

CHAPTER I

INTRODUCTION

1.1 Background Study

In Indonesia, floods are among the most frequently occurring natural disasters, particularly in urban areas. According to data from the National Disaster Management Agency (BNPB), floods are among the disasters that significantly affect the lives of individuals in terms of economic, social, and environmental factors. During the rainy season, flooding is a frequent occurrence in Indonesia's major cities, such as Jakarta, Surabaya, and Semarang. Urban flooding is primarily caused by the ongoing subsidence of the ground, uncontrolled land use changes, and a deficient drainage system. Semarang, the capital of Central Java Province, is also susceptible to flooding. In the Semarang North region, flooding is a frequent occurrence, particularly in coastal regions like Panggung Lor. A combination of land subsidence, tidal flooding (sea level rise), and high rainfall are the primary factors contributing to flooding in North Semarang. The Central Statistics Agency (BPS) of Semarang City has reported that the frequency of flooding in the city is increasing annually. The Semarang City government has implemented a diverse array of initiatives to address this issue, such as the construction of pump houses.

The Panggung Lor Pump House is one of the infrastructures that was constructed to alleviate flooding in the Panggung Lor region of North Semarang. Despite its existence since 2006, the management of this pump house was initially suboptimal. The pump house's managers' negligence renders it incapable of

effectively managing flooding. As a result, the flooding in the Panggung Lor region may continue for up to four days before the water recedes.

The P5L Association's success in overseeing this pumping station is in accordance with the Semarang City Government's endeavors, as delineated in the Semarang City Regional Regulation No. 14 of 2011 regarding the Spatial Planning (RTRW) of Semarang City for the years 2011-2031. This regulation emphasizes the importance of constructing and operating pumping stations to mitigate floods as part of a comprehensive water resource infrastructure system.

The management of the Panggung Lor Pump House is significantly influenced by the active participation of local residents and related parties. The successful implementation of flood control policies is contingent upon effective communication, as demonstrated by the collaboration between the community, pump house managers, and local government.

The communication component of Edward III's implementation theory is particularly pertinent to this investigation. The successful resolution of flood issues in Panggung Lor is contingent upon the effective communication among the various parties involved in the management of pump houses. According to Edward III's implementation theory, the success of policy implementation is contingent upon the effective communication among the various actors involved.

In order to effectively address flood issues, the P5L Association, the community, and the local government must communicate effectively in the context of managing the Panggung Lor Pump House. The question at hand is: What is the

method of communication that is employed between them? What is the extent to which this communication improves the efficiency of pump house management?

A variety of factors contribute to the success of policy implementation. Edward (1980) posited that the implementation of public policy is influenced by four factors: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. The four factors are interconnected and mutually reinforce one another in the development of effective public policy implementation, thereby guaranteeing that existing policies are executed and communicated to the public in the most effective manner possible. The absence of one dimension in the process of public policy implementation can have a substantial impact on the overall implementation process or other dimensions. The research conducted by Nalien E. M (2021) illustrates the influence of communication aspects on other dimensions during the implementation of public policy. Nevertheless, the majority of these obstacles are rooted in the realm of communication, including misunderstandings or a lack of awareness among state officials regarding the relevant policies, as the research revealed that the implementation of policies is impeded by numerous obstacles. This lack of awareness results in a lack of cooperation in the publicizing of the policies. Furthermore, the policy-making process is mired in confusion due to the absence of coordination among domestic institutions and the overlapping of information, which in turn results in information dissemination delays.

The ineffectiveness of communication during the implementation process leads to the emergence of information disparities among various parties and delays in the implementation of the policies' objectives. Edward (1980) posited in his book

that the primary prerequisite for the effective implementation of public policy is a profound, precise, and consistent understanding of the policy by the authorities involved in its formulation and dissemination prior to its distribution and execution to the public.

The communication aspect of the policy implementation process is particularly complex, as it involves a multitude of parties. The delivery of information is influenced by the manner in which policymakers communicate their policies to policy recipients, the individuals who deliver them, and the effectiveness of the parties responsible for the communication (Edward, 1980). The community is one of the parties that has the authority to disseminate policy information to the broader community.

Ishak, dkk, 2021, defines a community as a collection of individuals within a specific environment who are united by a shared interest and a collectively agreed-upon objective. The community's involvement in the policy implementation process has been the subject of extensive discussion and is evident in the daily lives of individuals. The community of school teachers functions as communicators with respect to new policies that pertain to their environment, which is the most comparable illustration. This community of educators frequently engages in the implementation of policies, which may include the introduction of new policies or curricula that students are required to implement. The students subsequently communicate and implement these policies.

The teacher community is accountable for the dissemination of information regarding applicable policies to a broader audience. This guarantees that the

knowledge of new policies that have been or are set to be implemented can be promptly realized and implemented in the context of the objectives outlined in the policies.

