verification Team of <i>RodanyaMasbagia</i> Proposal and Planning.
The Mayor of Magelang's Decree No. 130.01/055/112 of 2021 dated October 28, 2021 about <i>RodanyaMasbagia</i> Financial's Verification Team.
The Mayor of Magelang's Decree No. 130.01/056/112 of 2021 dated October 28, 2021 about Cost Budget Plan and Engineering Drawing Verification Team of <i>RodanyaMasbagia</i> .
The Mayor of Magelang's Decree No. 130.01/057/112 of 2021 dated October 28, 2021 about Technical Advisory Team of <i>RodanyaMasbagia</i> .
The Mayor of Magelang's Decree No. 130.01/058/112 of 2021 dated October 28, 2021 about Monitoring Team of <i>RodanyaMasbagia</i> .

Table 3. The Regulation Strategy Taken by the Government to Bring the Program

Stimulus or Fund of Program Facilitation to *RodanyaMasbagia* is the implementation of participatory development and empowerment giving stimulant fund aid of IDR 30,000,000 per RT distributed to 1,031 RTs in 17 *kelurahan* (villages) and 3 sub districts. This program positions the community to be the target and the executor of program all at once. The aid can be taken per year and more as the plafond of budget. Budget accumulation is analyzed based on the conformity of needs to the reference specified based on implementation time, human resource that will implement and monitoring component needed. Proposal and procurement of product and service are managed, designed through the processes of disbursement, monitoring, and evaluation of the actual implementation through Regional Apparatus Organization (Indonesian: *Organisasi Perangkat Daerah* or OPD).

In addition, product and service procurement process the development of Community Work Plan (Indonesian: *Rencana Kerja Masyarakat* or RKM) at RT level is an initial step of program held through the mechanism of citizen discussion referring to Circulars Number 050/661/410 governing the development of RKM for *RodanyaMasbagia* program containing the procedure of preparing RKM and attachment of complete document files. Some problems and strategic issues occur at RT level, including: Road, Drinking Water, Drainage, Earth Retaining Wall, Rubbish, Gateway, Urban Farming, Security and CCTV, lighting, Wifi, Well, Facilities and Infrastructures RT, Building, Sport Facilities and Infrastructures, Reading Corner, Integrated Service Post (Indonesian: *Pos Layanan Terpadu* or *Posyandu*), Bathing, Washing and Toilet (Indonesian: *Mandi Cuci Kakus* or MCK) facilities, thematic village and Park. Meanwhile, the community empowerment at RT/RW level focuses on the problem related to RT administration, community preparedness, art and culture, food for elders, SME, training, food for Posyandu, stationery & Family Welfare Empowerment (Indonesian: ATK & PKK), early age children education and facilitation.

Principle of policy in the public context, the *RodanyaMasbagia* program combines top-down and bottom-up approaches by embracing participatory development model (Article 3 of Mayor's Regulation Number 24) including: transparency, participation, accountability, and sustainability. The improvement of participation and mobility of people's potency in the form of infrastructure procurement and community empowerment at RT/RW level.

Performance bond of the government encourages all RTs to follow this program through developing RKM. RT is allowed not to file proposition. If some RTs do not propose an activity, the head of RT is required to write a statement verified by the Chief Section of Community Empowerment and Development of DPMP4KB. RT is allowed not to prepare RKM due to the disabling condition, for example, the number of families in the RT is very limited or they occupy TNI (Indonesian Army)'s or PSDA's land or shopping center area (Interview with S, on April 22, 2024). In Panjang Village, there is 1 (one) RT not filing proposition because of the small number of its residence (Interview with N, facilitator, April 23, 2024). Secretary of DPMP4KB states that,

“RT around Majapahit and Sriwijaya streets this region is the shopping center region for Indonesian descendants economically occupied by middle-class society, public facilities have been adequate. They think that they do not need a program of 30 million per RT (interview, April 22, 2024).

