



Community Organization and Participation (The Role of Village Council and Participation in Physical Development of PPMK at South Cipinang Besar Village, DKI Jakarta)

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ABSTRACT

Amid the debate of whether community-based organizations created by the government can increase citizen participation in public affairs, by conducting a case study on Village Council formed by the DKI Jakarta Provincial Government, this research aimed to investigate the way this organization works and whether this organization can increase citizen participation. This study used a mixed method to achieve research objectives. The result indicated the minimal role of the Village Council in encouraging citizen participation. The ability of community organization to establish a quality relationship with citizens become a significant determining factor for inviting citizens to participate. However, it is not enough because the context of the existence of community organizations also determines the ability of community organizations to play their roles such as the construction of legal formal and construction of relationships built between a community organization and the arena of policymaking.

Keyword:

Community-Based
Organization; Village Council;
Citizen Participation; Citizen
Engagement

INTRODUCTION

This study is based on some arguments regarding the importance of citizen participation in dealing with public affairs in urban areas. It is started from the increasing urban burden and the limitations of the city government to meet the needs of citizens for urban services (Chetkow-Yanoov, 1982; Michels and De Graaf, 2017; Bobbio, 2019), a trend towards decentralization that not only

highlights the problem of central and regional relationship but also more basic concerned with the issue of citizen relationship with the government, to argument about the need for participation in the context of democratization, and realization of good governance (Kakumba, 2010; Spina, 2014; Mohammed, 2016; Anomsari and Abubakar, 2019). However, the problem of participation is not simple

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because various experiments on participation do not always show good results (Koch and Sánchez Steiner, 2017; Slaev *et al.*, 2019). Some public administration experts have emphasized the need to create institutional contexts and practices that encourage and promote participation (Strange, 1972; Suebvises, 2018; Schmidhuber *et al.*, 2019). In the practice of citizen participation at the micro-level—where the practice of participation will be more real—the existence of community-based organizations is seen as a way for improving the quality of citizen participation in public affairs. In the framework of good governance, the existence of community-based organizations becomes important to put the relations between government and citizens no longer in client-producer relations through hierarchical coordination mechanisms, but in the form of more meaningful relations in an equal position through hierarchy mechanisms (Lawton and Macaulay, 2014).

The experiment of the DKI Jakarta Government with the formation of the Village Council and Community Based People Livelihood Improvement (PPMK) policies, especially participatory physical development amid the images that are not always satisfying from previous participatory programs become the background of this study. This study was conducted to understand the role of the Village Council in encouraging citizen participation. The main problem in this study concerns the existence of community-based organizations such as the Village Council which, although it has the potential to encourage the growth of citizen participation, does not necessarily guarantee the increase of citizen participation. The way Village Council works will become a crucial factor in realizing better citizen participation.

Understanding the problem of the way a community-based organization works will be heavily determined by the role played by the organization (Blair, 2018). Furthermore, in understanding the intended role, it involves at least two things, including the legal role given by the legislation, and the role played by the Village Council in practice. By understanding this role, the role of the Village Council in encouraging citizen participation can be understood, whether the existence of the Village Council can be effectively meaningful for the development of democratic governance characterized by a high level of citizen participation.

This study highlights the participation of village communities in PPMK's environmental physical development activities that is in direct contact with the issue of urban service provision. PPMK is a community empowerment program using the Direct Community Assistance (BLM) approach. Environmental Physical Development is one of the activities of three components of PPMK called Tribina, including social development, economic development, and environmental physical development. This study was conducted at South Cipinang Besar Village, East Jakarta.

The main question in this study concerns the role of the Village Council in encouraging citizen participation formulated in the following questions: a) What is the role of the Village Council within the legal formal framework provided by legislation? (b) How does the Village Council work? and (c) What is the relationship between the role played by the Village Council and the level of citizen participation?

METHODS

This section contains the design of the This research used a combination approach of the triangulation approach. According to Creswell (2013), this

triangulation method explains the combination of qualitative and quantitative methods used in a balanced and parallel way. It is to distinguish them from other combination methods such as complementary, initiation, and expansion. The purpose of using this triangulation method is to find out the convergence of research findings for research confirmation that contributes to the strengthening of research validity.