Another community that plays a significant role in the implementation of waste management policies in the Ciliwung River is the Ciliwung Depok Community. The community serves as a communicator, reporting on the results of waste pollution. This role is considered to be highly advantageous to the authorities, particularly the local Environmental Agency (DLH), in the implementation of policies related to their supervisory function over the cleanliness of the city environment, as per the research conducted by Pratijivananti (2018). In addition to the implementation of public policies, communities are also considered to play a significant role in the planning or design of regional development. This is a result of the Regional Planning and Development Agency (Bappeda) involving communities in the design of regional development. This is achieved by recognizing that the recipients and implementers of public policy generally have a greater impact on the lives of the community. As a result, it is essential to consider the community's opinions and perspectives on the policy that is to be developed during the policy design process.

The Pumping Empowerment and Environmental Management Association of Panggung Lor (P5L) is a community that is actively engaged in the implementation of pump houses. This community is actively engaged in the management of pump stations in the city of Semarang. This community is essential in the annual resolution of flooding issues that affect residents of Semarang City, as well as the

implementation of regulations, such as the Regional Regulation (Perda) of Semarang City Number 14 of 2011, which regulates the spatial planning of Semarang City from 2011 to 2031.

In 1996, this community was established by local residents to address flooding issues that have not been resolved or addressed by the Semarang city government. These problems are encountered frequently. The purpose of this community is to address flooding that is caused by tidal surges and rain, as well as to raise awareness among Panggung Lor residents about the importance of having P5L as the community responsible for flood management in the region.

The development of water resource infrastructure, which encompasses the management of tidal flooding and inundation, is outlined in Article 33 of Semarang City Regulation No. 14/2011. P5L is undertaking the development of a water pump system as a drainage system to mitigate flooding in the Panggung Lor area in accordance with Article 73, Paragraph 2 of Semarang City Regulation No. 14/2011, which pertains to disaster-prone area management plans, point (b). In order to mitigate tidal floods, this system must be implemented in urbanized regions.

P5L is the closest party in Panggung Lor because its presence is also in the middle of the people's daily lives, as a community that is derived from public affairs. It contributes to the community's comprehension and dissemination of information regarding policies implemented by the local government and within the community. The communication system that has been established is more intense and directed, precise, and demonstrates commendable coherence as a result of its existence within the spectrum of society.

The participation of the majority of citizens in the programs held by P5L is closely correlated with the success of communication regarding the pump house policies to be implemented. P5L has maintained a positive reputation and has continued to operate in accordance with its original purpose since 1996, despite the fact that the operation of this community is contingent upon its residents. The effectiveness of communication generated by the P5L community is also considered to influence the implementation of public policies by the Semarang City Government.

1.2 Research Question

1. How is the policy communication is implemented in the Panggung Lor pump house program?
2. What are the factors contributing in the policy communications of pump house?

1.3 Research Objectives

The main objective of this research is to analyze the implementation of the Regional Regulation (Perda) of Semarang City Number 14 of 2011 concerning the spatial planning of Semarang City for the years 2011-2031. Specifically, the goals to be achieved are:

- a) Analyzing the the implementation of communication process carried out by the P5L community in implementing policies for the management, control, and development of pump stations. (rumah pompa).

- b) Analyzing the factors of successful communication in the implementation of Semarang Regional Regulation No. 14/2011 and the impacts resulting from the communication activities carried out by the P5L community as the authority in managing and controlling the pump houses, on spatial planning and environmental empowerment in the Panggung Lor area.

1.4 Research Usability

This research is expected to be useful for public administration science, particularly within the education sector. This study may serve as a reference for future research endeavors.

1.4.1 Theoretical Usability

Providing an overview for policymakers and administrators on effective communication strategies to enhance the implementation of the water pump station development policy as outlined in Semarang City Regulation No. 14/2011.

1.4.2 Practical Usability

- a) Providing practical insights to the relevant community in the management and control of pump houses to design more effective communication strategies in enhancing policy implementation.
- b) To serve as a reference and basis for further research on the relationship between communication and policy implementation, particularly in addressing flood issues in the city of Semarang.

1.5 Literature Review

Table 1.1 Literature Review

No	Title, Author, & Journal	Method	Result	Differences in Research
1.	<p>Implementation of the Community-Based Participatory Development Program (P3BK) in Pondok Melati Subdistrict, Bekasi City.</p> <p>Indrawaty Gita, Mohammad Mulyadi (2019)</p> <p>Aspirations: Journal of Social Issues</p>	Descriptive qualitative approach	<p>The research analyzing the four dimensions of public policy implementation according to Edward III (1980) yielded positive results, indicating effective communication that fosters a shared understanding among the community and communicators.</p> <p>Inconsistent communication remains an inhibiting factor. Causing disparities in understanding among implementers. Overall, the implementation of the P3BK policy is considered good, despite some shortcomings.</p>	<p>The difference in this research it evaluates the implementation of the P3BK policy in the Pondok Melati community and explores the factors influencing the overall success of this implementation. whereas the researcher focuses on the implementation of pump houses and the factors influencing communication in the implementation of the stage pump house in Lor</p>

