

# The Implementation Model of Deliberative Democracy Based Public Sphere in the Child Friendly Integrated Public Sphere (RPTRA) in North Jakarta

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*Provincial Government of DKI Jakarta is making efforts to build public spheres to change the image of the city to a more humanized city by building a Child Friendly Integrated Public Sphere (RPTRA) as an effort to support Jakarta to be the City of Child Friendly. Although RPTRA is the result of a partnership between the government and the private sector, RPTRA development project remains a momentum to optimize and expand public spheres that are accessible and controlled directly by the public in DKI Jakarta. This research is aimed at mapping the implementation model of deliberative democracy based RPTRA. The location of this research is RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri which are located in North Jakarta Administration City. The research method used in this research is qualitative research by collecting information and data through direct observation, in-depth interview, and documentation, and also using literature study approach. The result of this research is the antithesis of RPTRA's current policy implementation practice which still has not made deliberative democracy as the basis of the whole implementation process of RPTRA development. Therefore, community involvement becomes an important input which should be taken seriously by the government from planning, development, management, to evaluation of RPTRA.*

## Introduction

Jakarta is a city that has a very dense population. Population and capital continue to grow every year. The latest data informed that residents in DKI Jakarta are calculated more than ten million people in 2014. Population density problem has overwhelmingly affected many other social issues, including public welfare. This is a shared responsibility for governments, especially the Provincial Government of

DKI Jakarta. In addition, the most immediate impact is the decrease of public space for people to live and socialize. Empirically, public space is getting decreased because the lands in Jakarta have been utilized for housing and business district development. Yet, communities need space that is used to gather, express and aspire. In this context, the Jakarta Provincial Government is currently making efforts to build the public sphere canals to

transform the city into a more community-friendly city.

The National Commission for Child Protection (*Komisi Nasional Perlindungan Anak*) stated that Jakarta is a city with the highest level of violence against children (www.tempo.com, 2015). This is clearly an irony for the life and future of the Indonesia capital city. Many cases relate to children are still being investigated, such as physical violence, child neglect, child exploitation, and even child rape. The Center of Integrated Women and Child Empowerment (P2TP2A) of DKI Jakarta has released the number of cases of violence against children which relatively increases per year.

Table 1. Number of Child Cases in DKI Jakarta Handled by P2TP2A

No	Year	Number of Child Cases
1	2011	251
2	2012	325
3	2013	468
4	2014	553
Total		1597

Source: P2TP2A DKI Jakarta, 2015

It should be admitted that there are many factors causing the rise of cases of violence against children in Jakarta, which are economic, social and regulation problems. Therefore, as one of the provinces appointed as the pilot project of the child-friendly cities development led by the Ministry of Women and Children's Empowerment (*Kementrian Pemberdayaan Perempuan dan Anak*), Jakarta needs to show strong commitment to actualize these ideas into concrete policy. RPTPA is expected to meet the 31 Indicators of child-friendly city development set by the Ministry of Women and Children's Empowerment. The commitment has already been firmly

demonstrated by the Provincial Government of DKI Jakarta by developing a Child Friendly Public Sphere (RPTRA) in many places in the region. There have been, at least 185 RPTRA inaugurated by the Provincial Government of DKI Jakarta since March 2017.

Jakarta Provincial Government initiative has turned into an interesting momentum in the midst of the increasing complexity of social problems caused by the decrease of public space. There is a hope that the built space becomes a meeting point between for communities with diverse social backgrounds to learn from each other and organize various activities with the spirit of togetherness and empathy. To be noted that, if this activity managed as an ongoing basis to encourage learning process for the community to understand each other and sharing space among different communities, the understanding of the significance of *Bhinneka Tunggal Ika* which is now fading will be enhanced.

On the other hand, the development strategy of RPTRA is an open sphere located near the settlement, especially the poor. So that, RPTRA can be used as a community center for the community surrounds (www.news.detik.com, 2016). As a community center, RPTPA has several social functions which can accommodate the activity and aspiration of the community, such as sports, mother and child health activities, even as a means of political education. In addition, there are also a library, futsal playground, jogging track, and *amphi theater*. These facilities provided by the provincial government to support child and youth activities (www.fastnews.com, 2015). The functions of RPTRA, in accordance with the Provincial Governor Regulation No. 196 of 2015, Article 6 are conveyed as follows:

1. Public open park
2. Games and child development facility
3. Infrastructure and means of partnership between local government and community in fulfilling the rights of children
4. Part of the infrastructure and facilities of a Child Friendly City
5. Green open space and ground water absorption
6. Infrastructure and facilities of social activities for citizens, including the development of knowledge and skills of PKK cadres
7. An attempt to increase family income
8. Family information and consultation center
9. A green, beautiful and comfortable family yard
10. Management information system

