



Evaluating Bureaucratic Reform Strategies for Poverty Reduction in the IKN Buffer Zones of East Kalimantan

Daryono Daryono¹, Thalita Rifda Khaerani², Heryono Susilo Utomo³, Melissa Monica Aritonang⁴, Novalin Delvia Sari⁵

^{1,2,3,4,5} Department of Public Administration Program, Universitas Mulawarman, Samarinda, Indonesia

ABSTRACT

Thematic Bureaucratic Reform was initiated to address the limited impact of previous reforms and to improve government effectiveness, efficiency, transparency, and accountability in tackling key issues, especially poverty alleviation. This study examines the implementation stages of the reform in the poverty alleviation focus area within the buffer zone of the Nusantara Capital City and identifies inhibiting factors. A descriptive qualitative method was employed, involving three stages: description, reduction, and selection. Data were gathered through interviews, observations, and focus group discussions. The findings show that local governments have initiated programs that help raise incomes and lower community expenses, contributing positively to poverty reduction efforts. However, technical and operational challenges—such as coordination gaps and limited resources—still hinder progress. The study underscores the need for strengthened implementation strategies and policy alignment to meet poverty reduction targets by 2024.

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Corresponding Author:

Daryono
Department of Public Administration Program,
Universitas Mulawarman
daryono@fisip.unmul.ac.id

1. INTRODUCTION

The establishment of bureaucratic reform (BR) policies by the Indonesian government is one of the strategic efforts to support the achievement of national development goals [1]. One of the key operationalizations of this initiative is the formulation of a bureaucratic reform roadmap, which is prepared and implemented every five years [2]. This roadmap acts as a guide that ensures bureaucratic reforms are planned and executed in a way that is understandable and implementable by all relevant stakeholders [3], [4]. The primary objective of the roadmap is to provide direction for the effective, efficient, measurable, consistent, integrated, institutionalized, and sustainable implementation of bureaucratic reform [5]–[7]. However, evaluations have shown that the impact of bureaucratic reform has not yet been significant. Its implementation has been inconsistent and is often more focused on processes rather than measurable outcomes [8]. In response, the government has refined its approach by launching general bureaucratic reforms alongside thematic bureaucratic reforms, which are more problem-focused and aim to produce direct, accelerated impacts on key national issues [9].

In the first two stages, Indonesia's bureaucratic reform primarily focused on strengthening internal government structures (inward-looking) rather than addressing the broader societal impact [10], [11]. This realization has led to a paradigm shift in how bureaucratic reform is conceptualized and implemented. The

government now emphasizes the need for bureaucratic reform to directly contribute to public welfare and sustainable development. This vision aligns with the emerging concept of Thematic Bureaucratic Reform, which seeks to directly address development challenges that affect people's lives [12], [13]. Thematic BR is designed to offer a more contextual, in-depth, and cross-sectoral solution that emphasizes tangible results and contributes to national priorities such as poverty alleviation, public welfare, and environmental sustainability [14].

Thematic bureaucratic reform thus emerges as a strategic policy shift that promotes a more effective, efficient, transparent, accountable, and professional bureaucracy [15]. The implementation of thematic BR is focused on four key areas: poverty alleviation, investment acceleration, digital transformation of public administration (including efforts to address stunting), and support for presidential priority agendas, including inflation control and promotion of domestic products [16]. This multi-pronged focus encourages ministries and agencies to improve synergy and collaboration through the optimization of business processes, policy integration, data utilization, information technology, and program targeting [17], [18].

Among the four focus areas, poverty alleviation stands out as particularly urgent due to its wide-reaching social and economic consequences. Poverty not only weakens economic productivity but also fosters social inequality and psychological distress [19]. It contributes to a range of societal issues, including rising crime rates, increased mortality, limited access to education, higher unemployment, and social unrest [20], [21]. These interrelated problems reinforce cycles of poverty across generations, highlighting the importance of responsive government interventions. Effective poverty alleviation requires three complementary policy directions: (1) indirect policies that create an enabling environment for long-term poverty reduction, (2) direct policies targeting low-income communities, and (3) special policies aimed at empowering the poor and equipping implementers to sustain and expand poverty alleviation programs. These principles are reflected in the Sustainable Development Goals (SDGs), particularly the first goal, which calls for the eradication of all forms of poverty everywhere [22], [23]. This goal recognizes poverty as a multidimensional issue that encompasses not only income deprivation but also limited access to education, healthcare, clean water, and basic services [21].