No	Title, Author, & Journal	Method	Result	Differences in Research
2.	<p>Government Communication in the Implementation of Cash Social Assistance Policies in Bandung Regency</p> <p>Ilham Gemiharto, Elfira Rosa Juningsih</p> <p>Jurnal Manajemen Komunikasi</p>	Qualitative approach, exploratory paradigm, and case study.	Poor and failed communication by the government is considered ineffective in implementing cash social assistance policies in Bandung Regency. The solutions provided only address problems temporarily and do not offer long-term fixes. The government has struggled to communicate cash social assistance to citizens and establish effective channels for enhancing policy implementation.	The difference in this research is that it focuses on communication in the implementation of social assistance policies during the COVID19 pandemic in Bandung Regency whereas the researchers focus on the implementation and communication within the Lor stage pump house.
3.	<p>Communication in the Implementation of Administrative Service Policies for Population Affairs is Conducted at the Population and Civil Registration Office of Bolaang Mongondow Regency.</p> <p>Hafis Aldani Posangi, Florence D. J.</p>	Descriptive qualitative approach	This research evaluates the three communication indicators—transmission, clarity, and consistency—in public policy implementation, finding them sufficient to improve population administration services. Information is effectively transmitted to policy implementers through official documents and can be clearly communicated back	This research applies George C. Edward III's theory to analyze how communication in population administration services is implemented, focusing specifically on the transmission, clarity, and consistency process whereas the researcher wants to analyze how the implementation of the pump house is and what the communication is like using

No	Title, Author, & Journal	Method	Result	Differences in Research
	Lengkong, Salmin Dengo Public Administration Journal		to the public, enhancing service quality.	Edward III's implementation theory
4.	The Role of Social Media Public Communication in the Implementation of Public Information Disclosure Policies in the City of Bandung. Yovinus Academia Praja : Journal of Political Science, Government.	Descriptive qualitative approach	The use of social media is considered effective for disseminating information and enhancing communication between the government and citizens, aligning with the values of public policy implementation in the communication dimension.	The difference in this research is that it examines the role of social media as a communication tool in implementing public information disclosure policies in the city of Bandung, Meanwhile, the implementation of the Pump House in Panggung Lor focuses on communication among stakeholders, not social media.
5.	Opportunities and Challenges of Implementing the "Merdeka Belajar Kampus Merdeka" Policy in History Education and Learning	Qualitative descriptive approach and literature study.	The implementation of the Kampus Merdeka policy in this research is still considered ineffective due to challenges in program mechanisms, communication, and human resources. The history community plays a significant role in	The difference in this research is its focus on identifying opportunities and challenges in the implementation of the Kampus Merdeka policy while the researchers focus on the implementation of pump houses from the community residents

No	Title, Author, & Journal	Method	Result	Differences in Research
	<p>Tubagus Umar Syarif Hadi Wibowo</p> <p>Proceedings of the National Education Seminar Faculty of Teacher Training and Education 2022</p>		<p>improving communication for the independent learning program, particularly in the field of history. Their active participation positively impacts policy implementation, especially in communication, by helping convey policies and inform the public.</p>	
6.	<p>Analysis of Education Policy Implementation: The Role of the School Committee in Vocational High Schools</p> <p>Ivan Hanafidan & Mufti Ma'sum</p> <p>Cakrawala Pendidikan: Scientific Journal of Education</p>	<p>A mixed approach by combining qualitative analysis of quantitative data collected through a survey</p>	<p>The school committee, intended to assist students in financial and learning aspects, has been deemed insignificant in implementing policies after the issuance of the National Education Minister's Decree Number 044/U/2002 and Government Regulation Number 17/2010. The community, represented by the school committee, has little impact due to its ineffective role, with other more reliable parties taking over its functions.</p>	<p>This study analyzes the role, duties, and functions of the school committee in helping communicate information and understanding to students during the implementation of education policies. Meanwhile, the implementation of the Panggung Lor Pump House studies how the implementation is created and what are the factors affecting the communication.</p>

No	Title, Author, & Journal	Method	Result	Differences in Research
7.	<p>Implementation of Policies for the Fulfillment of the Rights of Persons with Disabilities in Makassar City</p> <p>Muhammad Afdal Karim</p> <p>GOVERNMENT: Journal of Government Science</p>	Qualitative descriptive approach	The implementation of policies involving the community has had a positive impact. The Makassar government collaborates with disability organizations to ensure the fulfillment of rights for women and children with disabilities, supported by good communication.	The difference in this research is that it analyzes the process of fulfilling the rights of people with disabilities and the factors influencing this process. Meanwhile, the implementation of the pump house is a form of initiative and effort by the Pangung Lor community to address flooding.
8.	<p>Implementation of the Village Revenue and Expenditure Budget Policy (Apbdes) to Enhance Village Development</p> <p>Selamet Joko Utomo</p> <p>Media Trend</p>	Qualitative descriptive approach	The village development program in this research is considered to be ineffective due to the absence of organizations or institutions that actively voice and bridge communication between the government and the village community.	The participation of the village community are low, causing this program to stagnate and be ineffective, whereas in Pangung Lor sub-district, the residents show support for its implementation.