Analysis of Program Implementation

Communication Disturbance

In the first year, communication was made by the Magelang City Government to the beneficiary. The mayor instructed the staffs to refer to the management of *Prodamas* implemented in Kediri City. Following this policy adoption, the government communicated to the Heads of RTs throughout Magelang City concerning the preparation of RKM. Also in that year, the heads of RTs were confused because their perception was not as same as the government's. Initially, the head of RT understood that this program was only the granting of IDR 30.000.000 without involve bureaucratic procedure as the promise of campaign as the compensation for political support.

Entering the second year, Governance Division, Regional Financial and Asset Management Agency (Indonesian: *Badan Pengelola Keuangan dan Aset Daerah* or BPKAD) and Goods and Services Procurement Work Unit (Indonesian: *Unit Kerja Pengadaan Barang/Jasa* or UKPBJ) carry out intensive work with the principle of government disbursement standards. Then, the facilitator was designated to help RT and to bridge RT and government. Specifically, the facilitator plays the following roles: 1) coordinating the facilitator at RT level in preparing Community Work Plan, 2) helping recapitulate RKM at village (*kelurahan*) level, 3) help the Facilitation Team of *RodanyaMasbagia* at the stage of RKM proposal verification by the *RodanyaMasbagia* Team at City Level, 4) reporting the progress of planning activity to the Coordinator of Facilitators at Sub District Level, 5) reporting the progress of *RodanyaMasbagia* activity implementation to the Coordinator of Facilitators at Sub District Level, 6) helping inventory the activity of *RodanyaMasbagia* held in its facilitating village, and 7) implementing facilitation duty of *RodanyaMasbagia* in RT being its duty coverage.

In the second year, the program executors began to be accustomed with the empowerment procedure. Program of coffee time with Mr. Mayor (Indonesian: *Ngopi Bareng Pak Wali*) as one of the government's flagship programs was utilized to socialize and communicate the program where the Mayor encouraged citizen's participation and creativity in preparing the proposal of activity. Meanwhile, in the third year, heads of RTs worked without honorarium, as the stationery budget was allocated to RT (interview with R, a community activist).

The change of empowerment communication pattern in the third year occurred as the result of the changes in the Type-IV self-managed goods procurement model into e-purchasing. This change was not followed with the change of basic rules so that some village heads (*lurahs*) were confused so that the activities was not carried out as scheduled. Finally, evaluation was decided not to be used in the fourth year. Furthermore, to improve the resources, the involvement of all citizen groups was increased. Briefly, the

communication and socialization of *RodanyaMasbagia* program was carried out in the following steps:

- Pocket book of 9 (nine) flagship programs published by the control team containing the guideline for the realization of all programs.
- Posting sticker in each house to introduce the program to the people.
- Socializing program through Billboard in the city center
- Radio talk show featuring the actors of community empowerment
- Publication through (daily) mass media and social media
- Constructing *RodanyaMasbagia* clinic intended to deal with the citizen's problem related to the program planning and implementation.

The Challenge of Resource Allocation

Resources in this policy implementation are commitment, fund, and information (Horn, 1974). Regarding the commitment, in the first year (2021), the mayor was committed to immediately implement this program. To realize the program, the mayor established a task force consisting of State Civil Apparatus (Indonesian: *Aparatur Sipil Negara* or ASN) members by adopting policies implemented in Kediri City, East Java. Therefore, a comparative study was conducted by the Governance Section, UKPBJ, DPMP4KB, Bappeda, Sub-district Heads and Village Heads.

"Pokmas Kediri stated that Pokmas managed money up to IDR 800,000,000. After studying at the sub-district, they went to the field to see real results (Interview with WTP, April 20, 2024).

Knowledge was obtained related to organization, community group management, future risks, APH (*apparat penegak hukum*/law enforcement agencies) assistance and regulation making. This was then followed by the next stage, although it has not been guided yet by policies and their derivatives, this program is implemented. The regulation is running while being developed into a mayor regulation. The Mayor issued a circular No. 050/661/410 containing the Preparation of (RKM) in Magelang city through *RodanyaMasbagia* Program.

