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IMPLEMENTATION OF THE YOUTH PIONEER PROGRAM AT THE YOUTH AND SPORTS OFFICE OF PALEMBANG CITY

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Abstract

The purpose of this study was to determine the implementation of the Youth Pioneer program at the Palembang City Youth and Sports Office. The study employed a descriptive qualitative approach. Data sources were obtained from primary and secondary data, and data collection was conducted through literature studies, interviews, and documentation. The theory used in this study was George C. Edward's policy implementation theory, focusing on communication, resources, disposition, and bureaucratic structure. The results indicate that the implementation of the Youth Pioneer program at the Palembang City Youth and Sports Office in 2022 was successful. However, obstacles remain, such as limited direct socialization and limited collaboration between the Youth Pioneer program and other parties in disseminating information.

Keywords: Implementation, program, Youth Pioneer

1. Introduction

Youth is a key pillar in national development. In Indonesia, youth have played a crucial role throughout history, from the Youth Pledge and the Proclamation of Independence to the 1998 Reformation. The importance of youth in development has encouraged the Indonesian government, through the Ministry of Youth and Sports (Kemenpora), to improve capacity and quality, and prepare for globalization by developing leadership, pioneering, and entrepreneurship skills for youth. According to Law Number 40 of 2009 concerning Youth, Article 1, paragraph 1, defines youth as Indonesian citizens aged 16-30. According to data from the Central Statistics Agency (BPS), Indonesia's population in 2021 reached 272,682.5 people. Of this number, 67,159 were youth. Furthermore, according to BPS data, the population of Palembang City in 2021 was 1,686,073, of which 405,339 were youth (BPS, 2022). Thus, it is known that 24% of the population of Palembang City is young.

Based on the data outlined, developing the quality of youth should be a government priority as a means of maintaining national resilience against all threats, both external and internal. However, based on current facts, the challenges and problems facing youth often come under public scrutiny, such as information reported in one news report regarding the rise of drug use. According to the Head of the Bin Ops Division of the Narcotics Investigation Directorate of the South Sumatra Regional Police, South Sumatra province ranked second nationally for drug abuse cases in 2021. Another major issue highlighted is the high unemployment rate in Palembang City. According to data from the Central Statistics Agency (BPS), the open unemployment rate in South Sumatra was 4.98% in August 2021, and Palembang City had the highest open unemployment rate in South Sumatra, at 10.11% (BPS, 2022).

Based on the data previously explained regarding the high number of youth cases and issues in

Palembang City, youth, as agents of change, should be able to transform society's conditions and address the challenges they face. Therefore, the government has a responsibility to realize this hope through various policies and programs that support these goals. The Palembang City Government, through the Palembang City Youth and Sports Agency (Dispora), participates in programs aimed at improving youth quality, including the Youth Pioneer Election, Youth Jamboree, Flag Raising Team (Pskibraka), and others. These programs are one step towards improving youth quality in Palembang City. Of the programs implemented, the Youth Pioneer Program is one that has a suboptimal number of participants, making it insufficient to develop youth in Palembang City. The Youth Pioneer Program selects young men and women to become pioneers in a specific field. This program is implemented as an effort to foster creativity, innovation, and foster the ability to create breakthroughs. However, the problem remains low youth participation in the program. The low level of youth participation can be seen in the following table:

Table 1: Comparison of the Number of Youth in Palembang City and the Number of Youth Participating in the Youth Pioneer Program in 2022

No	Data	Total
1	Number of youth (aged 16-30) in Palembang	405.339 people
2	Number of youth participating in the Pioneer Youth Program	50 people
3	Percentage	0,012%