No	Title, Author, & Journal	Method	Result	Differences in Research
9.	<p>Implementation of Policies in Disaster Flood Mitigation in Dayeuhkolot Village</p> <p>Feny Irfany Muhammad, Yaya M Abdul Aziz</p>	Qualitative approach from the survey results and in-depth interviews	Flood mitigation and management with the residents has led to the government facing flood issues without community support, slowing down the process. The residents' limited understanding, along with ineffective socialization efforts, has hindered the effective implementation of policies. This highlights the crucial role of communication in policy success.	Although also using George C. Edward III's theory, the differences in this research is that this study focuses on the flood disaster mitigation policy implementation in Dayeuhkolot Village and the challenges encountered during the process while the researcher focuses on communication in the pump house implementation
10.	Implementation of Public Information Disclosure Policy at the Tasikmalaya City Communication and Information Office	Qualitative descriptive with interviews and observation	This study examines the implementation of public information disclosure policies by the Department of Communication and Informatics of Tasikmalaya City, highlighting the success of communication, resources, disposition, and bureaucratic structure, despite challenges like limited staff and equipment.	The difference with this research is that this study focuses on how the Tasikmalaya government implements public disclosure policies while the Pangung Lor pump house implementation is based on residents-community.

No	Title, Author, & Journal	Method	Result	Differences in Research
			Skilled implementers effectively use social media.	

Source: Processed from various articles (2024)

The researcher employs the journals listed in Table 1.5 as references to substantiate this study and to derive pertinent conclusions. Several of these journals employ Edward III's policy implementation theory to analyze policy implementation processes, emphasizing its relevance in a variety of contexts. Furthermore, certain studies underscore the significance of communication in the implementation of policies. A critical factor in ensuring that policy objectives are understood and executed properly by all stakeholders involved is effective communication. For instance, the study "Communication in the Implementation of Administrative Service Policies for Population Affairs Conducted at the Population and Civil Registration Office of Bolaang Mongondow Regency" examines the implementation of communication strategies within a policy and the subsequent effects. The success of a policy's implementation can be significantly influenced by clear, consistent, and well-transmitted communication, as this study underscores.

Nevertheless, this research is distinct from the aforementioned studies. Although prior research has investigated communication in the implementation of policies in general, this study concentrates on the communication processes that occur during the implementation of the pumping house program in the Panggung Lor Subdistrict. This topic has not yet been extensively debated in the existing literature, rendering it a distinctive and valuable contribution to the comprehension of the role of communication in community-driven policy initiatives.

1.5.1 Public Administration Evolution Paradigm

1.5.1.1 Old Public Administration

This theory or paradigm was introduced by Woodrow Wilson in 1887. In this theory, the activities of government administrators are not actively involved in the formulation of policy. The primary responsibility of an administrator is the provision of public services and the implementation of policies. It is also underscored that administrators must be capable of maintaining a neutral and professional demeanor, as well as being effective and efficient in their work, while also aligning with the elected political leaders. (Ndukwe et al., 2023). Woodrow Wilson emphasizes in Abdul Kadir (2020) that administrators must:

- 1) Separate themselves from tasks related to policy formulation that involve the political processes of government bureaucracy. This is intended to prevent corruption, collusion, and nepotism that could lead to inefficiencies in the administration of government.
- 2) The value of the existence of an administrator lies in the efficient, rational, and economical execution of tasks based on the bureaucratic decisions that have been made.
- 3) It is formed and organized within a hierarchical and efficient organizational structure, as the bureaucratic form is the best type of organization.

1.5.1.2 New Public Administration

In the 1960s and 1970s, New Public Administration (NPA) was established in response to the perceived deficiencies of traditional public administration, which prioritized efficiency and technical rationality. Frederickson (1980) and other scholars contended that conventional models failed to address the urgent social concerns of the era, including poverty, inequality, and racial injustice. NPA aimed to redirect the emphasis of public administration from the mere execution of policy to the active promotion of social equity and the consideration of the needs of marginalized groups. The socio-political upheavals of the 1960s, such as the Civil Rights Movement and anti-Vietnam War protests, had a substantial impact on the NPA movement. Denhardt (1981) emphasized the necessity for public institutions to increase their responsiveness to the public and to encourage democratic participation in governance during this period. Public administrators were urged to not only implement policies, but to do so in a manner that facilitated social justice and fairness. NPA encompasses the following principles:

1. **Social Equity:** Frederickson (1980) emphasized that public services and resources should be distributed in a manner that is equitable and does not perpetuate social disparities.
2. **Relevance:** Waldo (1980) argued that public administration must be adaptable and responsive to the changing needs of society, moving beyond rigid structures to address contemporary challenges.

