



International Journal of Public Law and Policy

ISSN online: 2044-7671 - ISSN print: 2044-7663

<https://www.inderscience.com/ijplap>

The good governance of community development based on hamlet system: a case study in Condongcatur village, Indonesia

Nuryanto, Sugiyanto, Darusalam

DOI: [10.1504/IJPLAP.2023.10061166](https://doi.org/10.1504/IJPLAP.2023.10061166)

Article History:

Received:	22 June 2023
Last revised:	15 August 2023
Accepted:	16 August 2023
Published online:	16 December 2024

The good governance of community development based on hamlet system: a case study in Condongcatur village, Indonesia

Nuryanto and Sugiyanto*

Magister Ilmu Ilmu Pemerintahan,
Sekolah Tinggi Pembangunan Masyarakat Desa 'APMD',
Jl. Timoho 317 Yogyakarta, 55225, Indonesia
Email: bimoajicv@gmail.com
Email: probosugiyanto@gmail.com

*Corresponding author

Darusalam

Accounting Research Institute-HICoE,
Universiti Teknologi MARA,
Malaysia
Email: darusalam@uitm.edu.my

Abstract: This research emphasises the understanding of the good governance of Condongcatur village as the first village in Indonesia that led to successful Hamlet-based community development. This study was conducted by qualitative approach research as well as data collected by literature study, observation, and interviews. Primary and secondary data are integrated into the content analysis. Data validity was assessed using credibility, transferability, and conformability tests. The case studies were conducted in Condongcatur village. The results showed that the policies were very effective, efficient, and right on target because the focus of development was adjusted to the needs of the community at the Hamlet level. The constraints of each Hamlet were various levels of knowledge, the program, implementation accuracy, and accountability. This study has captured the best practice of Hamlet-based community development in Condongcatur village that might be adopted and implemented in other regions in Indonesia.

Keywords: good governance; community development; hamlet system; public policy; Indonesia.

Reference to this paper should be made as follows: Nuryanto, Sugiyanto and Darusalam (2025) 'The good governance of community development based on hamlet system: a case study in Condongcatur village, Indonesia', *Int. J. Public Law and Policy*, Vol. 11, No. 1, pp.52–65.

Biographical notes: Nuryanto is currently pursuing his Master's in Public Administration at the APMD School of Community Development in Yogyakarta. He resides at Jl. Sukoharjo No. 131, Gejayan, Condongcatur, Sleman, and works as a Hamlet's Staff in Condongcatur village. He completed his Bachelor's in Guidance and Counseling from Universitas PGRI Yogyakarta in 2017. In August 2023, he published a paper titled 'Open leadership model in development based on citizenship in Condongcatur Kalurahan' in the *International Journal of Social Science*.

Sugiyanto is a professional educator. He serves as a Lecturer at the APMD School of Community Development in Yogyakarta. His academic journey includes a Bachelor's in Sociology, Master's in Agribusiness Management, and PhD in Economics with a focus on Human Resource Management. Over the last five years, he has contributed significantly to academia with two Scopus-indexed papers and nine nationally accredited publications, solidifying his reputation as an expert in his field.

Darusalam is a versatile scholar with a diverse educational background. His Bachelor degree in Information Technology obtained from the University of Bina Darma, Palembang-Indonesia in 2007, followed by an MSc in Computer Science from the University of South Australia in 2011. In 2021, he achieved a PhD in Financial Criminology from Universiti Teknologi MARA, Malaysia. His research spans various social science domains, including ICT development, globalisation, socioeconomic factors, quality of governance, and corruption control. He is currently engaged in research related to open government data information digitalisation, governance quality, and corruption control in ASEAN countries.

1 Introduction

Good governance plays a vital role in fostering sustainable development within communities (UN OHCHR, 2023). In the pursuit of effective governance, various systems have been proposed and implemented throughout history (Andrews, 2008). Good governance is characterised by transparent decision-making processes, accountability, rule of law, participation, and effective service delivery. It encompasses principles of fairness, equity, and inclusivity, aiming to empower communities and promote their overall well-being (Hooghe et al., 2016). In community development, good governance is crucial for ensuring the efficient allocation of resources, equitable distribution of benefits, and sustainable growth (OECD, 2016).

One of the key aspects of community development is the establishment of local self-governance units known as Hamlets (Wikantiyoso et al., 2021). The Hamlets comprise a small group of families or households and provide a platform for community members to voice their concerns, participate in decision-making, and contribute to the development agenda. Each Hamlet elects its leaders who act as representatives and liaisons between the community and higher levels of government.

