

SOCIAL SCIENCE AND EDUCATION | RESEARCH ARTICLE

Samarinda City Government's Commitment to Building and Empowering the Community Through Probebaya

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ARTICLE HISTORY

Received: February 02, 2025

Revised: March 08, 2025

Accepted: April 30, 2025

DOI

<https://doi.org/10.52970/grsse.v5i1.1140>

ABSTRACT

Community development and empowerment have long been part of the vision and mission of the Indonesian government, from the central level to regional and village governments. This mandate is rooted in the 1945 Constitution of the Republic of Indonesia and further supported by several regulations, including Law No. 25 of 2004 on the National Development Planning System and Law No. 23 of 2014 on Regional Government, as amended by Law No. 9 of 2015. One of the key stages in regional development planning is the musrenbang (development planning deliberation), a participatory planning process. However, not all initiatives can be realized due to the high volume of proposals from the residents. In response to this challenge, Samarinda Mayor Andi Harun and Deputy Mayor Rusmadi, for the 2021–2024 period, introduced the Community Development and Empowerment Program, known as Probebaya. This program aims to strengthen village-level governance, enhance the quality of human resources among officials and residents, empower the local economy, increase environmental awareness, and improve basic infrastructure at the neighborhood (RT) level. Probebaya is a key element in implementing the city's micro-level development mission. This study adopts a qualitative research approach with an exploratory design, delving deeply into Probebaya as a flagship initiative and a tangible expression of the Samarinda City Government's political commitment to its citizens. Data were analyzed using the interactive model by Miles, Huberman, and Saldana (2014). The findings reveal that the Samarinda City Government has fulfilled its political promise of providing a 100 million rupiah development fund for each RT head through Probebaya. The program serves as a commitment to community development and empowerment via a region-based model coordinated at the RT level and implemented through a Type IV self-managed funding scheme. Now in its fifth year, Probebaya has undergone several improvements and refinements. However, challenges remain, particularly in synchronization and harmonization with village partner institutions, whose roles have seemingly been replaced by the growing strength of RT-level community empowerment initiatives. The political promises made during the campaign, along with the challenges posed by the transition from the COVID-19 pandemic to an endemic phase, have required the current Mayor and Deputy Mayor to "think and act beyond the usual"—in other words, to think and operate outside the box.

Keywords: Commitment, Samarinda City Government, Building and Empowering the Community, Probebaya.



I. Introduction

Community development and empowerment have consistently been integral to the vision and mission of the Indonesian government, from the central government to regional and village administrations. This commitment is mandated in the 1945 Constitution of the Republic of Indonesia, and further reinforced by several implementing and technical regulations, including Law No. 25 of 2004 on the National Development Planning System and Law No. 23 of 2014 on Regional Government, which has been amended multiple times, most recently by Law No. 9 of 2015 concerning the Second Amendment to Law No. 23 of 2014. One of the stages in development planning carried out by regional governments is through development planning deliberations, known as musrenbang. According to Article 1 of Law No. 25 of 2004 on the National Development Planning System, "Musrenbang is a forum for stakeholders to prepare national and regional development plans."

Musrenbang (development planning deliberation) is intended as a participatory planning activity, beginning at the Neighborhood Association (RT) level through a citizen discussion forum. In this stage, residents identify and prioritize development and empowerment needs. The results are then brought forward to musrenbang at the village or sub-district level, followed by deliberations at the district/city level, and finally at the provincial level. In practice, however, the many proposals submitted by residents, starting from the RT level, are often all perceived as urgent and high priority. This perception is usually based on limited understanding and experience, as most proposals are made without academic or technical studies. As a result, local governments cannot accommodate many of these proposals due to limited resources and feasibility concerns. Consequently, musrenbang at the RT and village levels is often viewed as merely a formality. Meanwhile, development programs and activities are increasingly perceived as tools for fulfilling the political promises of elected regional leaders and legislative members, tailored to the interests of their respective electoral districts.