3. Democratic Participation: Denhardt (1981) advocated for greater public participation in the policymaking process, ensuring that citizens have a voice in decisions that affect them. NPA represented a departure from the traditional, mechanistic models of administration, instead advocating for an approach that is more empathetic and socially engaged.

1.5.1.3 Public Administration Paradigm

1. The Political-Administrative Dichotomy Paradigm (1900 - 1926)

This paradigm underscores the distinction between politics and administration in the fundamental functions of government. Frank Goodnow and Leonard White contend that politics should only include the policies and issues that the state intends to address, while administration is concerned with the implementation of those policies. The administrative locus is comprised of the executive institutions that are accountable for the implementation of state policies, while the political locus encompasses the legislative and judicial institutions.

2. Principle Paradigm – Principles of Administration (1927 – 1937)

This paradigm emphasizes universal principles of administration that can be implemented in a variety of administrative frameworks, irrespective of their mission, function, culture, or institutional framework. The concept of POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating,

Reporting, Budgeting) is introduced as the fundamental principles of administration during this era, which emphasizes focus over locus.

3. The Paradigm of Public Administration as Political Science (1950 – 1970)

This paradigm reevaluates administration as a component of political science, as public administration is dedicated to assisting political power holders in the effective and efficient execution of state responsibilities. In order to fulfill its obligations, public administration is also granted complete authority over the government bureaucracy. The environment of government bureaucracy is the locus of this paradigm.

4. The Public Administration Paradigm as Management (1956 – 1970)

This paradigm prioritizes focus over locus, emphasizing management techniques and organizational theory as branches of public administration science. Nevertheless, this paradigm does not concentrate on the application of these techniques to specific institutions.

5. The Public Administration Paradigm as Public Administration (1970 - 1997)

This paradigm underscores the importance of administrative renewal, which is not restricted to the field of administration but is beginning to extend to organizations. The emphasis is on administrative theory, which pertains to the

operation of an organization, organizational behavior, and the formulation of appropriate decisions. This paradigm integrates the theories and methodologies of public policy analysis, modern management, political economy, and administration.

6. Public Administration is known as New Public Administration or Governance

This paradigm underscores the importance of organizing, designing, and visualizing organizations in order to optimize human values and advance in a predetermined direction. This is achieved by decentralizing and democratizing organizations that provide equitable public services and involve community participation. The new public service perspective necessitates that public administrators involve the community in their responsibilities and provide exceptional service to the public.

This research is based on the paradigm of New Public Administration or Governance, which is the sixth paradigm of Public Administration. This paradigm underscores the significance of collaboration and the active participation of a variety of stakeholders in the delivery of public services. It is particularly focused on the effective communication between the government and the public. In this research, the emphasis on "Policy Communication in the Implementation of Pump House Control Policy" is consistent with the Governance paradigm, as it examines the manner in which policies are communicated and implemented in a collaborative environment

that involves a variety of actors. The research investigates the critical role of communication in the effective comprehension and implementation of public policies at the local level, which is consistent with the fundamental principles of the Governance paradigm, including the co-production of public services, the role of networks, and multi-actor governance.

1.5.2 Communication in Policy Implementation

Policy implementation is significantly influenced by communications (Rizki Amalia et al., 2021; Rokhadiyati, 2020). George C. Edward III (1980) proposed a popular theory of public policy implementation in his work "Implementing Public Policy" that posits that the success of public policy implementation is influenced by four dimensions: communication, disposition, resources, and bureaucratic structure. The underlying indicators of each of these dimensions are thoroughly examined and have demonstrated success in the implementation of public policies. According to Edward III (1980), the implementation directives must not only be accepted by the policy implementers but also be clear in nature in order for a policy to be implemented thoroughly and properly. Therefore, communication is considered one of the dimensions that play a role in policy implementation. Three indicators are associated with communication, which is one of the most critical dimensions that was previously mentioned:

1. Transmission

Transmission is the process of transferring policy messages from policymakers to implementers. The message must be conveyed accurately through the appropriate communication channels. Misunderstandings and ignorance of certain parties regarding the policy that is to be published are among the numerous events that may arise during the dissemination of public policy information or communication. Another significant concern is the disagreement among implementers regarding the policy that is to be published. The implementation of public policy will be adversely affected by the presence of opposition.

In the transmission process, the executive branch of government is a critical factor in the operation of the governance machinery, as it determines the success of public policy implementation. The executive branch is instrumental in the transmission of policies to the public, policy implementers, and other pertinent parties in the context of policy communication. Its primary responsibilities include the provision of information regarding public policy, the coordination and guidance of pertinent officials during the implementation process, and the monitoring and evaluation of the ongoing policy implementation to ensure that it is executed as intended and produces measurable impacts or results in an effective and efficient manner.

In addition to the executive branch, the judiciary also plays a significant role in the process of policy implementation transmission. The judicial system, or court, serves as an institution that interprets existing policies and enforces

the law. The court is essential in guaranteeing that policies are implemented in compliance with the law and in resolving any disputes that may arise during the implementation process. In addition to ensuring that the established policies are implemented in accordance with the applicable law, the court is responsible for interpreting the regulations and policies in place. The court has the authority to assess the policies that have been implemented to ensure that they are in accordance with the constitution and legal principles. Additionally, it can provide a platform for parties who are dissatisfied with the implementation of the policies to file a lawsuit.