The Hamlet System offers several potential benefits for community development (Zubaidah and Lubis, 2018). Firstly, it fosters a sense of ownership and responsibility among community members, as they actively participate in decision-making processes and take pride in shaping their future. This empowerment leads to increased social cohesion and collective action, enabling communities to address local challenges effectively. Secondly, the decentralised nature of the Hamlet System ensures that decision-making is closer to the people, allowing for a better understanding of local needs and priorities. This localisation of governance promotes targeted and context-specific development initiatives, resulting in more efficient resource allocation and service delivery (Burhanuddin and Kehik, 2018). Furthermore, the Hamlet System encourages leadership development at the grassroots level, nurturing a pool of capable and accountable individuals who can represent the interests of their communities. This

strengthens the overall governance structure and enhances the community's ability to engage with higher levels of government and other stakeholders (Putri, 2020). Implementation of the Hamlet system may face resistance from traditional power structures and bureaucratic inertia, requiring careful planning, awareness campaigns, and capacity building. Additionally, the scalability of the system needs to be evaluated, as larger communities may require adaptations and modifications (Zuhdi et al., 2020). After two years, the adaptation plans will need to be monitored and evaluated to identify which adaptation measures were performed, the success of the actions in increasing community resilience, and future actions to move forward (Basel et al., 2020). Ensuring the inclusivity and representation of marginalised groups, such as women, minorities, and vulnerable populations, is crucial in the Hamlet System. Special attention must be given to avoid reinforcing existing power imbalances and to provide equal opportunities for all community members to participate and benefit from development initiatives (Wikantiyoso et al., 2021). New initiatives to support rural development should differentiate between diverse social innovation dynamics, critically assess the benefits for each community, and, in any case, be more adaptable and available to public, corporate, and civil society players alike (Martens et al., 2020).

In Indonesia, Hamlet is often named 'Rukun Warga' or RW which consisted of several neighbourhood units or 'Rukun Tetangga' (RT) (Zuhdi et al., 2020). Padukuhan, hamlet and neighbourhood are administrative divisions in the Indonesian community system under the Kalurahan or Village. Administratively, padukuhan governance is synonymous with dusun or banjar or village pillars or village children, all of which are part of a village or kalurahan Padukuhan, dusun, banjar, and village pillars are the basis of the social community (Argosangad, 2021).

As a preliminary study, we interviewed and discussed with people and stakeholders in Condongcatur village, the fact was that the previous system namely Padukuhan-based development implemented in Condongcatur village was considered less effective. The ineffectiveness was due to several factors:

- 1 One padukuhan has an average of 3–4 RWs, and each RWs oversees 3–4 RTs so that the aspirations of the community are less accommodated.
- 2 The weakness of padukuhan-based development is that the progress process is slow because each development project is only concentrated at one point in the RW area, and the community determines the dukuh level, if each padukuhan has 4 RWs, the waiting period for other RW to carry out the development takes four years.
- 3 Through the political approach of padukuhan-based development practices, there are RW areas that receive less attention from the head of dukuh, if the RW area at the time of the head of dukuh election does not provide support for votes.
- 4 If there are members of the community who are antipathy because of differences in principles with the head of dukuh, it will have a widespread negative impact because the working period of the head of dukuh is up to 60 years.

Recently, the Condongcatur village government policy uses a bottom-up approach, which is planned based on the needs of the community and the government is only a facilitator. This approach is an effort to involve all stakeholders in development planning as well as joint decisions and encourages participation of the community (Gargano, 2021). This kind of deliberation process will lead to the realisation of democratic decentralisation

(Pimbert, 2001). The concept of democracy with the involvement of citizens in the process of public policies as well as the policy-making process is aimed at realising the public interest (Wahyudi, 2016). These concepts have been implemented in the Condongcatur village, especially in the implementation of the development based on RW because all policies are aimed at realising the interests of the community.

The implementation of the development based on RW under Government Regulation Number 101 about The Education and Training for Civil Servants Year 2000 with the ultimate goal achievement has increased community development and welfare. The leadership model of the Condongcatur Lurah in the development policies based on RW has coordinated social welfare interests through various social institutions for the community (Sugiyanto et al., 2020). The Lurah's actions are based on the authority to regulate, provide recommendations, advocate and strengthen the existence of RW. The practice of organising, coordinating, advocating and strengthening RW according to Max Weber's theory of authority, thus obtaining a village identity that is distinctive and differentiated from other villages. The policy of Condongcatur village to establish development based on RW is the first in Indonesia. Besides, the development based on RW in other regions has been implemented, such as in Pekanbaru City, the development based on RW under Pekanbaru Mayor Regulation Number 44, 2014 concerning the development based on RW in Pekanbaru City (Zuhdi et al., 2020). Additionally, the implementation of RW in Cirebon City was conducted under Mayor Regulation No. 29 of 2011 concerning Technical Guidelines for Physical and Non-Physical Development Assistance in villages for Hamlet (RW), Hamlet (RW) Operational Assistance, neighbourhood (RT) Assistance and other Organizational Social Assistance for Community Empowerment Institutions (Aziz et al., 2021).