Various functions of RPTPA are expected to be explored extensively by the public. Of course, particularly in this case, local government also expects the biggest benefits of the existence of RPTRA are perceived by citizens around the RPTRA. It is due to, theoretically, the development of RPTRA, regarding Jürgen Habermas's idea, is considered to be a public sphere for community development. Although at the realization stage, RPTRA is jointly developed by a number of companies through CSR mechanism. This certainly contrasts to Habermas's thinking which explains the concept of public sphere as an independent sphere which separates from the state and market. Financial assistance for RPTRA development is led by 11 private companies contributing CSR to help realizing RPTRA such as Agung Sedayu Group, Summarecon Agung, Agung Podomoro, Ciputra, Intiland Development, PT. Djarum (Bli-bli.com), Metropolitan Kencana, Barito Pacific, Alfa Goldland

(Natural Sutra), Nestle Indonesia, Holy Dharma. While the universities are University of Indonesia, University Hamka, University Mercu Buana, University of Ibnu Chaldun, and University of Bunda Mulia ([www.jakarta.bisnis.com](http://www.jakarta.bisnis.com), 2015). However these facts are what make RPTRA becomes an interesting matter. This trend does not necessarily make Habermas's idea becomes "a not contextual idea", yet, precisely Habermas's idea can be the starting point in seeing the public spirit of public sphere facilitated through partnership between the state and market.

The research's site is located in RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri, North Jakarta. Based on data, 24.1% of 12,500,000 residents of DKI Jakarta live in North Jakarta. This indicates that the population in North Jakarta is very crowded. The consequence of this population density problem is the narrow space of society. The total area of North Jakarta Municipality is 139,560 KM<sup>2</sup>, while the data obtained from North Jakarta Administration Sub-Department (2014) displays the total park area is 320,391,14 m<sup>2</sup>. Again, it shows spatial development policy in North Jakarta is still not optimal. Therefore, the establishment of RPTRA is the momentum for North Jakarta to expand the open sphere for the public, surely, by more actualizing direct active role from the emancipatory community.

This research is a reflective follow-up study from previous research on the study of RPTRA development and management in North Jakarta which is viewed from the perspective of deliberative democracy with the same research locus. The results of the study indicate that the participation that RPTRA basically meets the character of public sphere as a space of community interaction; is managed and controlled

together for the benefit of the public; is open to all without exception, and is relatively a space of freedom and actualization for the citizens. However, in the perspective of deliberative democracy, problem occurred during the development process of RPTRA is a passive community participation, which allows citizens are not actively involved in the planning process. The dominant actors in the development process are the private and the government. The deliberative democracy transformation is created in the process of managing RPTRA (Faedlulloh, Prasetyanti, & Indrawati, 2017). The purpose of this research is to hold a model mapping in RPTRA management so that it can be used as a consideration for the stakeholders involved in the implementation process of RPTRA policy.

### **Research Method**

This paper is a qualitative method based research. Qualitative method is a data collection procedure which produces descriptive data in the form of written or oral words and behavior of the observed informants (Moleong, 2004). The researchers used purposive sampling to select research's informant. The locations of research are RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri. To measure the validity of the study, the researchers conducted triangulation of sources by comparing observation and interview data; situation and informant's perspective; and, interview result and document content (Moleong, 2004). In addition, to sharpen the analysis of the result in the formulation of management model, the researchers also used a literature study approach with secondary data-based research. Literature study is a technique of data collection which conducts a study of books, literature,

records, and reports relating to problems to be solved (Nazir, 2009). This research is also supported by some relevant theories explained in previous researches as well as data and concrete evidences. Researchers look for a variety of supporting references and theories that can help explaining the problems of research, in this case to find a model in the management of deliberative democracy based RPTRA.

### **Result and Analysis**

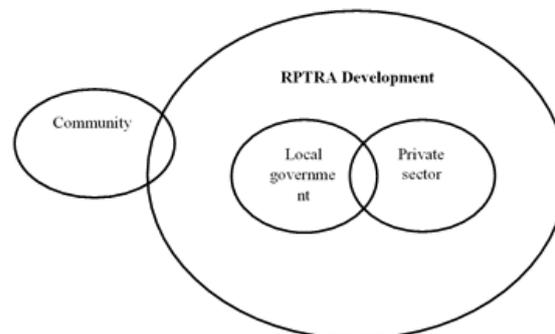
#### **Public Participation and Public Sphere**

The comprehension of deliberative democracy cannot be separated from the conception of community participation. Community participation is one of the most substantial and fundamental aspects of deliberative democracy. Without community participation, there will never be a deliberative democracy. Community participation defined as an active participation of the community starts from the process of identifying the problems and potentials that exist in the community, as well as searching for alternative solutions to solve problems, implementing the selected solutions and monitoring the policies affecting their lives, as well as direct evaluating the changes Occurred (Isbandi, 2007)(Sumarto, 2009). Thus, the success of RPTRA development cannot be judged solely from how great the role of private companies and local government through CSR development, but also from how active the role of community itself. It is simply because community is the main subject of development. By eliminating the presence of society, development has a risk of unsustainability. In the context of the implementation of RPTRA development, people were not actively involved in many processes.