The research was carried out in the South Cipinang Besar Village, Jatinegara District, East Jakarta Municipality, DKI Jakarta Province. For the qualitative purposes, the informants were selected purposively consisting of district government officials, village government officials, members of the Village Council, management of citizens association (RW), neighborhood Association (RT), management of Youth Organization, and several ordinary citizens. For the purpose of quantitative methods, given that the Physical Environment Community Development program in South Cipinang Besar Village is done by dividing the average Physical Community Development PPMK to 10 RWs in this village, then in the sampling selection, the quota approach is used for each RW.

The interview in this research was conducted by using the Indonesian Language and it was transcribed. Interview data were coded toward a conceptual framework designed to answer research questions. In general, we employed a content analysis technique for analyzing research data. The content analysis consists of the reduction of qualitative data and reasonable efforts to identify the consistency and core meaning of the volume of textual qualitative material through coding and categorization (Neuman, 2014).. The main outcome of this activity is the theme or category. After the theme or category has been identified, deeper analysis is used to check

consistency in categories and the relationships between, among, categories using the constant comparative method.

The selection of respondents was carried out using a convenience sampling approach. This approach is the technique of taking respondents based on practical considerations concerning the willingness of respondents to fill in the instruments provided (Neuman, 2014).. In other words, those chosen respondents were only those who expressed their willingness by paying attention to the quota per RW. Respondents who submitted questionnaires were 426 people. The questionnaire was arranged for the variable quality of organizational-citizen relations and citizen participation. In addition, the questionnaire was prepared using a Likert scale with five answer choices. The questionnaire data were then tabulated in the SPSS Application and analyzed using simple linear regression to see the effect between the quality of the organizational-citizen relationship and citizen participation.

RESULT AND DISCUSSIONS

Formal-Legal Aspects

Law Number 34 of 1999 states that the Village Council is established to assist Headman in implementing Village Government (Article 27 (1) Law Number 34 Year 1999) and conducting duty to:

“accommodate the aspirations of villagers, give ideas and suggestions to the Headman about the administration of Village government, explain the Village Government's policy to Villagers, help the Headman to implement community empowerment activities ...”

As a community organization, Village Council should have strong and equal power to the village government as a form of democratic governance in which the government is no longer the only one actor that is considered to be most aware of the needs of people. With an autonomous

position, the village administration should be the place where a bottom-up perspective meets through the Village Council and a top-down perspective through the Village Government. Yet, the word "help" has placed the Village Council, not as an autonomous organization. The task of explaining the policy of the village government and helping the village head in empowerment activities is not explicit. It is because this can trap the Village Council as a subordination of the Village Government and it is not autonomy. Thus, autonomous nature and heterarchical relations will be reduced to subordinate relationships and hierarchical coordination patterns.

The regional regulation of DKI Jakarta Government Number 5 of 2000 also explicitly states in article 2 that the formation of the Village Council aims to "... help the Headman to create transparent, democratic and oriented village governance in harmony and community empowerment and to improve community services". The word "help" can be interpreted that the Village Council is not an independent neighborhood council but rather a community communication forum that is subordinated to the village government.

If it is seen from the background of Civil Council establishment as depicted in Law Number 34 of 1999 and local regulation Number 5 of 2000, it is related to the autonomy system implemented in DKI Province that is "somewhat" different from the autonomy system for other regions as regulated in Law Number 23 of 2014. Unlike other regions that adopt a two-level autonomy system (2 tiers) where regional autonomy is not only owned by the Province but also by the City/Regency, the autonomy of DKI Jakarta is only placed at the Provincial level (1 tier). The unknown City/Regency DPRD (Regional People's Representative Assembly) as the same case with other regions outside Jakarta, is one of the backgrounds for the formation of the

Village Council in Jakarta to link the aspirations of citizens to public policy. Thus, Citizens' representation is not only politically in the Provincial DPRD as a representative institution for Jakarta citizens, but also through the formation of the City Council and Village Council as a medium of reciprocal communication between citizens and the government at the Municipality/Administrative and District level. In Regional Regulation Number 5 of 2000, it is even emphasized about the position of the Village Council as a vehicle for citizen participation and the manifestation of democracy in the Village level.