The implementation of the development planning system also takes place in Samarinda City, the capital of East Kalimantan Province and the most populous city on the island of Kalimantan. Following the 2020 regional head elections (Pilkada), the elected leadership of Mayor Andi Harun and Deputy Mayor Rusmadi assumed office for the 2021–2024 period. During this period, Indonesia was transitioning from the COVID-19 pandemic to an endemic phase, with national policies such as Large-Scale Social Restrictions (PSBB) and the Enforcement of Restrictions on Community Activities (PPKM) implemented to curb the virus's spread. These restrictions affected the usual musrenbang (development planning deliberation) processes, which could no longer be held openly or with large gatherings of citizens. In response to these limitations—and as part of a political commitment made during the campaign—the Community Development and Empowerment Program known as Probebaya was launched. This program became one of the ten flagship initiatives to realize the city's development vision: "Samarinda as a City Center of Civilization."

The name Probebaya combines the word "Pro" (short for Program) and "Bebaya," a term from the Kutai language meaning togetherness or cooperation (gotong royong). Conceptually, Probebaya is a community development and empowerment initiative based at the Neighborhood Association (RT) level under village coordination. Its primary goals include strengthening village-level governance, improving the quality of human resources among government officials and the community, boosting local economic empowerment, promoting environmental awareness, and enhancing basic infrastructure within the RT areas as part of Samarinda's micro-scale development mission. Probebaya, as a policy initiative, aligns with the definition of "policy" put forth by Satispi and Mufidayaiti (2019:6), who describe it as "the behavior of an actor (such as an official, group, or government institution) or several actors within a specific area of activity." While this definition may be sufficient for general discussion, it is considered less adequate for more scientific and systematic analyses of public policy. Therefore, a more precise and comprehensive definition is necessary when analyzing public policy in an academic context.

Based on this understanding, it becomes urgent and relevant to conduct a study titled "The Samarinda City Government's Commitment to Building and Empowering the Community Through

Probabaya." The primary objective of this research is to understand and explore Probabaya as a manifestation of the city government's commitment to community development and empowerment, grounded in community participation at the Neighborhood Association (RT) level within the Kelurahan (urban village) area.

This program is designed to operate within the RT environment, serving as the endpoint (estuary) of various initiatives from the upstream leadership, namely, the Mayor and Deputy Mayor of Samarinda. In line with Richard Rose's perspective, as cited by Satispi and Mufidayaiti (2019:6), policy should be understood as "a series of interrelated activities, along with their consequences for those affected, rather than as isolated decisions." This definition underscores the involvement of multiple sectors in formulating, implementing, and evaluating policy. It also emphasizes that policy is not merely a decision to act but a structured pattern of ongoing activities that generate meaningful outcomes.

II. Research Method

This study employs an exploratory qualitative research approach to examine Probabaya in depth as a community development and empowerment program. Probabaya is recognized as a flagship initiative and a reflection of the Samarinda City Government's political commitment to its citizens. Key informants and general informants were selected using purposive and accidental sampling techniques. These include the Mayor of Samarinda, Mr. Andi Harun; Assistant I for Government and Public Welfare, Mr. Ridwan Tasa; a member of the Mayor's Team for Development Acceleration (TWAP), Mr. Suwar; members of the Samarinda City DPRD Commission III, Mr. Arbain, Mr. Sukamto, and Mr. Abdul Rohim; the Head of North Samarinda District, Mr. Heriyanto; the Secretary of Sungai Pinang District, Mr. Abdullah; the Head of the North Samarinda District Community Empowerment Institute, Mr. Sutrisno; the Head of Lempake Village, Mr. Musliadi; the Head of RT 49 Lempake, Mr. Yohanis Gatot; a member of the Water Commission, Mr. Sabran; a representative of the Samarinda City Regional Development Planning, Research, and Innovation Agency (Bapperida), Mr. Imam; and a member of the Samarinda City PKK Team, Mrs. Dian Titin Wiyanti. In addition, several residents who participated in community discussion forums, village-level musrenbang, and sub-district-level musrenbang were also included as informants. Data analysis in this study follows the interactive model of analysis proposed by Miles, Huberman, and Saldana (2014:8 10), which consists of three concurrent flows of activity: (1) Data Condensation, (2) Data Display, and (3) Drawing and Verifying Conclusions. These components represent an ongoing, iterative process of reducing data, presenting it meaningfully, and continuously interpreting and validating findings throughout the research.