Source: Central Statistics Agency and interview results

Compared to the total number of youth in Palembang City, which is 405,339, the program's participation rate is very low, with only 50 participants registering in 2022, representing only 0.012% of the total youth population in Palembang City. Furthermore, the program was not held in 2020 or 2021 due to the impact of COVID-19. Previous research on the implementation of the Pioneer Program indicates

that its implementation has not been optimal. Therefore, it is crucial to assess the implementation of the Pioneer Youth Program with a new approach to implement appropriate strategic steps. One such study was conducted at the Palembang City Youth and Sports Office. The office selected as the research location is responsible for implementing the Pioneer Youth Program, which faces complex youth challenges. Therefore, a study is needed to ensure program implementation takes youth involvement into account. Different from previous research conducted by Firdausi et al., (2022) which examined the evaluation of the pioneer youth program at the Rembang Regency Education and Culture Office using program indicators from the stufflebeam model, this study focuses more on examining the implementation of the pioneer youth program at the youth and culture office using policy implementation theory. Based on the problems previously explained, the researcher assumes that the Palembang City Youth and Culture Office has an important role in developing youth through the pioneer youth program, so the researcher is interested in conducting research with the title Implementation of the Pioneer Youth Program at the Palembang City Youth and Culture Office.

Based on the background outlined previously, the research question is: How is the Youth Pioneer Program Implemented at the Palembang City Youth and Sports Office? The purpose of this study is to determine the implementation of the Youth Pioneer Program at the Palembang City Youth and Sports Office.

2. Literature Review

Public Policy.

Public policy is also defined as what a government decides to do or not do in response to a policy issue. Public programs encompass all activities aimed at implementing public policy.

This sometimes requires the establishment of organizations, public agencies, and offices that shape the organization's personnel and provide additional guidance on how to implement and implement public policy in general (Shafritz et al., 2017). Another view of public policy is expressed by Thomas Dye (in Al Faruq, 2022), who defines public policy as everything the government decides to do or not to do. The concept is broad because public policy encompasses what the government does when faced with public problems.

According to Thomas Dye, public policy is defined as being established by a government agency, not a private entity. Tilaar & Nugroho (2008) define public policy as a strategy to achieve state goals, specifically decisions designed by the government. Public policy is a strategy to move a society from its initial stage to a transitional society, then to a desired society. Meanwhile, Harold Laswell and Abraham Kaplan (in Tilaar & Nugroho, 2008) define public policy as a program designed with specific goals, values, and practices.

Based on the definitions of public policy from the perspectives of the experts mentioned above, the conclusion is that public policy is an effort undertaken by the government to achieve goals in the public interest. To produce a good and correct public policy, certain stages must be followed to achieve this process.

Policy Implementation.

Lester and Stewart (in Mau et al., 2022) explain that policy implementation is a legal administrative tool in which different actors, organizations, procedures, and techniques work together to implement policies to achieve desired goals. Furthermore, policy implementation is how the actions of government and private individuals (groups) are directed toward achieving the goals set forth in previous policy decisions. Van Meter and Van Horn then define policy implementation

as the actions taken by individuals (groups) to achieve the goals set forth in the decision (Winarno, 2007).

Furthermore, there are various theories of policy implementation, some of which, according to Edwards III (1980), there are four factors that influence the success or failure of policy implementation: communication, resources, disposition, and bureaucratic structure. Furthermore, according to Merilee S. Grindle (in Subarsono, 2011), the success or failure of policy implementation is based on two variables: policy content and the implementation environment. These variables describe the extent to which the target group is included in the policy content and the extent of the desired policy change. Furthermore, according to Ripley and Franklin (in Winarno, 2002), policy implementation is seen from the level of compliance, the smoothness of functional routines, and the realization of desired performance and impact.

The theory used in this study is George C. Edward III's theory. This theory states that the policy implementation process can be seen from four variables: communication, resources, disposition, and bureaucratic structure. The researchers believe that George C. Edward III's policy implementation theory has a complex approach and provides a clear framework for understanding the interrelationships or relationships between elements of policy implementation. This theory can also be used to analyze the implementation of programs derived from policy. Furthermore, upon closer examination, this theory stems from two fundamental questions: supporting factors and inhibiting factors in the policy implementation process. Therefore, this study uses George C. Edward III's policy implementation theory.

3. Methodology

In this study, the author used descriptive qualitative research. According to Sugiyono (2017), qualitative research is characterized by its

direct data source and prioritizes the process over the results, analyzing meaning by examining the interplay of variables. This research focuses on the implementation of the Pioneer Youth program, based on George C. Edwards' theory, which consists of four variables: communication, resources, disposition, and bureaucratic structure. Data were collected from primary and secondary sources. Data collection was based on interviews, documentation, observation, and literature review. Careful data analysis was then conducted.