The Condongcatur village head's courage in making development policies based on RW needs to be studied for its governance. It is aimed for being more effective and efficient and able to accommodate wider community aspirations, then the policy needs to be emulated and disseminated to village heads throughout Indonesia. It is because several studies that focus on the development and/or empowerment of RWs have been less effective and have been conducted by several researchers (Burhanuddin and Kehik, 2018; Zubaidah and Lubis, 2018; Putri, 2020; Zuhdi et al., 2020). These studies were conducted in Pekanbaru City, the causal factor lies in the quality of human resources, so they need technical guidance from the Pekanbaru City Government, on the other hand, several programs have not been integrated into the potential of local wisdom. RW-based research has a positive value conducted research in Cirebon City (Aziz et al., 2021) as well as RT-based development could implement the spirit of good governance at the grassroots level in West Sumbawa (Wahyudi, 2016).

In this research, we will focus on the good governance of the RW development based in the Condongcatur village under Regulation of the Republic of Indonesia No. 101 in the Year 2000. The deepened implementation, inhibition and driven factors of RW-based community development have also been reported.

2 Materials and method

The research used a single case study qualitative approach because case study research is more concerned with social situations including places, actors and activities (Creswell, 2009). About 15 informants were determined using a purposive sampling technique

including the Head of Condongcatur village and stakeholders. The information gathered was purposive and turned out to be unique experiential evidence.

The data were collected through observation techniques, interviews and documentation studies. Primary and secondary data were integrated into content analysis following Creswell's (2009) pattern. To ensure the validity and reliability of the research results, the research's data were tested in three stages. Firstly, the credibility test by triangulating sources, time, results and methods. Secondly, transferability evaluation by external parties, namely fellow researchers in the same area with different themes. Finally, the conformability test with the Lurah of Condongcatur village and stakeholders by following the real situations (Sugiyanto, 2022).

3 Results and discussion

3.1 The governance development practice

Based on the self-evaluation by the village government together with Condongcatur community stakeholders, the previous padukuhan-based development was less effective, so later then the Condongcatur village made a development policy based on Hamlet or RW. The development policy-based RW is outlined in the Attachment of Condongcatur village Regulation Number 06, 2021 concerning the Strategic Thinking Framework of the Condongcatur village Mid-Term Development Plan Year 2021. Development in the Condongcatur village was downgraded to the development, based RW then the dukuh's task is to coordinate development in their respective padukuhan, while the head of RWs is responsible for development or activities in their area. This is to prove that the Condongcatur village is more advanced, dignified, transparent and excellent service for all levels of society. Condongcatur Lurah's policy shows creativity and innovation. In the implementation of community development based on RW in the Condongcatur village, it is not necessarily that the RW is free to do anything, but the village has provided signs that have been agreed upon and contained in the Condongcatur village work plan covering five (5) fields. The five fields include:

- 1 the field of administration of the village government
- 2 the field of implementation of village development
- 3 the field of community development
- 4 the field of community empowerment
- 5 the field of disaster, emergency and urgent management.

The strength of the innovation is vital for the sustainability of village innovations. Village innovation and village community engagement have an overall impact on village community independence and environmental sustainability (Abdillah et al., 2022).

According to a previous study, perceived neutrality is a new contextual attribute that supports network building and collective leadership in social innovation (Vercher, 2022). The governance of the development based on RW in the Condongcatur village positions the dukuh as the project manager at the RW level so that the dukuh has the duty and responsibility of overseeing the planning, implementation and accountability processes. According to the statement by the Lurah of Condongcatur, the placement of the dukuh as

a manager will avoid financial irregularities because the dukuh is responsible for, but the dukuh does not carry and does not manage development money so that it can reduce the risk of irregularities. If there are financial irregularities at the RW level, not at the padukuhan level, it will be easier to resolve it because the scope is smaller. The statement from the Lurah of Condongcatur village is in line with Shihab (2014) which suggested the need for mindset changes and thinking about financial security. In addition, the shifting mindset towards good corporate governance will support transparent, efficient, democratic, objective, and professional public service (Rizaldy and Sugiyanto, 2022). An approach to Community-led Local Development revealed that the implementation system reflects distinct socioeconomic dynamics as well as various perspectives on local and/or rural development (Pollermann et al., 2020).

The indicator and implementation of the good corporate governance practices of RW-based in Condongcatur village are presented in Table 1.