III. Results and Discussion

3.1. Probabaya Overview

The research findings indicate that Probabaya is the first and foremost of the ten flagship development programs launched as part of the strategic effort to achieve the 2021–2024 development vision and mission of Samarinda City, namely: Samarinda as a City Center of Civilization. Tracing the origins of the Probabaya program reveals that it began during the 2020 regional head election campaign in Samarinda, when the mayoral candidate pair, Andi Harun and Rusmadi, pledged to implement a development initiative at the Neighborhood Association (RT) level. This program included a budget allocation of IDR 100,000,000 (one hundred million rupiah) for each RT across all Kelurahan (urban village) areas in Samarinda, which at the time totaled 1,989 RTs across 59 Kelurahan in 10 districts. After being officially elected and inaugurated, Mayor Andi Harun and Deputy Mayor Rusmadi formalized their political promise by introducing the program "Probabaya."

Probabaya is one of the flagship programs in Samarinda City Regional Regulation Number 2 of 2021 concerning the Samarinda City Medium-Term Development Plan (RPJMD) for 2021–2026. The program was further formalized through several technical regulations. In 2021, Samarinda Mayor Regulation Number 12 of

2021 was issued, outlining the Technical Guidelines for implementing the Community Development and Empowerment Program (Probabaya). This was later amended by Samarinda Mayor Regulation Number 46 of 2021. In 2022, updates continued through Samarinda Mayor Regulation Number 11 of 2022, which revised the technical guidelines, and Samarinda Mayor Regulation Number 60 of 2022, which established the Guidelines for the Probabaya Award. Technically, Probabaya is a region-based program implemented at the Neighborhood Association (RT) level. It is a strategic initiative to accelerate development and enhance community welfare within sub-district areas. The program is supported by a "smart book", a comprehensive guide for RT Heads, Community Groups (Pokmas), sub-district staff, and expert facilitators working at the sub-district level to ensure effective implementation. Probabaya is carried out in stages, with development funds that can be proposed ranging from IDR 100 to 300 million per RT. The program is expected to advance infrastructure and empowerment efforts at the RT level, with 60–70% allocated for physical development and 30–40% for community empowerment. It adopts a Type IV self-management model, based on the Regulation of the Government Goods/Services Procurement Policy Agency (LKPP) Number 3 of 2021 concerning Self-Management Guidelines. Referring to Article 5, letter (d), Type IV self-management is planned by the Ministry/Institution/Regional Apparatus responsible for the budget and/or initiated based on proposals from community groups, and is implemented and supervised by the community group itself.

Probabaya was officially launched on June 4, 2021, at 2:00 PM at the Samarinda Mayor's Official Residence in a hybrid format, allowing for in-person attendance and Zoom meeting application participation. This format enabled broader participation from Sub-district, Village, and Neighborhood Association Chairpersons, administrators, and the general public. This event occurred while Samarinda City and other regions in Indonesia were still implementing the Implementation of Community Activity Restrictions (PPKM) in response to the COVID-19 pandemic. The inauguration and further socialization of Probabaya to academics and the broader community as a commitment by the Samarinda City Government was held at the Auditorium Building 22 Dzulhijjah, Campus 2 of the Sultan Aji Muhammad Idris State Islamic University Samarinda, on Tuesday, May 17, 2022. The event gathered RT Chairpersons from across Samarinda City during the transition from the COVID-19 pandemic to the endemic phase. Thus, Probabaya has been running for four years and is entering its fifth year, with continuous improvements to the system. Year after year, refinements and upgrades to the implementation of Probabaya are made, accompanied by an increase in the capacity of the implementers' resources, as they gain more experience and knowledge. This ensures that the program's execution continues to improve over time.

3.2. Implementation of Probabaya

Each year, Probabaya implementation begins with a formal socialization session led by the Mayor of Samarinda, supported by his Development Acceleration Team (TWAP), relevant regional apparatus organizations (OPD), and members of the Regional Leadership Coordination Forum (Forkopimda). In these sessions, the Mayor presents the program's objectives and procedures, ensuring a clear understanding at all levels of the Samarinda City Government. The Sub-district Head convenes a coordination meeting with all Village Heads, financial officers, information system assistants, and technical experts. Because these participants possess the necessary expertise and competence, the coordination process proceeds smoothly, with no significant obstacles encountered.