2. Clarity

Clarity is the degree to which the policy message is comprehended by the implementers, enabling them to comprehend the necessary actions without confusion or multiple interpretations. When it comes to the clarity of the communication process in the implementation of public policy, numerous indicators are required to either restrict or offer guidance on the structure of policy clarity. The primary challenge or issue that arises in this communication problem is the lack of knowledge or misunderstandings among various parties in understanding public policy. The clarity indicator establishes a framework that ensures a public policy has effective clarity (clear information) to prevent the content of the policy from being subject to multiple interpretations and to establish a clear legal framework.

3. Consistency

The term "consistency" denotes the degree of consistency in the policy messages that the implementers receive throughout the full implementation process. Consistency pertains to the consistent and unambiguous transmission of messages or instructions regarding policies across time or among the various parties involved. Consistency also necessitates that the messages communicated by policymakers to implementers are consistent and not in conflict. The effectiveness of implementation can be diminished and confusion may result if the policy is communicated in a variety of ways by different stakeholders or at different times. For instance, if one government official specifies that a policy must be implemented in a specific manner, but another official provides alternative instructions, the implementers will be perplexed.

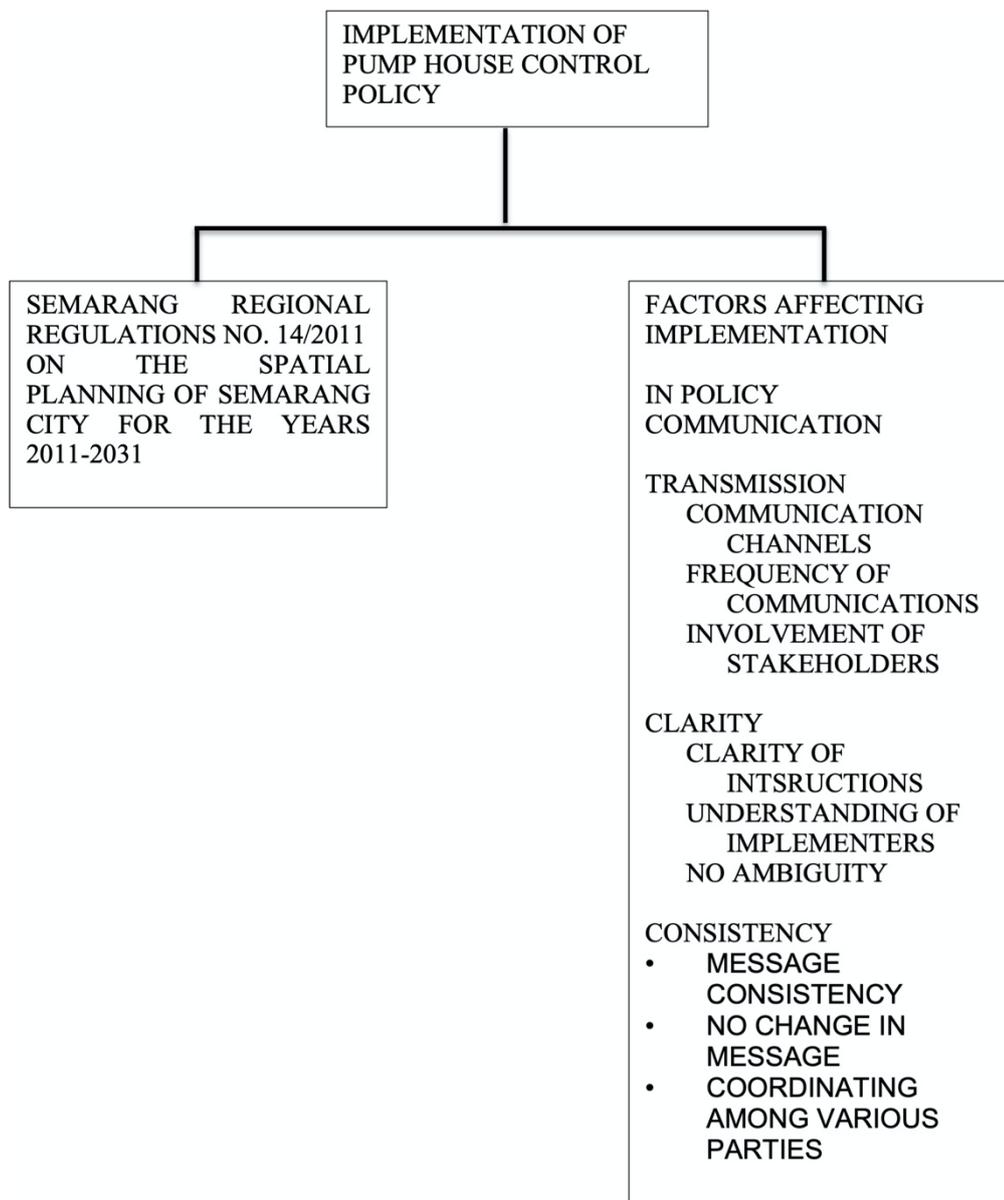
Information regarding policies must be communicated in a continuous manner, without any unnecessary abrupt changes, in order to maintain consistency. The implementers' comprehension of the policy may be hindered by frequent changes or inconsistencies in the delivery of information, which can ultimately impede its implementation. Additionally, the establishment of trust and credibility among stakeholders and implementers who are impacted by the policy is contingent upon the consistency of communication. When policy communication is consistent, implementers are more likely to trust the information they receive and are more dedicated to enforcing the policy. The theoretical foundation of this research is Edward III's policy implementation