Table 1 Good corporate governance practices of the development based on RW in Condongcatur village

<i>GCG indicator</i>	<i>Implementation</i>
Transparency	The RW's administrator must be honest and open to all stakeholders so that all stakeholders can access starting from the planning, implementation, evaluation and maintenance of development results.
Accountability	The RW's administrator carries out the obligation to be accountable for the development process to the Dukuh, Village and the community.
Responsibility	The RW's administrator in carrying out the development prioritises aspects of speed, accuracy, convenience and fairness to provide quality services to the community.
Independence	The RW's administrator holds the principle of independence which is free to stand alone/independent, neutral, not dependent on other parties and does not to close other parties from participating so that the opportunities for citizen participation as very wide.
Fairness	Development is carried out honestly and feasibly, meaning that each neighbourhood (RT) has the opportunity to fulfil development needs in a short frequency, because each RW has an average of 3-4 RW, thus the waiting period for development is 3 years at most.

Source: Primary data 2023

3.1.1 Transparency

Transparency is the openness to providing related information to public resource management activities. Transparency in the management of assets and development programs will increase community participation and willingness to assist with personnel, ideas and donations or other assistance because there is clarity in resource management, especially financial management (Jatmiko and Lestiawan, 2016). In Condongcatur village, transparency starts with accommodating the ideas and aspirations of the community. After obtaining stakeholder agreement at the RW level, it is determined to be an RW-development program that has been selected and arranged based on needs and priorities. The results of the selection at the RW level and the ideas and aspirations of the community were used as proposals for the RW development programs at the Padukuhan level deliberation. Decision making in the Padukuhan deliberation, all stakeholders have access to find out what programs are agreed upon in the Padukuhan deliberation that will

be implemented in each RW. Likewise, the necessary resources, financial sources, financial use, and financial reports are ready to be audited by the public and external parties. In this research, we also found that the implementation is not only focused on the development of physical infrastructure facilities, but development in a broad context, such as increasing the capacity of RW, RT, youth organisations, PKK RW, health, education, culture, economy and inclusion activities such as disability, elderly, early childhood, and women's empowerment. To this end, we identify that social innovation and bottom-up governance need collaboration to promote regional social-ecological development (Pulpon and Ruiz, 2020). A perceived increase in collaboration inside the village, as well as unique kinds of engagement with the local administration, were also significant, but only when supported by tangible outcomes (Ubels et al., 2022). More flexible, inclusive, transparent, and efficient community development will be made possible by power-sharing and participatory decision-making (Castro-Arce and Vanclay, 2020).

3.1.2 Accountability

European Commission (OECD, 2016) described that accountability means the transparency of the policy and the identification of entities responsible for the implementation of individual activities (Guzal-Dec et al., 2020). In this case, the RW administrators carry out their responsibility for the implementation of development through the accountable media published periodically. Furthermore, accountability is divided into four types (Raba, 2020) as of:

- 1 Legal and regulatory accountability; related to ensuring compliance with laws and other regulations required in the use of public funding sources. To ensure the implementation of this type of accountability, it is necessary to carry out a compliance audit.
- 2 Process accountability; related to the procedures used in carrying out the task whether it is good enough. The practice of accountability in the Condongcatur village can be realised through the provision of services that are fast, responsive, and inexpensive.
- 3 Program accountability; related to balancing whether the goals set can be achieved properly, or whether the local government has considered alternative programs that can provide optimal results with minimal costs.
- 4 Policy accountability; related to the accountability of local government towards the BPD as a legislature and the wider community.

Based on Inclusive Growth policymaking, the budget's performance targets must match with the Key National Indicators determined during whole-of-government planning (OECD, 2016).

3.1.3 Responsibility

The quality of development and the development process that has been carried out by the RW must be accountable to the community because RW officials must provide the best possible service to the community. Finally, the principle of responsibility was reached

whereas the development process and services at the RW level could be carried out effectively and efficiently and provide economic and social benefits for both the wider community and the village government. A study by Tang et al. (2022) reported that The intrinsic motivation for rural inhabitants to participate in rural health governance is a sense of responsibility, which can increase their excitement and initiative while lowering the cost of mobilisation for rural managers. Based on this, rural grassroots governments can improve communication and exchanges between people, deepen their social interaction activities, and strengthen their emotional tied by hosting cultural activities, festivals, etc. Additionally, a focus on fostering a rural sense of civic duty and encouraging more of them to get involved in rural public life is essential (Castro-Arce and Vanclay, 2020).