The next stage involves socialization and coordination at the sub-district level, where participants include the Heads of Neighborhood Associations (RT), the Village Community Empowerment Institutions (LPMK), the Village Family Welfare Empowerment Team (PKK), and Community Groups (Pokmas), who are responsible for implementing Probabaya across eight to ten Neighborhood Associations (RT). At this stage, the Village Head and their staff face challenges related to differences in the education levels, skills, and abilities of the RT Heads in understanding the goals and implementation process of Probabaya. They must also align with the procedures outlined in the brilliant book, which is part of the Samarinda Mayor's Regulation for each RT. The RT Heads must also accurately record the priority needs for physical development and the community

empowerment conditions that need attention, particularly for residents below the poverty line, especially those classified as extremely impoverished. To overcome these technical challenges, the Kelurahan, technical assistants, and the informatics systems team from the sub-district are always available for coordination via a WhatsApp group called "Koordinasi Kelurahan". When necessary, the Kelurahan also provides dedicated services to assist and support the RT and Pokmas Chairpersons. Through this WhatsApp group, there is an exchange of ideas and experiences, especially for newly elected RT Chairpersons, in understanding the smart books as manuals. Additionally, the group helps foster communication with Pokmas, third-party service providers (e.g., suppliers of concrete for road casting or iron for gates), and skilled workers who can train residents in various empowerment skills, such as sewing. The group also facilitates assistance in developing Micro, Small, and Medium Enterprises (MSMEs). The WhatsApp group has become an invaluable tool for knowledge transfer, enabling ideas and solutions that were previously unconsidered or underestimated to be shared among the community.

The next stage involves a community discussion at the Neighborhood Association (RT) level, led by the RT Head. This discussion aims to guide residents in understanding Prokebaya so they can submit proposals for both physical development and community empowerment. The RT Head and residents will also determine the priority scale for each proposal. In addition to proposals from residents, specific programs mandated by the Samarinda City Government are also discussed, such as flood management in flood-prone areas, addressing stunting, disaster response (including fires), security measures like CCTV integration with the sub-district, and the "Santer" or "Samarinda Terintegrasi" application. Other initiatives include street lighting and regular gotong royong (community cooperation) to maintain cleanliness and health in the RT area, which must occur twice each month. This stage also sees the participation of various community members, including residents, youth organization leaders, community figures, religious leaders, and mothers from the Dasa Wisma group, supported by the village's Family Welfare Empowerment Movement Team (PKK).

However, dynamics often arise during community discussions. For instance, there is sometimes confusion about fulfilling programs that are the mandate of the city government, especially when there are numerous needs and proposals from residents. Differences of opinion frequently emerge when determining the priority scale. Additionally, cross-regional issues, such as land boundaries, water flow, flooding, and the need for land to build public facilities, often complicate discussions. Moreover, the Dasa Wisma group usually struggles to determine appropriate empowerment proposals, particularly for women. Another challenge lies in ensuring the commitment of individuals to participate in empowerment programs, as many of them must balance these activities with their work and livelihood. After the community discussion, the administrative details of the activity must be promptly published in the Village Coordination WhatsApp group, along with the list of attendees and photo documentation. However, a challenge arises when the prioritized proposals must be included in a written report and uploaded to the informatics system as part of Prokebaya. This also includes providing details on the estimated financial budget. Although the community groups and Prokebaya assistants from the village and sub-district offer assistance, complications arise, particularly for RT Heads with below-average capabilities, especially those with education levels limited to junior high school.

Once all Neighborhood Associations (RT) have conducted their community discussions, verification will occur at the village and district levels. The results will await approval from the Samarinda City Regional Secretariat before the RT Heads, community groups, and residents can begin implementation. At its core, Prokebaya is a program designed to foster physical and non-physical infrastructure development through community empowerment. It also catalyzes residents to participate in environmental development by contributing ideas, energy, and materials. Prokebaya incorporates the self-management element, with a budget of IDR 100 million to 300 million allocated by the Samarinda City Government, and encourages the self-reliance of each Neighborhood Association (RT). This initiative promotes contributions in ideas, physical effort, and materials to support the budget allocated through Prokebaya.