The role of the community was (limited) to the process of appointing the development site through *rembug*, or closed discussion and as a participant in the socialization of RPTRA implemented by local government. In fact, the ideal position of development that puts community as the subject of the bottom up approach requires an integrated community engagement in the very first process of problem identification and planning in order to minimize bias of interpretation between government and corporate.

The transformation of community participation in RPTRA management has currently become public concern. Basically, people begin to have a sense of confidence in a public policy or program if they feel involved in the process of preparation, planning, and implementation (Conyers, 1994). This sense was not found in either RPTRA Sungai Bambu or RPTRA Sunter Jaya Berseri. For example, in the implementation process, RPTRA Sungai Bambu as one of the pilot projects of RPTRA is dominated by the role of government and corporation, rather than the role of community. Of course, it dragged to deficiency that is practically harmful. Otherwise, community involvement in RPTRA is inherent in RPTRA policy which is directly initiated by the Provincial Government of DKI Jakarta. Conceptually, it may create a false understanding among stakeholders, even though ontologically this does not bring risk of major problem for the surrounding community.

Figure 1. Graphic of Deliberative in RPTRA Development



Source: Analysis by writer (2017)

Reality is often different from ideality. Yet, that does not mean the ideal ideas denied, it becomes a direction that needs to be achieved unexceptionally in the context of community participation. Indeed, not all policies involve massive community participation. However, in the context of public policy, RPTRA holds position as public sphere which requires public participation and brings great social implications. Regarding this, Moeljarto (1987) once considered the importance of community participation in development because a) participation develops self-esteem and personal ability to be involved in decision making process both in individual and community life, b) participation provides conducive circumstances which gives information feedback on attitude, aspirations, and the needs or conditions of undisclosed area, c) development is carried out better starting from where the people are and what they have, d) participation expands the acceptance area of the development program, e) expanding the reach of government services to the community, f) Participation sustains development, g) participation provides a conducive environment for both actualization of human potential and human growth, h)

participation is an effective means of human capacity building for the management of development programs to meet regional needs, i) partitioning is seen as a reflection of the individual's democratic rights. These reasons can also be the basis for encouraging community participation in RPTRA management.

Public spheres are ideal if the discourses built among the community as participants are limited to the concern on public interests, not the individual's interests (Kadarsih, 2008). Participants or community conduct an open and equal communication process in achieving consensus. Habermas emphasized that the process of communication must be equal to the achievement of an agreement that can be accepted by all parties. In other words, for Habermas, social integration can only be achieved through a process of communicative action that leads to the achievement of consensus. In this regard, Habermas notes that communicative acts should be interpreted as,

“...reach understanding [verstandigung] is considered to be a process of reaching agreement [einigung] among speaking and acting subjects... it has to be accepted or presupposed as valid by participants... a communicatively achieved agreement has a rational basis; it cannot be imposed by either party, whether instrumentally through intervention in the situation directly or strategically through influencing the decision of opponents...” (Habermas, 1984)

Through mutual understanding among all subjects or participants in the forum, a communicative action is able to conduct effectively, but when coercion and lies occur, the communicative action turns

into a strategic and instrumental action that will not lead to consensus but the mastery and fulfillment of self- Interest. This means that community uses a consensus deliberative approach to explore what they need and what will be done together to achieve the goal.

Having finished with the development of RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri, the maintenance cost for the first six months was funded by CSR. In practice, there are several obstacles related to bureaucratic system in the process of CSR funding, and still, local departments passively participated in the process of maintenance and management. However, fortunately, so far, these constraints have less negative impacts on the sustainability of RPTRA. Daily administrators are recruited professionally and gradually. The test starts from open recruitment system through fit and proper test conducted by the assessment team appointed by TP PKK DKI Jakarta. There are some criteria, for those who have fulfilled the criteria will be appointed as an administrator of RPTRA with the status of Daily Officers (Pekerja Harian Lepas). However, in practice, each urban village prioritizes local resources, i.e., residents to become permanent officers. The officers at RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri indirectly play as catalyst for the surrounding community to get them motivated and involved in every activity held in RPTRA because they manage not only the sphere, but also the public, communities who every day visit to RPTRA .