3.1.4 Independence

Independence is a trait which administrators and the community at the RW level. Having an independent spirit which does not mean that they don't need the help of others but they can face and solve problems at the RW level characterised by a high level of self-help. Participation has an impact on influencing community members. They might be involved in the development process because they can think logically. Therefore citizens have their perspective by putting aside personal interests and avoiding conflicts of interest (Jatmiko and Lestiawan, 2016). A conflict of interest might be resolved professionally by presenting experts from elements of community members who received support from citizens. We found in Padukuhan Manggungsari that the majority of the community are busy office workers, the RW administrators took the attitude of solving it at the padukuhan level, and as a result, the development can be accommodated up to 80%.

3.1.5 Fairness

Fairness is an adjective that has four meanings, namely: honesty, appropriateness, fairness and justice (Andrews, 2008). In the practice of the development based on RW in Condongcatur village, this principle is upheld by the RW administrators as evidenced by the treatment and granting fair rights to all stakeholders under Condongcatur village Regulation Number 06 of 2021 concerning the Strategic Thinking Framework for the Condongcatur village Mid-Term Development Plan. The impact of implementing the principle of fairness can be a driving factor that can monitor and guarantee fair treatment among various interests in society (Guzal-Dec et al., 2020). The implementation of this principle can prevent and prohibit the occurrence of despicable practices carried out by RW administrators in running the development mandate in their area, so that other parties, especially the community, have an increased and stronger level of trust. During the two years of the development based on RW, we observed that there was no deviation of authority or budget irregularities. The community's trust is strong because all development programs go through the padukuhan deliberation mechanism or namely by 'musduk' which is attended by village administrators, BPK, LPMD, village assistants, sub-district and other social organisations such as disabled groups, PKK dusun, PKK RW and RT, KWT, and religious and cultural leaders. Furthermore, the results of the musduk are brought to the village level for approval. Thus, all elements of the village government and community organisations at the RW level support the development program that

becomes the RW development project. So, if there is a mistake in the development project, it's not the dukuh's fault, but a joint fault and the village assistant has the right and obligation to straighten out if there are irregularities and the like, but for the past two years, there have been no irregularities.

3.2 Differences of implementation

Considering the Special Region of Yogyakarta, community development based on RW has just begun in Condongcatur village. We have searched the community development based on RW nationally. We found that the city of Cirebon, West Java Province (Aziz et al., 2021) and the City of Pekanbaru, Riau Province (Zubaidah and Lubis, 2018) have implemented RW systems but in different forms. The differences between the implementation of the development based on RW in Condongcatur village and other regions are enriched by secondary data from previous research and regional head policies. The policies and government in multi-level governance partnerships, and efforts to mobilise communities frequently rely on formal community organisations to represent the community (Dinnie and Fischer, 2020). The economic challenges, demographic realities, and socio and political structures might be the main factors that differing good governance implementation in each region (Andrews, 2008).

Table 2 Differences in implementation compared with other regions

<i>Indicator</i>	<i>Region</i>		
	<i>Condongcatur, Yogyakarta</i>	<i>Cirebon, West Java</i>	<i>Pekanbaru, Riau</i>
Idea	Bottom-up, from community to Lurah	Top-down, Mayor's program	Top-down, Mayor's program
Legal and policy	Condongcatur Village, Regulation No. 06 of 2021 About the Strategic Thinking Framework of the Condongcatur Village Mid-Term Development Plan, 2021.	Regional Head's legal umbrella: Mayor's Regulation No. 29 of 2011 about Technical Guidelines for Physical and Non-Physical Development Assistance in Kelurahan for Hamlet (RW), 2011.	The legal umbrella of Regional Head Pekanbaru City: Regulation No. 12 of 2002 concerning RT/RW, 2002. Pekanbaru Mayor Regulation No. 44 of 2014 about PMB RW Pekanbaru City, 2014. Regional Regulation No. 5 of 2016 about Community Empowerment, 2016.
Organisation	Initially, it was planned in several stages, but the level of participation was high and the lurah was able to optimise the village's income then the implementation was conducted simultaneously.	Simultaneously using APBD budget and other legal sources.	Simultaneously using APBD budget and other legal sources.

Table 2 Differences in implementation compared with other regions (continued)

<i>Indicator</i>	<i>Region</i>		
	<i>Condongcatur, Yogyakarta</i>	<i>Cirebon, West Java</i>	<i>Pekanbaru, Riau</i>
PMBRW focus	Determined from the bottom, so that the results can be seen, read and felt by the people at the bottom.	Determined from the above with focuses on five sectors: 1 Services 2 Development 3 Plantation 4 Livestock/agriculture 5 Health	Determined from the top of Tridayaya; Social, Economic, and Environmental Empowerment. Began in Tenayan Sub-district in 2014.
Budget amount per year	IDR 40.000.000,-	IDR 50.000.000,-	IDR 50.000.000,-

The development-based RW as presented above has implemented the principles of good governance. We found that all regions can maintain continuity and sustainability, can bring services closer and decentralise authority, can provide equal opportunities to the community, both men and women, young and old, and people with disabilities. Especially in the Condongcatur village because due to the high community participation, the development-based RW can be practised efficiently without reducing quality. This is proof that the development-based RW could strengthen the community and provide security guarantees because of transparency and accountability (OECD, 2016).