Seen from the legal formal side, uncertainty is evident from the drafters of these laws and regulations. On one hand, they place the Village Council as a manifestation of the substance of democratic life at the village level with a consequence of having an independent position and is not part of the government. However, on the other hand, they emphasize the function of "helping". It can be interpreted as the half-heartedness of the government of providing the position of Village Council to mediate and strive for the interests of the village community. There is an impression that the relationship between citizens and the government in terms of public policy is asymmetrical, where citizens are still heard, but the government is the one that understands its citizens' interests best. It seems that it remains an impression of the contents of the Law and Local Regulation regulating the Village Council, where the primary role at the village level is still played by the Village Government only and the Village Council is just "lucky" to play as a supporting player or even an extra in the village governance drama.

In brief, the contents of the Law and Local Regulation substantially relating to the Village Council have demonstrated a desire to place the Village Council as a

medium functioning to mediate and strive for the interests of citizens at the village level. However, on the other hand, several articles are ambiguous and even paradoxical regarding the position, duties, and authority of the Village Council and its relationship with the Village Government. In this legal formal setting, this is the representation of the Village Council.

Village Council in Practice: Election Process of Village Council Members

Normatively, the recruitment process for Village Council members is regulated in Local Regulation Number 5 of 2000 and Governor's Decree of DKI Jakarta Province Number 3 of 2001 concerning Procedures and Completeness of Implementation of Election of the Village Council Members. The service period for the Village Council is 5 (five) years and ends when the new Village Council members take an oath or promise. Village Council Members who have ended their service period can be re-elected for the next period. Meanwhile, the service period of the head of the Village Council is 2 (two) years and can be re-elected.

In practice, the selection process for Village Council members in South Cipinang Besar Village is also conducted step in step starting from RT to RW. In this village, there are 10 RWs and 126 RTs, so the number of Village Council members chosen is 10 people representing each RW. The impression following observation of the selection process for Village Council members is that normative rules stipulated in regulations tend to be formal rules. It means that formally, all normative rules are obeyed as evidenced by minutes of deliberation, but actually, what is called RT or RT deliberation is nothing more than elitist deliberations. Therefore, the results of the election of Village Council members can already be suspected as an elitist product, which indicates potential with the large level of exclusion of citizens from the

selection process of Village Council members who are expected to voice the citizens' interests.

The Works of Village Council

During the research observation, there was no discussion or conversation among the Village Council members regarding the interests of the community. In fact, the office becomes a meeting and chatting place for of the Village Council members and citizens who stay in the village office daily, including village cadres and scalpers for the administration of village services (e.g., identity card (KTP), letter statement from the village headman, and the like). Interestingly, citizens who lived in front of or around the Village Council never visit this Village Council office.

In performing its work, the Village Council is divided into three areas of activity, including the Field of Peace and Order, the Field of Government, and the Field of Social, Economy, and Development. In reality, not much is performed by each of these fields. The actual depiction of the work of the Village Council in South Cipinang Besar is more reactive and places its position as a companion to the Village Government, except in the case of PPMK, which obviously becomes the "lots" of PPMK. PPMK also became the driving force for Village Council activities. Further, a clear strategy is not seemed to use by the Village Council to encourage citizens' participation.

Relationship Between Organizations: Village Council versus Village Government

The first answer that emerges from both the Village Government and the Village Council about the relationship between them is a partnership that reflects an equal position. In interpreting the relationship that occurs between them, each party considers it "complementary".

In practice, the Village Council is not considered as a monolithic actor of the community by the Village Government. In some village activities, the Village Council is like other institutional actors of the community as seen by the Village Government. What was striking was that when the Musrenbang in the Village Level was held, the voice of the Village Council was treated the same as that of other institutions such as RW, PKK, and Youth Organization. This can be explained by the imbalance between the two in controlling resources. Generally, the Village Council lost in everything compared to the Village Government, especially in terms of authority, legitimacy, financial, and information resources.

With the construction of such a relationship, inequality of the interaction between the Village Council and the Village Government is obvious. One of the most potential efforts made by the Village Council to minimize the dependence level on the Village Government is starting to develop close connections to the community and build strong social legitimacy from them. However, it is not easy to realize because the connection between the Village Council and its citizens is disconnected at the RT level. Although the Village Council claims to be a bridge of community, in reality, it needs another bridge to reach the community.