Recent data reinforces the ongoing relevance of this policy direction. As of March 2023, Indonesia's national poverty rate fell by 0.21% to 9.36%, representing 25.90 million people living in poverty. The average poor household comprises 4.71 members, with a poverty line of IDR 2,592,657.00 per household per month [24]. Despite national progress, poverty remains regionally concentrated. On Java Island, 7.85 million people in urban areas (7.40%) and 5.77 million people in rural areas (11.81%) still live below the poverty line. In contrast, Kalimantan Island shows lower overall poverty percentages, with 0.38 million poor in urban areas (4.45%) and 6.88% in rural areas. However, East Kalimantan Province, where the new capital city Nusantara (IKN) is being developed, displays fluctuating poverty rates. In September 2022, the poverty rate was recorded at 6.44%, indicating regional disparities that must be addressed [25].

The location of IKN between Penajam Paser Utara Regency and Kutai Kartanegara Regency makes East Kalimantan a strategic priority in poverty reduction policy. The success of IKN's development is highly dependent on government support policies that can accommodate the resulting regional transformation [26]. Although overall poverty in East Kalimantan is on a downward trend, certain districts still face high poverty levels: Mahakam Ulu (11.9%), West Kutai (10.24%), East Kutai (9.81%), and Paser (9.73%) [27]. These figures demonstrate the urgency and strategic relevance of implementing thematic BR as outlined in the 2020–2024 roadmap. This roadmap represents a breakthrough in how the government approaches poverty alleviation, particularly in regions that are critical to Indonesia's future development, such as East Kalimantan.

As one of the key supporting regions for IKN, the buffer cities play a crucial role in ensuring the smooth functioning of the new capital by providing essential infrastructure, services, and human resources [28]. Therefore, it becomes highly relevant to examine how thematic bureaucratic reform is being implemented on the ground in these areas, particularly in relation to poverty alleviation. Given the limited time remaining to achieve the government's 2024 poverty reduction target—now just a few months away—the urgency of this evaluation is evident [29]. Moreover, the novelty of the thematic BR policy itself means that existing literature remains scarce, particularly concerning its application to poverty alleviation efforts. While some studies such as Budiarto (2023) have examined the dynamics of implementation, their findings indicate that many local governments still lack a comprehensive understanding of how to operationalize the policy effectively [21].

Other research, including a recent study by Purnomo (2024), highlights key barriers in thematic BR implementation. These include inaccurate poverty data, fragmented business processes, and inadequate monitoring and evaluation mechanisms [30]. These gaps hinder the achievement of meaningful impact, particularly in critical regions such as East Kalimantan. Consequently, this research seeks to fill an important gap by exploring how thematic BR is being implemented specifically for poverty alleviation in East Kalimantan's IKN buffer zones. The study will analyze the stages of implementation, identify key inhibiting factors, and evaluate the extent to which the policy has translated into tangible progress. In doing so, it aims to contribute both theoretically and practically to the understanding of thematic BR and its role in sustainable poverty reduction.

2. RESEARCH METHODS

This research employs a qualitative approach with a descriptive method to explore and understand the stages of implementing Thematic Bureaucratic Reform (TBR) as determined by the government in poverty alleviation efforts in East Kalimantan. The focus is specifically on the IKN buffer zones, namely Muara Jawa District, Sepaku District, and Samboja District. The research also aims to identify the key inhibiting factors that affect the effectiveness of TBR implementation in these areas. Data collection was conducted directly in the field using several techniques: in-depth interviews with key stakeholders (including local government officials, program implementers, and community members), participant observation to capture contextual behaviors and administrative processes, and document analysis of relevant government policies and reports. The data analysis followed the interactive model of Miles, Huberman, and Saldana, involving three main stages: data condensation, data display, and conclusion drawing/verification. To enhance the validity and credibility of findings, triangulation was employed across data sources and methods. Ethical considerations were also addressed by obtaining informed consent from all participants, ensuring confidentiality, and adhering to research ethics guidelines throughout the study.