3.3 Inhibition and driven factors

3.3.1 Condongcatur village

The driven factors include the agreement of the stakeholders of the Condongcatur village by accepting and implementing Condongcatur Village Regulation Number 06 of 2021 concerning the Strategic Thinking Framework for the Condongcatur Village Mid-Term Development Plan and the high level of community participation so that development can be carried out efficiently. The inhibition factors found were the level of knowledge of the RW administrators and the community varied. Whereas the knowledge and power networks at various levels of the social hierarchy are key components of good governance (Knieć and Goszczyński, 2022). Therefore the planning, implementation and financial accountability stages also varied.

Moreover, few problems were found due to human resources factors. From the aspect of the development programs, some RWs have completed development and empowerment in the form of training, referrals, and additional business capital. Some heads of RWs thought that their rights were fully determined by RWs that do not yet understand the vision and mission of the village. These misunderstandings might lead to miscommunication in governing the RW-based system (Zubaidah and Lubis, 2018).

3.3.2 Cirebon City

The driving factors of the development-based RW in Cirebon City include a strong legal umbrella as outlined in Mayor's Regulation Number 29 of 2011 about Technical Guidelines for Physical and Non-Physical Development Assistance in Kelurahan for hamlet (RW); Neighbourhood Association assistance and other organisations' social assistance; a public service portal as a channel for aspirations and seeking public information; the character of a society that is tolerant and harmonious and respecting each other. While the inhibition factors of the bureaucracy are evidenced by the protection of the local government, communication and social inequality factors (Aziz et al., 2021).

3.3.3 Pekanbaru City

The driving factors of the development-based RW in Pekanbaru City were due to adequate resources; the legal umbrella as outlined in the Pekanbaru City Regional Regulation Number 12, 2002 concerning RT/RW; Pekanbaru City Mayor regulations Number 44, 2014 concerning PMB RW Pekanbaru City, and Regional Regulation Number 5, 2016 concerning Community Empowerment. Considering the diverse educational backgrounds of RW's heads, the Pekanbaru City government provided 128 Associate Human Resources. All RW development programs have had the support of lurah and sub-district heads. Meanwhile, the inhibition factors that exist include community understanding and less effective communication; lack of budget realisation, technical guidance factor and human resources of program implementors. As an example, the most dominant factors hindering the evaluation of the PMB RW programs in the Tampan sub-district, Pekanbaru City in 2018 are technical guidance factors and constraints on understanding practice and structures function properly (Zuhdi et al., 2020).

The impact of the development based on RW strengthens the position of RW as local social capital has very strong authority and power so that it can mobilise residents for various positive activities (Verdini, 2021). This attitude is an effort to place RW according to the mandate to train the community and help themselves through concrete actions such as education, training, health improvement, providing capital, information, employment, markets and other infrastructure facilities (Talgia, 2017). Observation of the community meetings at the RW level might sort community's problems. Thus, the classification and identification of problems based on the level of difficulty will make it easier for residents and stakeholders to formulate the policy model taken (Sgroi, 2022).

4 Conclusions

The governance of the development based on Hamlet (RW) was an integral part of the spirit of regional autonomy and good governance practices. Regardless of the advantages and disadvantages, we conclude that the development based on RW strongly depends on the active participation of the community in supporting the regional development process starting from the smallest locus. This condition showed a ladder of contribution in the development process which has been successfully interpreted. In this context, RW as a small locus can be empowered by the local government and become the spearhead of

development. The success of the development based on RW in the Condongcatur village can be described through a management map from input to impact, as follows:

- a the input of community participation tends to be active
- b the process involves all stakeholders at the level of community organisations in the RW area and can suppress irregularities or zero corruption
- c the output is more effective, the waiting period for RT in development projects is not long when compared to padukuhan or area-based development
- d the outcome can avoid conflict, strengthens local values through a culture of cooperation
- e the impact of residents in RW level living in harmony has an impact on increasing participation in material and non-material forms.

The development based on RW models, especially in the Condongcatur village, is an example of good practice that shall be recommended as a reference for other regions in order to realise a good governance communities.