During the implementation of Prokebaya, awards have been presented to outstanding RT Heads across several categories, including Infrastructure Development, Education Strengthening, and Cultural Preservation Support. These awards were given through plaques and development funds ranging from IDR

10 million to IDR 100 million. The award ceremony was held at the Samarinda Convention Hall, which has a capacity of up to 3,000 seats, to inspire and motivate RT Heads and residents to implement Probebaya even more effectively in the years to come. Despite several dynamics and challenges, over the past four years, the implementation of Probebaya has shown continuous improvement. The program has significantly contributed to infrastructure development and empowering communities within the Kelurahan environment. It has reached each Neighborhood Association (RT) throughout Samarinda City, combining government-mandated programs and community-driven initiatives. These efforts have helped improve the quality of life, foster economic prosperity, and enhance human resource capacity within the community.

3.3. Probebaya Challenge

Based on the research conducted, several challenges in the implementation of Probebaya were identified and need to be addressed by the Samarinda City Government, according to the level and scope of the issues:

- 1) The weakening role of the Village Community Empowerment Institution (LPMK)
The LPMK, which should serve as a partner to the Village Head in community development and empowerment, is increasingly marginalized. This is due to its unclear role within the Probebaya framework, as evidenced by community discussions at the RT level, which often do not involve the LPMK. As a result, the functions of the LPMK appear to have been overtaken by the Dasa Wisma group.
- 2) Dominance of physical infrastructure proposals
Most proposals submitted by residents focus heavily on physical development rather than initiatives to improve human resource capacity, such as education, knowledge, and literacy enhancement.
- 3) Overlooked roles of other community institutions
Institutions such as Mosque Youth Associations, Langgar/Musholla (small prayer houses), Karang Taruna (youth organizations), and cooperatives are often excluded from the planning and implementation of Probebaya programs.
- 4) Lack of readiness in establishing Neighborhood Association-Owned Enterprises (BUMRT)
RT Heads are encouraged to establish BUMRTs, often without proper academic studies, knowledge, or skills relevant to the business being launched. For example, some BUMRTs were formed as Waste Banks (Bank Sampah), but lacked willing or competent managers. Similarly, BUMRTs for cattle farming were launched without the capacity to meet the business's feed supply or other basic needs.
- 5) Lack of coordination among regional apparatuses
There is a lack of harmony between government departments in program execution. For instance, the KB Village Program, which supports family planning and quality family development, has slowed down since the introduction of Probebaya. This occurred because RT Heads and PKK teams have shifted their focus more towards Probebaya activities. While this issue largely stems from coordination gaps, it highlights the need for better collaboration between the Population Control and Family Planning Agency (DPPKB), the Health Department (Dinkes), and the Social and Community Empowerment Office (Dinsos-PM), especially about Probebaya's community empowerment component.

IV. Conclusion

Based on the description above, it can be concluded that the Samarinda City Government, under the leadership of Mayor Andi Harun and Deputy Mayor Rusmadi, has fulfilled its political promise of providing a development fund of IDR 100 million for each Neighborhood Association (RT) Head. This commitment was realized through the Probebaya program, a regional-based initiative implemented at the RT level under the coordination of the Kelurahan, using a Type IV self-managed funding scheme. Probebaya is executed directly by the community and is a strategic effort to accelerate development and improve community welfare.

Launched in 2021, Probebaya is now entering its fifth year. Despite encountering various implementation challenges, particularly those related to the quality of human resources at the RT level and the suboptimal synergy with institutional partners such as the Village Community Empowerment Institution (LPMK), the PKK Mobilization Team, Karang Taruna, Disaster Response Groups, and others, the program has shown consistent improvements. Nevertheless, further synchronization and harmonization are required, especially with institutions whose roles appear to have been overshadowed by the growing strength of community-driven development at the RT level. The combination of fulfilling political campaign promises and navigating the transition from the COVID-19 pandemic to the endemic phase has required the current leadership to "think and act beyond the norm", embracing innovative and adaptive approaches to governance and community development.

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