4. Results and Discussion

Based on the description analyzed in the background section, the implementation of this Pioneer Youth program is analyzed using George Edward III's theory, which includes four variables: communication, resources, disposition, and bureaucratic structure.

Communication

Communication, as defined in this theory, is a way to measure the clarity of information conveyed so that it can be accurately conveyed to the target audience. The goal of communication in an organization is to create mutual understanding and strengthen shared experiences among members (Zahara, 2018). There are three indicators of communication: transmission, clarity, and consistency. In terms of transmission, meaning a policy or program is communicated not only to the implementer but also to the target group, the implementing committee from the youth development division has conducted effective outreach through the mass media and several youth communities in Palembang. According to Herdiana (2018), the purpose of outreach is to provide understanding to various parties, including the target group, so that they can participate in fulfilling their roles in achieving the objectives stated in the policy. However, the obstacles stemmed from the committee's lack of comprehensive outreach to youth in the Palembang area, resulting in low participation in

the Youth Pioneer Program. The program's participation rate was extremely low, with only 50 participants registering in 2022.

According to confirmation from one of the organizing committee members, outreach was limited to mass media such as Instagram and had not yet been implemented in print due to the high cost. This is evident in the image below:



Figure 2: Information Dissemination via Instagram
Source: Dispورا Instagram

Another statement regarding the lack of outreach, as conveyed by one of the winners of the 2022 Youth Pioneer selection, regarding an evaluation that should have been conducted by the program's implementing committee, stated during an interview that the first evaluation should have been the outreach and dissemination of information regarding the competition itself, as only a handful of people were aware of it when it was held. Another obstacle was the short registration period, three weeks, compared to the recommended two months. Therefore, a balance should be struck between the use of social media for outreach and direct communication. Direct interaction is essential for clearly conveying information about the Youth Pioneer program and building acceptance among youth.

Furthermore, in terms of clarity, policies are communicated clearly to their target audiences, ensuring they understand the intent, objectives, and substance of the public policy. They also understand what needs to be prepared and implemented effectively and efficiently to ensure its success. The information and communication flow implemented by the implementing committee was deemed excellent, as seen in an interview with one of the Youth Pioneer participants, who stated that the communication flow implemented by the Youth and Sports Agency (Dispورا) was excellent, as key points were conveyed directly, both verbally and in writing. Meanwhile, in terms of consistency, implemented policies do not undergo continuous changes, thus creating confusion among policy implementers and target groups. The implementation of the Pioneer Youth program, in 2022, stipulated rules and guidelines for selecting Pioneer Youth, issued by the Ministry of Youth and Sports of the Republic of Indonesia. Consequently, program changes were rare, as they adhered to the ministry's guidelines. However, due to the impact of the preceding COVID-19 pandemic, the program was unable to continue during this period.

Resources

These resources can also be broken down into staff, budgetary resources, infrastructure, and authority. In terms of staff, the ability and quantity of human resources are often critical factors in program implementation. If these resources are not met, the likelihood of program implementation failure is high. The implementing committee for the Pioneer Youth program, specifically in the youth development sector, is 18 people.

Based on interviews with the program's implementing committee, this number of human resources is deemed insufficient. The program's implementing committee confirmed that technically, there is a shortage of Civil Servants

(ASN). However, adding non-ASN personnel would be helpful. However, it is ASN that is truly needed. Quantitatively, it is clear that more human resources are needed to achieve the program. However, the quality of human resources is quite good, based on educational level, as shown in the following table:

Table 2 Number of Employees of the Palembang City Youth and Sports Service

No	Description	Total	
1.	Structural Position	Esselon II	1 People
		Esselon III	5 People
		Esselon IV	15 People
2.	Officials who have met the rank requirements	Esselon II	1 People
		Esselon III	5 People
		Esselon IV	15 People
3.	Structural Officials who have fulfilled the requirements for Structural Position Education and Training	Esselon II	1 People
		Esselon III	3 People
		Esselon IV	12 People
4.	Staff	23 People	
5.	Age	< 30 y.o	0 People
		> 30 y.o	9 People
		> 41 – 50 y.o	14 People
		> 50 y.o	21 People
6.	Education	Strata 2	19 People
		Strata 1	19 People
		Sarjana Muda	1 People
		SMA	5 People
		SMP	0 People
		SD	0 People
7.	Gender	Male	25 People
		Female	19 People