theory, which underscores the significance of communication as a primary variable in the successful implementation of policy.

In the context of this research, which examines the implementation of the Panggung Lor Pump House Program (P5L), communication is essential for the provision of information, transparency, and active engagement among P5L managers, residents, and other relevant parties. This theory is pertinent because it contains three primary components—transmission, clarity, and consistency—that are consistent with the purpose of this research, which is to comprehend the socialization and practical application of policies. Furthermore, this theory is appropriate because it offers a comprehensive analytical framework for assessing the degree to which communication is conducive to the implementation of community-based policies such as P5L. This enables the research to investigate the factors that influence communication in the local context, in addition to its effectiveness.

1.6 Theoretical Framework

Figure 1.1 Theoretical Framework



1.7 Operational Concept

1.7.1 Concept Definition

The community refers to the Empowerment Association for Pumping and Environmental Management of Panggung Lor (P5L), which encompasses all parties involved in the organizational structure of P5L as specified in the decree of LPMK in 2023. (2024, Putri, G. T.) Articles 33 and 73 of the Regional Regulation of Semarang City Number 14 of 2011 regarding the Spatial Planning of Semarang City for the years 2011-2031 are referred to as public policy. The Pumping Empowerment and Environmental Management Community of Panggung Lor (P5L) is the community responsible for the operation of the pump house in the Panggung Lor neighborhood of Semarang North District, Semarang City, West Java. The pump house is the pumping station that is overseen by P5L and is designed to remove tidal water or floodwaters that impact the Panggung Lor sub-district. Located primarily in the eastern region of Panggung Lor, the Panggung Lor sub-district comprises seven pump house points.

1.7.2 Operational Concept

1.7.2.1 Factors Influencing Public Policy Implementation According to

Edward III (1980)

In Edward III's book (1980), the implementation of public policy is influenced by four factors: communication, resources, disposition, and bureaucratic structure. Communication with indicators is the primary focus of this investigation. According

to Edward III's theory of policy implementation, the success of policy implementation is influenced by three critical components of policy communication:

1. Transmission

The act of transmitting policy messages from policymakers to implementers is known as transmission. The message must be conveyed with precision via the appropriate communication channels.

Indicator:

- 1) Communication Channels: Is communication conducted through formal channels, such as official letters and meetings, or informal channels, such as verbal messages?
- 2) Frequency of Communication: What is the frequency of communication between policymakers and implementers? (e.g., on a weekly, monthly, or recurring basis).
- 3) Involvement of Stakeholders: Is the communication process inclusive of all relevant parties, including the local government, contractors, and the community?

2. Clarity

The level of clarity of the policy message that the implementers receive is defined as the extent to which they can comprehend the necessary actions without confusion or multiple interpretations.

Indicator:

- 1) Clarity of Instructions: The degree of clarity regarding the tasks that policy implementers receive in the instructions they receive.
 - 2) Understanding of Implementers: The extent to which the policy implementers comprehend their job duties and obligations.
 - 3) No Ambiguity: Is there a potential for ambiguity or double interpretation in the message that is being conveyed?
3. Consistency

The degree of consistency in the policy messages that the implementers receive from the commencement to the conclusion of the implementation process is called consistency.

Indicator:

- 1) Message Consistency: Is the message or instruction given to the implementers consistent over time?
- 2) No Change in Message: Have the instructions provided during the policy implementation been altered or inconsistent?
- 3) Coordination Among Various Parties: In the process of message delivery, is there synchronization?

1.8 Research Arguments

The successful implementation of policies concerning the development of water pump stations is contingent upon the effectiveness of communication. Effective

communication among stakeholders, such as the community, managers, and local government, has the potential to enhance comprehension, coordination, and engagement, thereby positively influencing the final outcomes of public policy implementation.

This research aims to demonstrate the effectiveness of communication in enhancing the impact of public policies on environmental management and empowerment, particularly in the Panggung Lor area, and in enhancing the image of public policies.