3. RESULT AND ANALYSIS

Poverty remains a serious challenge faced by the Indonesian government. The widening gap between the rich and the poor continues to exacerbate the nation's poverty problem. Fundamentally, poverty serves as a major barrier to the development of a region or country [31]. It leads to a decline in the quality of human resources due to restricted access to education, healthcare, and adequate nutrition, which in turn hampers productivity [32], [33]. For this reason, poverty alleviation has become a central objective in national public policy [34]. Public policy plays a strategic role in optimizing available resources to resolve public issues. In the context of poverty, carefully designed government policies can address the root causes and mitigate their impacts [35].

The Indonesian government has expressed its commitment to poverty reduction through various strategies and policy interventions. One of its most ambitious goals is to eliminate general and extreme poverty by 2024, a target that requires consistent and progressive efforts [36]. In support of this, the government has integrated poverty alleviation into its thematic bureaucratic reform (BR) agenda. The thematic BR is intended as an acceleration mechanism to ensure that bureaucratic reforms have tangible and measurable impacts, especially in addressing grassroots development challenges and achieving national development goals [1].

Within the thematic BR roadmap, poverty alleviation efforts are structured around two major strategies: increasing income and reducing expenditure. Income-generating measures include the empowerment of Micro, Small, and Medium Enterprises (MSMEs), promoting local economic development (LED), and expanding access to employment opportunities. MSMEs are crucial to the economic livelihood of rural communities. They contribute significantly to employment generation, poverty alleviation, equitable income distribution, and regional economic growth [37]. In tandem, LED focuses on strengthening local institutions, enhancing human capital, and supporting small-scale industrial and business activities [38]. By optimizing the local economy, communities are expected to gain increased resilience and economic independence. Furthermore, broadening employment access is essential, as lack of access to decent work is one of the core indicators of poverty [20].

On the other hand, expenditure-reducing strategies are carried out through a range of social assistance and subsidy programs. These include the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), Food Staple Assistance (BSP), Cash Social Assistance (BST), Direct Cash Assistance (BLT), and targeted support for MSMEs. Although these interventions may not fully eliminate poverty, they serve as short-term solutions to reduce household financial burdens and allow families to reallocate resources toward improving their livelihoods [39]. Subsidies also help stabilize the economy and enhance public welfare by increasing consumer purchasing power [40]. When implemented effectively, these measures support the broader aims of thematic BR in reducing poverty.

In East Kalimantan, the area surrounding Indonesia's new capital (IKN) recorded a poverty rate of 6.11% as of March 2023. However, several surrounding districts still experience relatively high levels of poverty. In Kutai Kartanegara Regency, which includes Muara Jawa and Samboja Districts, the poverty rate stands at 7.99%, while

in North Penajam Paser Regency, which includes Sepaku District, the rate is 7.61% [41]. This indicates the ongoing relevance and urgency of poverty alleviation efforts in these IKN buffer zones.

Focusing specifically on Muara Jawa Subdistrict, research data reveal that the region's poverty level is above the national poverty line. However, not all individuals classified as underprivileged in Muara Jawa meet the official criteria set by the Ministry of Social Affairs. This discrepancy is largely due to regional variations in living standards. For example, while one poverty indicator is the lack of electricity access, almost all households in Muara Jawa now have electricity. In fact, the only remaining unelectrified area received installation from the local government just last month [42].

Efforts to alleviate poverty in Muara Jawa align with the thematic BR roadmap through dual approaches: increasing income and reducing expenses. To boost income, the local government has introduced a variety of community empowerment and skills development programs. These include vocational training in cake-making, sewing, catfish hatchery, security services, and barbershop skills. These programs are run by the Vocational Training Center and supported by both government agencies and Corporate Social Responsibility (CSR) initiatives from local companies [43], [44]. Participants also receive certificates to improve their employment prospects. This form of capacity-building reflects key concepts in economic development theory, particularly the importance of strengthening human capital for long-term competitiveness.