Source: Profile of the Palembang City Youth and Sports Service

The table above shows that employees with a high level of education are sufficient, with 19 having a bachelor's degree and 19 having a bachelor's degree. The lowest level of education is high school, with 5 having a high school degree. Education is crucial for employees because education significantly influences employee performance (Hartati et al., 2021).

Furthermore, from a budgetary perspective, one factor that determines the limited service provided is the limited budget. The Pioneer Youth Program is funded by the Regional

Revenue and Expenditure Budget (APBD). In this Pioneer Youth Program, youth selected as first, second, and third place winners receive development funds.

The development funds for each selected youth are as follows: First Place: Rp3,000,000, Second Place: Rp2,000,000, and Third Place: Rp1,250,000. The budgetary issues encountered in the implementation of this program were limited funding during the pandemic, which resulted in the failure of the Youth Pioneer Program in 2020 and 2021. The organizing committee confirmed that the budget was reduced during the COVID-19 pandemic, with significant local revenue (PAD) being used for COVID-19 treatment, spending budgets being reduced by each department, and mobility being restricted during the COVID-19 pandemic. The organizing committee hoped to collaborate with third parties in the implementation.

In terms of authority, this refers to stakeholders who have the right to make decisions to achieve the program's objectives. The Head of the Palembang City Youth and Sports Office fully delegates authority to the implementing team in the youth development sector. This Youth Development sector oversees the Leadership, Pioneering, and Youth Partnership Section. The authority granted to the implementing team is carried out in accordance with applicable regulations, and a letter of assignment serves as a formal authorization document for the task force, obligating the head of the department as the leader.

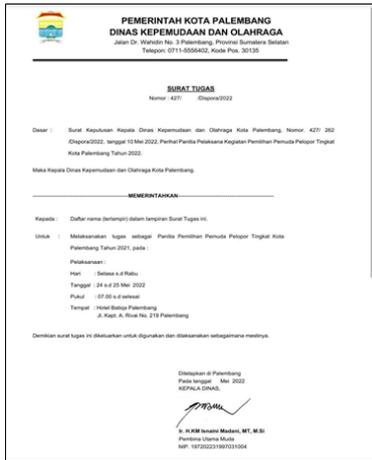


Figure 3: Letter of assignment from the Pioneer Youth Committee
Source: Youth Development Archives

In terms of facilities and infrastructure used in the operational implementation of the program, the technical aspects such as computers, rooms, a sound system, and other facilities are adequate. However, the committee stated that only the facilities and infrastructure for socialization media, such as banners, have not been implemented, resulting in information about the Youth Pioneer selection not being widely disseminated.

Disposition

Disposition is the implementer's attitude, such as commitment, honesty, and responsiveness to program implementation (Edward, 1980). If these variables are not met, it will create obstacles that disrupt the implementation process. Therefore, the appointment and selection of personnel must demonstrate dedication to the program. The disposition of the Youth Pioneer program implementers at the Youth and Sports Office was deemed quite good, as interviewed by one program implementer who stated, "We are committed to doing our best to ensure the program's success, as we are responsible to our leader, the Head of the Office."

The interview revealed that the implementing committee is committed to implementing the program, although there are still obstacles in

several areas that have hampered the program's implementation in previous years. This indicates a strong desire to implement the program, with support from various parties. Furthermore, one of the driving factors behind this disposition is the availability of employee incentives. The Pioneer Youth Program also provides incentives for implementers in accordance with the applicable decree, but the author did not find detailed details regarding the amounts given to these employees.