In the first year, despite no complete technical guidance, the government has had such resources as fund, staff, knowledge, and information. The Governance Division (Indonesian: *Bagian Tata Pemerintahan* or TAPEM) prepared the Mayor's regulation and ward head (*lurah*) mobilized RT. Meanwhile, DPMP4KB ensured that the disbursement of goods and services is in accordance with the RT proposition, while BPKAD responded to the RT proposition related to asset and physical program.

"All divisions are involved in BPKAD.. in the annual planning stage, Budget Division contributed very considerably... Expenditure Division contributes to the implementation and expenditure stage ... Asset Division contributes to the utilization and implementation stage and to using the city government's asset in RodanyaMasbagia".

UKPBJ governs the disbursement of goods and services proposed by the RT. Technically, it checks the proposition and then socializes the procedure of disbursing goods and services, along with documents to be completed. *Lurah* ascertains the RT proposition and enters into a contract with community group (*Pokmas*) as the executor of good and service procurement. Another important resource is the Regional Revenue and Expenditure Budget (Indonesian: *Anggaran Pendapatan dan Belanja Daerah* or APBD) fund, disbursed amounting to IDR 1,239,645,033 to urban farming package and Wi-Fi covering all RWs (Citizen association) in Magelang Selatan, Magelang Tengah, and Magelang Utara Sub Districts, food material, rehabilitation of neighborhood roads/drains, infiltration wells, and bio pores (<http://simasbagia.dp4kb.magelangkota.go.id/link/26>). The procedure of proposition incoming enacted by RT becomes an important resource helping the implementation of policy.

In the second year, the guideline becomes the resource of program implementation such as the Republic of Indonesia's Good/Service Procurement Policy Institution Regulation Number 3 of 2021 about the Guidelines for Type-4 Self-Management to which the good and service procurement refers.

As the important resource, the fund was disbursed continuing the first year with no change in the model. Regarding the resources, the knowledge of empowerment executor is distributed unevenly. Meanwhile, information as a resource is shared to all targets of empowerment through media managed by the Public Relation Division of Government and Social media managed by the Mayor's special staff. Facilitator is one of information delivering organs. In addition, information on flagship program is contained in the Magazine published by Department of Communication, Information and Statistics (Indonesian: *Diskominsta*) of Magelang City Government. In addition, the jingle of *RodanyaMasbagia* was played in the activity of *Coffee Time with Mr. Wali* (Indonesian: *Ngopi Bareng Pak Wali*) as the type of information communicated.

Regarding the human resource, there are city-and community-levels resources. City-level human resource includes departments executing the program, while the community-level one includes *lurah*, community group, and RT. Particularly, *Lurah* represents government and community. The departments are in charge of responding to RT proposition. The departments involved in the second year include: Health Department, Public Work & Spatial Planning Department (Indonesian: *Dinas Pekerjaan Umum dan Penataan Ruang* or DPUPR), Civil Service Police Unit (Indonesian: *Satpol PP*), Social Department, Manpower Department, Living Environmental Department (Indonesian: *Dinas Lingkungan Hidup* or DLH), Communication, Information and Statistics Department, Agriculture & Food Department, Sports, Youth and Tourism Department, Trade Department, Industry and Trade Department and three sub-districts (Magelang Selatan, Tengah Magelang and Magelang Utara). The responsiveness of the OPD is highly determined by the human resource (HR) of the department head.

"I think the community has not been ready to accept the program because the administration is too complicated. In relation to this, the Control Team has actually published a pocket book, Guide to Magelang, Advanced, Healthy and Happy. Then every visit made by the mayor to the sub-district was shared with the participants, but it was not yet effective (FGD, July 5, 2022).