Relationship Quality of Village Council and Community

The position of the Village Council seems to be squeezed, where legally, its formal legitimacy is as a half-hearted institution to channel the community, while socially, on the other hand, its legitimacy as a community's media is increasingly eroded. Therefore, it can be assumed that the quality of the relationship between the Village Council and the community is not as expected. The quality of the relationship between them is

a reflection of the role of the Village Council. Hypothetically, the unclear role of the Village Council has the potential to erode the quality of the relationship.

The results of the survey regarding the quality of the relationship between Village Council and the Citizens which is measured quantitatively based on indicators of trust, commitment, and satisfaction of citizens towards their relationship with the Village Council show an expected result. The average value of the count below the medium level shows that the quality of the relationship is quite low both overall and per indicator, including satisfaction, trust, and commitment. However, this has been expected because of the quality of the relationship between the Village Council and Citizens is determined also by how the Village Council plays its role. The ambiguous role of the Village Council and sporadic institutional practices that even brought the Village Council "away" from its position as a bridge of citizens' aspirations to become a "broker" of PPMK. In fact, the Village Council does not have enough capacity to manage the program. Consequently, the work of the Village Council in practice tends to keep this institution away from the community, except those who are directly related to PPMK, which is not much in quantity too.

The impression of the distance between the Village Council and Citizens in the field is shown by the ease of finding citizens who do not know about the Village Council, its members, and its activity has been done rather than finding those who are aware of the Village Council. This indicates the poor quality of the relationship of the Village Council with Citizens. With the low-quality level of the Village Council-Citizens relationship, the Village Council faces an extremely difficult reality of being able to be a bridge to the aspirations of the community and claim to be a community's representation.

Community Empowerment Program for Villages (PPMK)

PPMK is a community empowering program that provides assistance to the community using the approach of Community Direct Assistance (BLM). The distribution utilizes community-based institutions at the RW and village level. The program is held to improve citizen participation through the stimulation of financial aid called PPMK funds.

The implementation process of PPMK is bottom-up from the RT to the RW level and then sent to the Village Council of South Cipinang Besar to be followed up in its implementation and realization. The amount of PPMK funds for one Village Council is the same in all areas of the East Jakarta City determined through the Community Empowerment Agency (BPM) of East Jakarta City. The APBD allocates the entire PPMK fund in all provinces and then distributes it to the municipality through BPM. Further, the funds are sent to Village Council in the same amount for each Village Council without considering the socioeconomic status of the community in the area concerned.

Implementation of development for the Physical Development Program generally includes cleaning facilities such as trash cans, waterways or water tunnels, roads, and bridges that connect residential areas, worship places, and temporary garbage dumps in RT or RW. Other physical facilities proposed to obtain funding from the Physical Development of PPMK are environmental safety and security facilities, such as security post and its supporting facilities.

Community's Participation in Physical Development of PPMK

Impressions about the small number of people participating in Physical Development activities of PPMK in this village are easily found. It is also easy to find citizens who are excluded from the

Physical Development activities of PPMK. Various factors encountered in the field, such as not knowing, never being told, not having time, being reluctant, and not seeing the benefits except spending the budget, as the reasons said by informants who were not involved.

Besides, the facts in the field show that it is easier to find citizens who are not involved with the Physical Development of PPMK compared to those involved. Based on the results of the survey conducted, it also provides a picture that is not much different. The participation index measured on a scale of 0.00 - 1.00 showed the average level of participation in this village of 0.1982, indicating very low participation. As seen per item, the lowest participation was in control access (0.0565) implementation (0.0737), decision making (0.0985), and the highest was in terms of enjoying benefits (0.4670).

This condition shows that the respondents did not establish communication with the management of the Village Council at the planning, implementation, and supervision stages of the program. There was no direct dialogue process between Village Council and community members to carry out a process of filtering the real needs that the citizens want to be fulfilled through the PPMK program. However, the respondents were aware of the existence of the implementation of community empowerment programs in their environment. Respondents had these perceptions, particularly in the form of implementing improvement programs for the environment, such as the improvement of waterways, construction of garbage dump, and construction of footpaths in their neighborhoods. Some respondents had perceived the benefits of the existence of these public facilities in their environment, although some other respondents did not know that these facilities were the result of the

implementation of the PPMK program that was carried out.