1.9 Research Methods

1.9.1 Type of Research

This research employs a descriptive qualitative approach to analyze the effectiveness of communication in the implementation of water pump station development policies by the Panggung Lor Empowerment Pumping and Environmental Management Community (P5L). This approach was chosen because it focuses on a deep understanding of social and administrative phenomena that cannot be measured quantitatively. The qualitative approach allows researchers to explore and document individuals' experiences and perceptions related to communication in the context of policy implementation through in-depth interviews, observations, and document analysis.

1.9.2 Research Site

The research will be conducted in the Panggung Lor Sub-district, Semarang Utara district, Semarang City, Central Java Province. This area is one of the flood-prone areas in Semarang and is regularly affected, as specified in Article 73 of Semarang City Regulation No. 14/2011.

1.9.3 Research Subject

The primary focus of this research is the Pumping Empowerment and Environmental Management Community of Panggung Lor (P5L) and the local governments of Panggung Lor and Semarang City. This research involves a variety of parties that are involved in the implementation of water pump station development policies by the Panggung Lor Empowerment Community Association (P5L). Purposive selection of the research subjects was implemented to acquire pertinent and comprehensive data that corresponded with the research objective, which encompassed:

- a. Members of the P5L community
- b. Pump house staff
- c. Parties involved in pump house implementation

1.9.4 Data Type

Qualitative data is collected in this study, which provides detailed descriptions of the efficacy of communication in the implementation of pump house management policies by the P5L community. The data that has been gathered comprises the following

1. **Primary Data:** Directly obtained information from research subjects through in-depth interviews and observations. This information encompasses the perspectives, perceptions, and experiences of individuals with respect to the implementation of policies and communication.
2. **Secondary Data:** Data collected from policies, implementation reports, and other pertinent materials. Secondary data is employed to substantiate the findings of primary data and provide supplementary context.

1.9.5 Data Source

1. **In-Depth Interview:** Conducted with members of the P5L community, the managers of the local pump station in Panggung Lor, other stakeholders such as local officials, and parties involved in policy planning. This interview aims to gain perspectives and direct information regarding the effectiveness of communication and its impact on policy implementation.

2. **Field Observation:** Observing the activities and interactions in the field that are associated with the implementation of policies and the communication between the parties involved. This observation offers a unique perspective on the manner in which communication occurs in the research area. of communication and its influence on the implementation of policy.
3. **Policy Documents and Reports:** Analyzing policy documents, implementation reports, and pertinent materials concerning the development of pump houses by P5L and their interaction with the local government of Semarang. The objectives, strategies, and evaluation of the policy are detailed in this document.
4. **Notes and Reports:** Documenting the results of observations and interviews during the research process to ensure data accuracy and comprehensive analysis.

1.9.6 Data Collection Techniques

The primary method of data collection is through interviews with pertinent parties, including community members, managers of water pump stations, and other stakeholders. In an effort to acquire a thorough comprehension of the research area's circumstances and the formulation of the research problem, Lalu will conduct direct observation of the policy implementation activities and analysis of policy documents. In addition, interviews were conducted in Indonesian during the data collection process to guarantee that the informants could easily understand the questions. Clear

communication and improved response accuracy were the objectives of this methodology.

1.9.7 Data Analysis and Interpretations

A descriptive approach was employed to conduct data analysis in this study in order to ascertain the efficacy of communication in the implementation of water pump station development policies. To demonstrate the process of communication and its influence on the policy's success, the data collected from in-depth interviews, direct observations, and policy documents was analyzed. Using a systematic approach, the transcribed interview data was analyzed by reading and organizing the information. The main themes that emerged from the interviews, including the impact on policy implementation, challenges faced, and communication quality, are used to organize the findings.

Field notes are provided to supplement the data from the interviews, while direct observations provide a contextual picture of how communication is conducted in practice. An analysis of policy documents and associated reports was conducted to acquire supplementary information regarding policy evaluations, strategies, and objectives. The purpose of this analysis is to establish a context and facilitate comprehension of the implementation of policies and the role of communication in this process.

By establishing a connection between the analysis results and the research objectives, data interpretation is accomplished. It is the primary objective of this

research to investigate the impact of effective communication on the operational efficiency of pump stations and the implementation of public policies. Information from interviews and observations is integrated to offer a comprehensive understanding of the effectiveness of communication and its impact on the success or challenges of policy implementation. A narrative is used to present the primary findings of this descriptive analysis and to explore the correlation between communication and the effects of policies.

1.9.8 Data Quality

Validity and reliability, as well as triangulation, are essential for guaranteeing the credibility and quality of the data collected in this investigation. In-depth interviews with a variety of individuals who are directly involved in the implementation of the policy, such as members of the P5L community, water pump station managers, and relevant stakeholders, are conducted to ensure the validity of the data.

Purposive selection of research subjects was implemented to guarantee that the information acquired is pertinent and encompasses a variety of viewpoints. Triangulation is employed to improve the reliability of findings by comparing data from a variety of sources, including policy documents, interviews, and observations. This process assists in the verification of information and the identification of discrepancies and consistency in the data that has been collected. Triangulation enhances the validity of research findings by incorporating a variety of perspectives.