In the policy implementation in the third year, the budget plafond of IDR 30,000,000 per RT was rolled out continuously to meet the RT proposition. The proposition and acceptance of the program vary in the field. They include: 1) Disbursement according to the RKM proposition, 2) Realization does not match the proposition of RKM. As mentioned in the RKM proposition, specifications are often not the same. This case was found in both Gelangan Village and Tidar Selatan Village, 3). There was no realization of RKM.

Attitude and Incentives Issues

The first year, planning is prepared to be realized in the second year. The performance of bureaucrat in implementing this program is highly determined by the quality of human resources and budgeting. This quality opens up the opportunity of realization not in line with the proposition due to the dissimilar logic of the government's Budget Implementation Document (Indonesian: *Dokumen Pelaksanaan Anggaran* or DPA) compared with the residents' (Interview with the Head of Magelang Utara Sub District, April 19, 2024).

Entering the second year, DPMP4KB recruited facilitators to assist in the field implementation. For that reason, this Department collaborated with Universitas Tidar (State University in Magelang) in the process of selecting facilitators and at the same time provided them with provisions, so after the recruitment was opened, 70 facilitators were obtained. Before working in the field, the facilitators received materials in accordance with Mayor's Regulation Number 24 of 2021. The speakers were bureaucrats and academicians competent with the program. The training strengthened administrative and financial skills. The mentoring task includes planning, implementation, and preparation of accountability, for example helping the RT still confused in preparing the RKM. The facilitator finally worked to assist the RT compile the RKM.

In addition, the next job diskis to establish a community group in charge of procuring goods and services. This institution management is appointed by the village head authorized through the disposition of sub-district head. In contrast to the facilitators receiving incentives, the community group receives aid in the form of attendance money. Entering the third year, the attitude and credibility of policy executors vary, ranging from enthusiasm and lack of enthusiasm in OPD in implementing this program.

The Problems of Bureaucratic Structure

Structure, process and relationship are highly determined by the characteristics of public policy (Horn, 1974, p. 458) so that the bureaucratic structure follows the empowerment

principals. In the first year (2021), the Magelang City Government laid the foundation for this program through the work of BPKAD (Regional Financial and Asset Management Agency), Bappeda (Regional Development Planning Agency), Tata Pemerintahan (Governance Division), UKPBJ (Goods and Services Procurement Work Unit) and DPMP4KB. OPD work for citizen's pure proposition includes: urban farming program to the Agriculture Department, Elderly Aid to the Social Department, Job Training Assistance to the Manpower Department, CCTV Assistance, Table Tennis Court Assistance, *Sound System* directly disbursed by the *Pokmas*, food to Social Department, Wifi to Diskominfo, light fire extinguisher (*Apar*) to Satpol PP, training for UMKM business assistance to Disperindag, stunting rice aid to City Health Department (DKK), PMT (supplementary food provision), posyandu facilities. DPM4KB provides assistance in the form of disposable medical equipment, BPBD holds training on disasters and the Transportation Department gives aid in proposing convex mirrors.

In the second year, the outputs of implementation were already visible, such as RTs being accustomed to compiling RKM, establishing community groups, technique of procuring goods and services, consultation and facilitation. The committee structure showed that the mayor was the main leader assisted by the regional secretary, OPD and committees in the community. The government serves as a regulator and a facilitator. The bureaucratic structure as a driver starting from sub-district government actors, village officials, community groups, RW and RT. The bureaucratic structure also encourages the marginalized parties to play a stronger role in influencing decision-making and accessing resources according to their needs (Scheyvens & van der Watt, 2021).

In simple terms the work is as follows:

- The village Head serves as the official authorized by budget user (Indonesian: Kuasa Pengguna Anggaran or KPA) and as the Commitment Making Officer (Indonesian: Pejabat Pembuat Komitmen or PPK).
- The village head as KPA appoints the Facilitator of PPK and Technical Implementation Officer for Activities (Indonesian: *Pejabat Pelaksana Teknis Kegiatan* or PPTK).
- The village head as the one authorized by budget user signs the contract and provides payment approval.