References

- Abdillah, A. et al. (2022) 'Governance and quintuple helix innovation model: insights from the local government of East Luwu Regency, Indonesia', *Frontiers in Climate*, p.4, doi: 10.3389/fclim.2022.1012108.
- Andrews, M. (2008) *Good Government Means Different Things in Different Countries*, Cambridge, MA.
- Argosangad (2021) *Definisi RT, RW, Dusun, Lingkungan, Desa, dan Kelurahan* [online] <https://www.prodesae.com/2021/09/definisi-rt-rw-dusun-lingkungan-desa-dan-kelurahan.html> (accessed 9 September 2022).
- Aziz, A.Z.A., Udin, T.U.T. and Sumaya, P.S. (2021) *Pemberdayaan Berkelanjutan Pada Rukun Warga Perumahan Melalui Gotong Royong Di Era Pandemi*, doi: 10.13140/RG.2.2.29169.40807.
- Basel, B., Goby, G. and Johnson, J. (2020) 'Community-based adaptation to climate change in villages of Western Province, Solomon Islands', *Marine Pollution Bulletin*, May, Vol. 156, p.111266, Elsevier, doi: 10.1016/j.marpolbul.2020.111266.
- Burhanuddin, B. and Kehik, B.S. (2018) 'Evaluasi Program Pemberdayaan Masyarakat Miskin Pedesaan', *Moderat: Jurnal Ilmiah Ilmu Pemerintahan*, Vol. 3, No. 2, pp.19–22, doi: 10.32938/ag.v3i2.317.
- Castro-Arce, K. and Vanclay, F. (2020) 'Transformative social innovation for sustainable rural development: an analytical framework to assist community-based initiatives', *Journal of Rural Studies*, October, Vol. 74, pp.45–54, Elsevier, doi: 10.1016/j.jrurstud.2019.11.010.
- Creswell, J.W. (2009) *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*, SAGE Publication, Inc. SAGE Publication, Inc. doi: 10.1080/14675980902922143.
- Dinnie, E. and Fischer, A. (2020) 'The trouble with community: how 'sense of community' influences participation in formal, community-led organisations and rural governance', *Sociologia Ruralis*, Vol. 60, No. 1, pp.243–259, doi: 10.1111/soru.12273.
- Gargano, G. (2021) 'The bottom-up development model as a governance instrument for the rural areas. The cases of four local action groups (lags) in the united kingdom and in Italy', *Sustainability*, Vol. 13, No. 16, Switzerland, doi: 10.3390/su13169123.