The Linkages between the Quality of the Relationship between Village Council and the Community with Participation

Although qualitatively, a linkage has been observed between the quality of the low relationship of Village Council-Citizens with low participation of the community in the Physical Development of PPMK, the following section will examine this linkage quantitatively. Accordingly, correlation and regression analysis are used.

Based on the results of correlation analysis, there is a significant relationship between the variable of quality of the Village Council-Citizens Relationship with the Degree of Citizens' Participation in the Physical Development of PPMK in Cipinang Besar Village. This is indicated by the correlation coefficient value of 0.670 with a significance value of 0.000 or still below the significance level of 0.05. It indicates that the quality of the Village Council-Citizens relationship is related to the degree of citizen participation. When Village Council can foster the relationship between Village Council and Citizens in this village well, it is hoped that citizen participation in programs run by Village Council—including PPMK—will increase, and vice versa.

If it is broken down in the correlation between each indicator of the quality of the Village Council-Citizens Relationship to the degree of Citizen Participation, it appears that the three indicators are related to the degree of Citizen Participation. Relationship satisfaction is an indicator that has the greatest linkage among the three indicators of the quality of this relationship in relation to the degree of citizen participation. Relationship satisfaction is related to the perception of the parties involved in a relationship to the ongoing relationship situation whether it is satisfactory or not, valuable or not, and useful or not. This indicates that the low

participation of citizens in the Physical Development of PPMK is closely related to the dissatisfaction of citizens of the quality of the relationship by the Village Council. It may be that the citizens feel that what Village Council has done is neither valuable nor useful.

Regression analysis also shows that the Quality of Village Council-Citizenship Relationships influences the degree of citizen participation. This means that the better the quality of the relationship between Village Council and Citizens, the greater the possibility of an increase in citizen participation. Likewise, the same results are shown as multiple regression analysis was carried out by including all indicators of the Quality of Relationships as predictors of the degree of participation. The regression results also show a strong influence of each indicator on the degree of citizen participation. The biggest predictor is Relationship Satisfaction. This indicates that the more satisfied citizens are with their relationship with Village Council, the greater the effect on increasing the degree of citizen participation.

Table 1. The Influence of the Quality of the Village Council-Citizens Relationship on Citizen Participation

Defining factors	Degree of Citizen Participation Beta coefficient (R ² = 0.686)
Quality of Village Council-Citizens Relationship	0.611
Trust	0.532
Commitment	0.433
Relationship Satisfaction	0.568

Notes: Significance < 0.05

Source: processed data, 2019

The case in this village is the low value of the quality of the Village Council-Citizens relationship followed by the low level of citizen participation. Based on the results of this regression, it can be

interpreted that any change in the quality of the Village Council-Citizens relationship will also affect the occurrence of changes in the level of citizen participation. If we look at the conditions of the low level of participation, it is necessary to improve citizen participation in terms of improving the quality of the Relationship of Village Council and Citizens. If there is no improvement in the quality of the relationship, then it can be predicted that citizen participation will remain in poor condition. Regarding the changes need to be made, then the results of this regression can only be interpreted as being limited to changes in the form of improvement in the Quality of Relationships between Village Council and Citizens which specifically means improvements in relationship satisfaction, community trust in the Village Council, and improving citizens' perceptions of the commitment of the Village Council. Yet, regarding the efforts that need to be done, this quantitative study has limitations to provide further interpretation.

However, from previous qualitative studies, it can be seen that this change in the sense of improving the Quality of Relationships between Village Council and Citizens is not easy to do because it is not limited to changes that can be made by the Village Council itself. It is said so because the problem concerns the basic issues of the position of the Village Council itself, which are the legal formal construction of the Village Council and the context of the existence of the Village Council in the government system that still places the government as a single actor so that the potential to bring the Village Council into a citizen institution is co-opted by the structure government, and not become an autonomous citizen organization that has an equal position with the government (village).

Discussion

This study aims to analyze how community-based organizations formed by the government, in this case, the Village Council, work, primarily to encourage citizen participation. In general, the results of the study showed that the existence of this organization was unable to encourage citizen participation. This is due to the organization's design, compared to other aspects such as social and cultural community. Based on legal formal rules, it is designed as an ambiguous organization, on one side as a Village Government partner, and the other hand as a Village Government assistant. This study reinforces the finding that organizational design has a role in determining whether an organization can work as required (Starbuck and Nystrom, 1981; Lega, 2007; Grafton, Abernethy and Lillis, 2011).