The sub-district asks the RT to prepare a RKM containing the RT profile based on the potential, problems and needs of the residents, the contents of which are stated in the Minutes of the Results of the RT, RW, and Sub-district Residents' Deliberation.

Committee teams with certain specializations work, such as: control team, proposal & planning verification team, financial verification team, RAB verification team, monitoring team and technical guidance team (article 5). The control team is in charge of socializing and publishing the program. The activities carried out are making publications of Pocket Books and Publications in the mass media. The pocket book on the Flagship Program of Magelang City explains the *RodanyaMasbagia* consultation technique carried out by the technical guidance team.

The control team is in charge of compiling technical guidelines for the implementation of *RodanyaMasbagia*, socializing and coordinating the implementation of activities entirely, publishing activities, evaluating implementation and reporting the final results of the implementation of *RodanyaMasbagia* to the mayor. The proposition and planning verification team is in charge of collecting *RodanyaMasbagia* activity proposition, verifying activity proposition, coordinating budget planning, reporting the final results of their task implementation to the Financial Verification Team, in charge of verifying activity plan documents, providing technical guidance in planning and compiling activity accountability, verifying the completeness of disbursement documents and accountability reports, and reporting the final results of their task implementation to the *RodanyaMasbagia* Control Team. The Budget and Cost Plan and technical drawing verification team is in charge of providing technical guidance for the preparation of the Budget and Cost Plan for activities, verifying the Budget and Cost Plan and technical drawings for the *RodanyaMasbagia* activities, and reporting the final results of their tasks to the *RodanyaMasbagia* Control Team. The monitoring team is in charge of compiling activity monitoring indicators, monitoring the implementation of *RodanyaMasbagia*, compiling monitoring results reports, and reporting the final results of their tasks to the control team. The technical guidance team is in charge of providing technical assistance in the preparation of planning and implementation of *RodanyaMasbagia* in accordance with their respective fields.

***Pokmas* (Community Group)**

Procurement of goods or services is carried out by community groups (*pokmas*), assisting the bureaucracy of proposition reaches the beneficiaries. Therefore, *pokmas* is capable of implementing the process of procuring goods and services/the similar self-managed in accordance with applicable provisions (Mayor Regulation No. 24, point 5). This institution has members constituting community leaders who represent elements of residents/RW in the sub-district area and consists of 10 people on average with the criteria of having commitment and the ability of carrying out self-managed work (Circular Number: 460/487/111 concerning the Establishment of Community Groups in Sub-districts).

The members of community group are appointed by the village head through a mechanism of deliberation and consensus, but this principle is not always implemented by the village head because the availability of community resources varies. Thus, the village head determines the quality of the community group (Results of FGD in May 2024). The establishment of community groups as the executor of type IV self-management with the authority to disburse goods and services benefits the supplying community because the administrators benefit from purchasing goods. The research subjects stated that the benefits were a form of fairness because the community groups did not receive monthly incentives (Interview with R, June 4, 2024).

Discussion

The analysis of program implementation is explained through an analysis of the compatibility of program implementation with objectives, processes, and results of community empowerment. Policy implementation requires negotiation and communication between policy makers and executors (Birkland, 2019). Communication between government was chaotic due to lack of budget preparation and supporting regulations. Meanwhile, the resources provide the capacity of departments implementors, *kelurahan* (village), facilitators, community groups and RTs requiring long-term actions taking very long time and much resources (Horn, 1974). Unsurprisingly, the goals of empowerment change such as measurable changes in attitudes and behavior, controlling and challenging unequal power relations, mobilizing resources to meet needs and achieving social justice as stated (Scheyvens & van der Watt, 2021), have not been achieved.

Structural conditions resulting in problems related to resource allocation are, among others: supporting resources determined by the relationship between government and legislators regarding budgeting. In addition, not all department performance can fulfill the proposition filed by the RT. Village plays quite heavy role because it must condition the proposition and the realization of program so that it does not match the citizen's proposition. In the context of communication, not all village heads are able to communicate changes to RT.