In addition to training, employment opportunities are also provided through collaboration with local businesses. The aim is to match skill development with labor market needs, especially in MSMEs and industrial sectors. This local economic empowerment is consistent with LED principles and is expected to build economic resilience and self-sufficiency within the community [38].

On the expenditure side, the government supports underprivileged families with various forms of social assistance. These include Kukar Idaman scholarships, cash assistance for the elderly (Rp. 600,000 every three months), monthly BPNT grocery packages, and annual aid for orphans. CSR programs from companies like Pertamina further supplement these efforts with ambulance donations, school infrastructure support, and college scholarships [45]. Although these efforts may not result in immediate economic transformation, they significantly improve household well-being and reduce daily financial burdens.

Social assistance has proven particularly effective in ensuring food security among low-income households. For instance, BPNT support enables families to meet basic nutritional needs despite stagnant or low income [46], [47]. The implementation of these programs benefits from strong coordination between district and sub-district governments, ensuring that resources are delivered efficiently and effectively [48], [49].

In summary, the thematic BR framework, particularly in Muara Jawa, demonstrates how targeted policies that increase income and reduce household expenditures can effectively address poverty. The integration of social assistance and vocational empowerment provides a comprehensive approach to improving quality of life. Moreover, these programs have shown a positive impact on beneficiaries, aligning with findings by Supit & Luningkewas (2023), who reported similar outcomes in other rural areas [50]. While challenges remain, especially in sustaining long-term economic change, the current approach marks a meaningful step toward inclusive development and poverty reduction.

4. CONCLUSION

Based Bureaucratic reform has been developing since 2004 and continues to undergo updates. Until now, changes have been made to the 2024-2024 BR road map through Permen PANRB Number 3 of 2023 because the results of the evaluation of the previous implementation showed no significant changes. Thus, the government updated it into Thematic BR which is a strategic approach to solving specific issues such as poverty alleviation, increasing investment, digitizing administration, and controlling inflation. This aims to make Thematic BR have a more direct impact on the main problems of development, one of which is poverty alleviation in the IKN buffer zone. The local district government alleviates poverty by creating programs that can increase income and reduce expenses.

The implementation can be seen from the government program in Muara Jawa Sub-district which is realized through skills training and community empowerment by the government and company CSR. The social assistance provided to reduce the burden on underprivileged communities, which includes food assistance, scholarships, and assistance from local companies. The success of the program is also the result of coordination between the district and sub-district governments, so that the stages of implementing the Thematic BR policy can be realized. However, there are several challenges faced, including inaccurate poverty data, suboptimal activity planning, and ineffective evaluation of program implementation.

Based on the results of research on thematic bureaucratic reforms with a focus on poverty alleviation in East Kalimantan Province, there are several suggestions that can be addressed to strengthen bureaucratic reform efforts and improve the effectiveness of government administrators.

The following are some suggestions that can be considered:

1. Evaluation of Training Program Implementation by District Government.
The implementation of training as a program that provides skills facilities to the community must be evaluated by the local government, namely the Kutai Kartanegara Regency together with the sub-district government. This will help identify successes, obstacles, and improvements that need to be made in the process of implementing thematic bureaucratic reforms, especially in the field of poverty alleviation.
2. Sustainability of Local MSME Training and Promotion Program.
The training program aimed by the government is a good step for the community of MSME actors. The sustainability of the training and promotional assistance by the government will make it easier for facilitated MSMEs to apply the skills that have been given. So that the Kutai Kartanegara Regency government can form cooperation with the Muara Jawa District Government, NGOs, the private sector, and the community to advance local MSMEs.
3. Improved Integration of DTKS Data Between Regional Government and Central Government.
It is important in thematic bureaucratic reform that poverty alleviation is carried out on the basis of government information data. With synchronized DTKS data between the Muara Jawa Sub-district Government and the central government, an effective and targeted action plan can be formed. As well as considerations in the preparation of action plans can achieve the success of poverty alleviation goals in the Muara Jawa District area.

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