As the Village Council was formed to mediate the interests of the community with the Village Government, the Village Government should view this organization as an organization that has the power to force the government to perform an activity in the interests of the urban community. Instead, the Village Government places it as an entity like other entities under the village office such as RW, PKK, and Youth Organization. This reinforces the findings in previous studies that without political will and government approval, community-based organizations cannot influence or even educate the public (Weatherford, 1987; Anomsari, 2015; Kapoutsis *et al.*, 2017; Antoniadis and Haan, 2019).

The research also found that the Village Council did not have a major contribution as a bridge between the community and the Village Government. It also strengthens previous research that community-based organizations formed by the government failed to activate citizen participation and community empowerment. On the other hand, the Village Council as an organization formed by the government which in this case has failed to fulfill its

nature as a channel for community aspirations, as found in this study, is due to its ambiguous nature. This is consistent with previous research stating that community-based organizations formed by governments are incompatible with Asian characteristics and traditions. The primary criticism is that such organizations do not include the critical and specific realities of Asian civil society (Rafique and Khoo, 2018).

If the qualitative analysis is emphasized more on organizational design as a factor that becomes a scapegoat in why this organization does not work, the quantitative analysis, by examining the quality of the relationship of Village Council and citizens with citizen participation, found that the low level of citizen participation was due to the quality of the relationship established by the Village Council. The primary factor is because in establishing its relationship with the community, the Village Council was still hampered by citizens association (RW). This supports the results of previous research on the importance of building good communication to increase public participation (Thomas and Streib, 2003; Avery and Graham, 2013).

CONCLUSION

The main conclusions that can be drawn from this research are, first, this study shows how the construction of the Village Council reflects the construction of fully responsible community organizations. As a result, the Village Council is unable to play its role as a bridge of community interests, even worse can threaten the social legitimacy of the Village Council itself. In the legal framework, the role of the Village Council is ambiguous. On the one hand, it is a partner of the Village Government, while on the other hand, it is a “helper” of the Village Government. The role as a partner is shackled by the authority that is not explicitly given, even

mandated to be discussed with the Village Government’s “partner”. This indicates that the relationship is unbalanced, where the Village Council is practically not an autonomous citizen institution.

Second, in the Village Council’s practical work, the role played was more subordinate to the Village Government. The absence of resources and dependence on the Village Government makes the Village Council play almost no role in realizing good governance at the village level. In reality, the Village Council became a “broker” of PPMK by managing the program without sufficient capacity offset. As a result, the Village Council is trapped as the manager of the PPMK program and is increasingly moving away from its role as a bridge for the interests of the citizens. The deception of the Village Council in this situation is also caused by the accountability mechanism which is only one-way to the regional government as the donor of the funds which must be accounted for. Meanwhile, the mechanism of accountability to the community does not occur, particularly the inactivity of RT/RW community forums (FMRT/W) at the RT/RW level.

Third, the consequences of an all-responsible role resulted in the quality of the Village Council-citizens relationship also showing poor conditions. Relationship and trust quality factors are the worst aspects of the Quality of Relationship between Village Councils and Citizens. The poor quality of the Village Council-citizens relationship is increasingly apparent from the low level of citizen participation in the Physical Development of PPMK, which is driven by the Village Council. Village Council failed to mobilize citizens to get involved in the program.

The implication shown by this study is that the existence of citizen organizations does not necessarily result in a higher degree of participation. The ability of organizations to establish quality

relationships with citizens is a significant determining factor for inviting citizens to participate. However, this ability alone is not enough because the context of the existence of citizen organizations also determines the ability of citizen organizations to play their role. The context concerned is the construction of legal formal and the construction of relationships that are built between citizen organizations with the arena of policymaking.

This section presents the conclusions of the results of the study and if necessary can add implications, limitations and suggestions. Conclusions are not summaries, but present the substance of meaning. Conclusions also need to explain knowledge gaps that have been filled in by research, and also feedback on research findings with the theory used. Written in only one paragraph.

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