The capacity of RT and *pokmas* as representatives of the community. RT work is seen from the results of RKM as an instrument of empowerment at the lowest level. This instrument is important because departments at city and *kelurahan* levels understand the problems, potentials, and needs of RT and include program implementation. The creativity of RT can be seen in mapping community issues, potentials and needs, while the creativity of community groups can be seen in its function as the providers of education for the community. Including into this case is building cooperation between RTs for activities.

Regarding the disposition, the attitude and credibility of the policy executors vary from departments, village heads, program facilitators and RT heads. The village heads handed over the disbursement of goods and services to the staff. Meanwhile, the capacity of facilitators varies, and is even found lacking, and some were incompetent in the field. Other RT heads stated that the facilitators could not answer the RT head's questions. These findings indicate a lack of commitment on the part of policy implementers (Nugroho, 2015). The issue of incentives in the disposition became a problem because it gave rise to social jealousy, especially among community groups toward the facilitators. In the two FGDs, community groups questioned the absence of honorariums for them.

While discussing the bureaucratic structure, the bureaucratic structure of *Rodanya Masbagia* exemplifies and modifies the policy Kediri city adjusted to the bureaucratic capacity and sociological reality of Magelang City. The fat bureaucratic structure results in the complexity of labor distribution and the inefficiency. For example, facilitators must work

on many legs: departments, *kelurahan* and RT. This traffic of instructions shows that facilitators are not empowerment facilitators applying reorientation, social movements and capacity development as empowerment principles as stated by (Soetomo, 2018) and not fully partial to decisionmaker and accessing their needs (Scheyvens & van der Watt, 2021).

Regarding the achievement of community empowerment, the implementation of the policy has shown the characteristics of innovative transformative policies, namely showing major challenges, inclusiveness, direction as the main feature, multifaceted policy interventions, wider actor involvement, and multilevel governance. As an empowerment implementation, this government program in Magelang City has many similarities with Prodama practiced in Kediri in terms of objectives, participation, and empowerment impact (Tauran & Latip, 2025).

Compared to the Prodama (*Program Pemberdayaan Masyarakat*) implemented in Kediri City, communication and promotion of the empowerment program in Magelang City were carried out more effectively because communication channels were fully utilized, such as unlimited communication between the mayor and residents and the *RodanyaMasbagia* jingle competition, which made the program familiar to the community. However, this program has not produced an empowered society such as the existence of community activities, quality of decision-making, degree of purpose, standards of community organizing activities and the usefulness of interests for the benefit of the community as stated (Sadan, 2004).

Conclusion

The Community empowerment program model is implemented by the city government using public policy that has been carried out for three years and indicates the changes in the implementation in the field. The policy has been working as planned after entering the third year after the first year focused on adaptation, the second year on model. The implementation of policy faced the tug of war of interest between the government related to policy implementation and the field executor struggling for the community interest.

Some problems are found in the terms of communication, disposition, bureaucratic structure, and resource. The communication-related problem lies in the rules often changing any time. The change of bureaucrats worsens this problem. Meanwhile, disposition still faces the obstruction related to uneven distribution. Meanwhile, regarding bureaucratic structure and resource, some bureaucratic structures do not play their role well and some resources do not support the program. Cooperation between executive and legislative influences the two factors aforementioned.

Strengths and weaknesses of program implementation have shown the change of citizen's behavior in the field, having lead to the participation of local people (community). The actors of empowerment learn more in realizing the work program. The author recommends that community empowerment be carried out effectively through improved communication between the executive and legislative branches. Resources should be

allocated evenly among all empowerment actors, including those at the grassroots level. Disposition should be strengthened to reinforce the mentality of empowerment actors, and the bureaucratic structure must be responsive to continuous change and development in society.

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Author's declaration

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