Bureaucratic Structure

The bureaucratic structure can be seen from the existence of Standard Operating Procedures (SOPs) and fragmentation. SOPs are routine activities carried out by employees based on minimum standards. In implementing the Palembang City Pioneer Youth Program, the implementing committee uses established guidelines integrated with the Ministry of Youth and Sports. Based on the explanation of the Pioneer Youth Program's SOPs, it can be seen that the implementation of these SOPs is quite good, ensuring that clarity contributes to the program's successful implementation. For example, the requirements for participants to complete the data required to participate in the Pioneer Youth selection are as follows:

C. DATA PRESTASI BIDANG KEPELOPORAN

1. Bidang Kepeloporan:

- Pendidikan
- Agama, Sosial dan Budaya
- Pengelolaan Sumber Daya Alam
- Pangan
- Inovasi Teknologi

Sejak kapan bidang kepeloporan mulai digeluti (apabila proses waktu berbeda, indikasi tahunnya):

.....

2. Apa yang mendasari anda sehingga memutuskan untuk menggeluti bidang kepeloporan yang anda pilih? Jawab singkat.

a. Latar belakang :

.....

b. Kendala awal dan bagaimana mengatasinya :

.....

c. Darimana anda mendapat /memperoleh gagasan untuk mengembangkan bidang kepeloporan

.....

Figure 4: Pioneer Youth Participant Form
Source: 2022 Youth and Sports Agency Archives

Standard Operating Procedures (SOPs) are a key factor in implementing a policy. Adherence to them fosters smooth coordination, harmonious working relationships, and clarity of responsibility and authority for both implementers and targets (Siburian et al., 2020). The implementation of the Pioneer Youth program is solely the responsibility of the youth development division, with responsibility not being distributed to other divisions.

Furthermore, fragmentation refers to the distribution of responsibility within a single program within organizational units. Fragmentation requires attention to the nature of the program being implemented and the distribution of responsibility to all program implementers. Based on field observations, the implementation of the Pioneer Youth program is solely the responsibility of the youth development division, with responsibility not being distributed to other divisions. Fragmentation can be seen in the clarity of Standard Operating Procedures (SOPs) for each program, which facilitates implementation because each implementing committee understands their duties and responsibilities according to established procedures. This minimizes obstacles to program coordination.

5. Conclusion

From the previous discussion, the researcher concludes that the implementation of the Youth Pioneer program at the Palembang City Youth and Sports Office in 2022, which was implemented based on the policy of Palembang City Regional Regulation Number 1 of 2022 concerning Youth Development, has been carried out well. However, there are still obstacles in its implementation based on the dimensions in George C. Edwards' theory, namely:

1. Communication

The committee's consistency with the Youth Pioneer participants during the program's direct implementation in the field has been quite good. However, the obstacle encountered in terms of transmission is the committee's lack of direct outreach to educational institutions and youth communities in Palembang.

2. Resources

The number of youth registered for this program was only 50. This is disproportionate to the total number of youth in Palembang. This low youth participation has resulted in low competitiveness of youth pioneering in Palembang. Furthermore, limited budget resources prevented this program from being implemented in 2020 and 2021. However, in terms of authority and infrastructure, the program's implementation was quite good and adequate.

3. Disposition

The implementing committee is committed to implementing the program. This indicates a strong desire to implement the program effectively and the support of various parties.

4. Bureaucratic Structure: The implementing committee adheres to the guidelines or SOPs established by the Ministry of Youth and Sports of the Republic of Indonesia, and the implementing committee understands its roles and responsibilities based on the established regulations.

Based on the conclusions regarding the implementation of the Youth Pioneer program at the Palembang City Youth and Sports Office, the researcher offers several suggestions and design solutions to maximize program implementation. These suggestions include:

1. Conduct outreach and establish direct collaborations with Community and Youth Organizations, schools, educational institutions, and

communities or organizations engaged in entrepreneurship to increase youth participation. Furthermore, program information can be disseminated through word of mouth, using print media such as brochures and banners, radio, social media, and other platforms, by creating more creative content.

2. Establish collaborations with the private sector and other institutions as a form of implementing the Public Private Partnership concept. This collaboration can take the form of sponsorship or financial assistance, thereby addressing budget constraints in program implementation.
3. The youth pioneer selection program should be sustainable. Selected youth should receive regular coaching and training to improve their skills, and monitoring of the pioneering activities carried out by the selected youth pioneers, involving other youth or community members. This program will benefit the youth in their respective communities and the wider community.

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