- Guzal-Dec, D., Zbucki, L. and Kuś, A. (2020) 'Good governance in strategic planning of local development in rural and urban-rural gminas of the eastern peripheral voivodeships of Poland', *Bulletin of Geography. Socio-economic Series*, Vol. 50, No. 50, pp.101–112, doi: 10.2478/bog-2020-0035.
- Hooghe, L. et al. (2016) 'Five theses in regional government', Shanmugapriya (Ed.): *Community, Scale, and Regional Governance: A Postfunctionalist Theory of Governance*, Vol. 2.
- Jatmiko, B. and Lestiawan, H.Y. (2016) 'Good governance government and the effect on local government performance (survey on gunung kidul district government of Indonesia)', *International Journal of Applied Business and Economic Research*, Vol. 14, No. 14, pp.981–997.
- Knieć, W. and Goszczyński, W. (2022) 'Local horizons of governance. Social conditions for good governance in rural development in Poland', *European Countryside*, Vol. 14, No. 1, pp.27–50, doi: 10.2478/euco-2022-0002.
- Martens, K., Wolff, A. and Hanisch, M. (2020) 'Understanding social innovation processes in rural areas: empirical evidence from social enterprises in Germany', *Social Enterprise Journal*, Vol. 17, No. 2, pp.220–239, doi: 10.1108/SEJ-12-2019-0093.
- OECD (2016) *The Governance of Inclusive Growth*, doi: 10.1787/9789264265189-en.
- Pimbert, M. (2001) 'Reclaiming our right to power: some conditions for deliberative democracy 2 1', in *PLA Notes*, pp.81–84.
- Pollermann, K. et al. (2020) 'Leader as a European policy for rural development in a multilevel governance framework: a comparison of the implementation in France, Germany and Italy', *European Countryside*, Vol. 12, No. 2, pp.156–178, doi: 10.2478/euco-2020-0009.
- Pulpon, A.R.R. and Ruiz, M.d.C.C. (2020) 'Enhancing the territorial heritage of declining rural', *Land*, Vol. 9, No. 7, pp.1–24.
- Putri, R. (2020) 'Evaluasi Program Pemberdayaan Masyarakat Berbasis Rukun Warga (Pmbrw)', *Jurnal Kebijakan Publik*, Vol. 11, No. 2, p.63, doi: 10.31258/jkp.11.2.p.63-70.
- Raba, M. (2020) *AKUNTABILITAS: Konsep dan Implementasi*, UMMPress, Malang.
- Rizaldy, A. and Sugiyanto, S. (2022) 'Modernisasi Mindset Aparatur Sipil Negara Melalui Latsar Pelayanan Publik Di Pusat Pengembangan Sumber Daya Manusia Kementerian Dalam Negeri Regional Yogyakarta', *JCOMMENT (Journal of Community Empowerment)*, Vol. 3, No. 2, pp.117–125, doi: 10.55314/jcomment.v3i2.265.
- Sgroi, F. (2022) 'Evaluating of the sustainability of complex rural ecosystems during the transition from agricultural villages to tourist destinations and modern agri-food systems', *Journal of Agriculture and Food Research*, May, Vol. 9, p.100330, Elsevier B.V., doi: 10.1016/j.jafr.2022.100330.
- Shihab, H.J. (2014) 'Perubahan Mindset Aparatur Sipil Negara Terhadap Pelayanan Pada Umat', *Jurnal Kajian Islam Kontemporer*, Vol. 5, No. 2, pp.52–61.
- Sugiyanto (2022) 'Dampak Triangulasi Hasil terhadap Keberlanjutan Organisasi dalam penelitian Kualitatif Studi Kasus di LKS Hamba DIY', *Media Bina Ilmiah*, Vol. 16, No. 8, pp.1–23.
- Sugiyanto, Giawa, A. and Musoli (2020) 'Kepemimpinan Badan Koordinasi Kegiatan Kesejahteraan Sosial Versus Konsep Wewenang Max Weber', *EMPATI: Jurnal Ilmu Kesejahteraan Sosial*, Vol. 9, No. 1, pp.20–34, doi: 10.15408/empati.v9i1.15066.
- Talgia (2017) 'Proses Pemberdayaan Masyarakat Berbasis Rukun Warga (PMB RW) Di Kota Pekanbaru', *Jurnal Renaissance*, Vol. 2, No. 2, pp.177–183.
- Tang, J. et al. (2022) 'Social network, cognition and participation in rural health governance', *International Journal of Environmental Research and Public Health*, Vol. 19, No. 5, doi: 10.3390/ijerph19052862.
- Ubels, H., Haartsen, T. and Bock, B. (2022) 'Social innovation and community-focussed civic initiatives in the context of rural depopulation: for everybody by everybody? Project Ulrum 2034', *Journal of Rural Studies*, February, Vol. 93, pp.176–186, Elsevier, doi: 10.1016/j.jrurstud.2019.02.019.

- UN OHCHR (2023) *About Good Governance*, OHCHR official website [online] <https://www.ohchr.org/en/good-governance/about-good-governance> (accessed 3 February 2023).
- Vercher, N. (2022) 'The role of actors in social innovation in rural areas', *Land*, Vol. 11, No. 5, doi: 10.3390/land11050710.
- Verdini, G. (2021) 'Creative-led strategies for peripheral settlements and the uneasy transition towards sustainability', *International Planning Studies*, Vol. 26, No. 2, pp.149–164, Taylor & Francis, doi: 10.1080/13563475.2020.1779043.
- Wahyudi, J. (2016) 'Implementasi Pembangunan Berbasis Rukun Tetangga (PBRT): Pengalaman Tata Kelola Pemerintahan di Kabupaten Sumbawa Barat', *Government: Jurnal Ilmu Pemerintahan*, Vol. 9, No. 1, pp.1–10.
- Wikantiyoso, R. et al. (2021) 'Development of sustainable community-based tourism in Kampong Grangsil, Jambangan Village, Dampit District, Malang Regency', *International Review for Spatial Planning and Sustainable Development*, Vol. 9, No. 1, pp.64–77, doi: 10.14246/IRSPSD.9.1_64.
- Zubaidah, E. and Lubis, E.F. (2018) 'Implementasi Program Masyarakat Berbasis Rukun Warga (PMB-RW) Di Kelurahan Sidomulyo Barat Kecamatan Tampan Kota Pekanbaru', *Jurnal Wedana*, Vol. IV, No. 2, pp.568–580.
- Zuhdi, S., Ferizko, A. and Melinda, P. (2020) 'Penguatan Kelembagaan Rukun Tetangga Dan Rukun Warga (Rt/Rw) Di Kelurahan Rintis Kecamatan Lima Puluh Kota Pekanbaru', *Jurnal Manajemen Pelayanan Publik*, Vol. 3, No. 1, p.49, doi: 10.24198/jmpp.v3i1.23683.