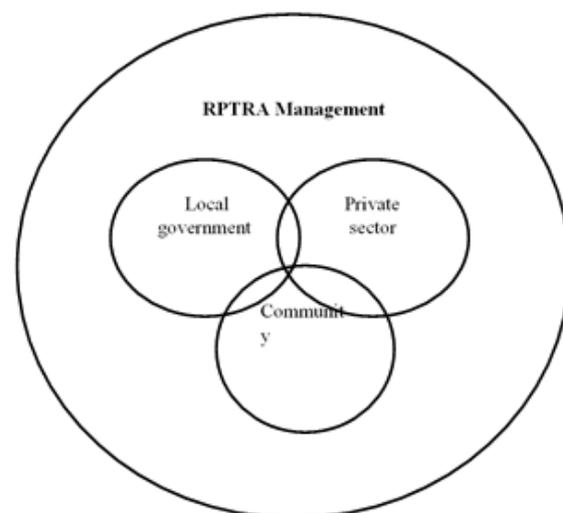
The most visible public participation in the implementation of RPTRA both in Sungai Bambu and Sunter Jaya Berseri is the process of utilizing public space.

However, people finally understand each other and discover deliberative democracy in their own way of learning during the RPTRA's management and maintenance process. This indicated by the participation of the communities including PKK, community leaders, youth community, and children in every activity held in RPTRA. RPTRA has become a center of community activity and interaction for everyone. Every person has the right to access and memorize RPTRA in accordance with its function. By holding small discussion, communities arranged daily schedule for routine activities in RPTRA. The enthusiasm shows that their sense of ownership of RPTRA is so high so that they engage without the need for any rules that bind them. The social bonding has become more intense. Communities independently set the cleaning and maintenance activities regularly every month. RPTRA put communities as owners and officers of the park, not just a visitor. This simple technical work is crucial to enhance the spirit of publicity; in addition, small work carried out by communities can create a sense of ownership to the public sphere so that they consider making innovation and improving their acts to keep their public sphere sustained. Surprisingly, several communities initiated to conduct fund raising to succeed various activities held in RPTRA. This condition reinforces what has been emphasized by Davis and Newstrom (2007) that participation is not merely a physical activity, but also involves mental and emotional members (community).

RPTRA has socially become the site of transformation for deliberative democracy. Communities in all levels, not only the officers, have started to actively engage and feel the direct benefits of the RPTRA development project. Public

ownership creates participation, while participation creates empowerment for citizens. Indirectly, RPTRA also shared economic benefits for small and medium businesses around RPTRA so that it dynamically creates socio-economic sustainability. Despite this achievement is still temporary and very small, it can be a new potential to explore more benefits from deliberative democratic process towards community empowerment. The illustration of the transformation of deliberative democracy based RPTRA management can be seen from this following figure:

Figure 2. Graphic of Deliberative in RPTRA Management



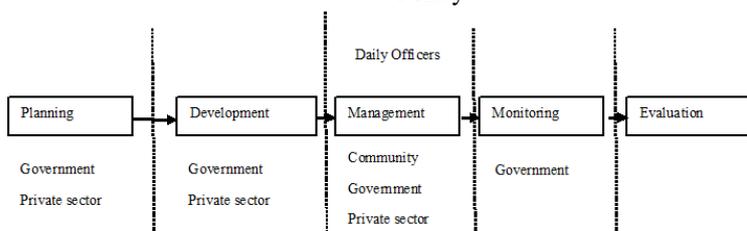
Source: Analysis by writer (2017)

### Initiating Deliberative Democracy Model

Public sphere experiences fast and dynamic changes. Political and market maneuvers will always cause impacts and dynamism of public sphere. In this context, a critical agenda for the public is initiated. This is how the public can secure the character of publicity that is inherent in the public sphere. So the purpose of this research is to provide inputs to the implementation of RPTRA development policy by building a model of

implementation of RPTRA based on deliberative democracy. Theoretically, a model is a simple framework that becomes an effort to facilitate explanation of phenomenon (Indiahono, 2009). Things that need to be noted from the results of this research in RPTRA Sungai Bambu and RPTRA Sunter Jaya Berseri is the finding that deliberative democracy has not become a basic foundation of the whole process of RPTRA policy. Still, community participation in the planning and development process is less actively involved (see figure 3).

Figure 3. The Role of Government, Private Sector and Community in The Implementation of RPTRA Policy



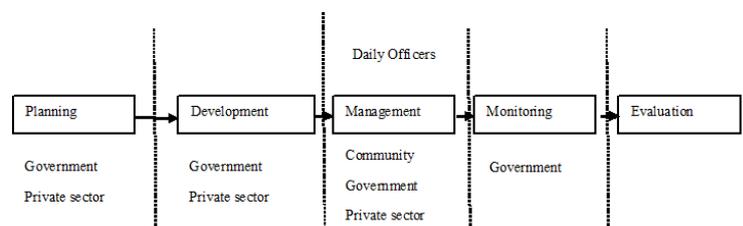
Source: Analysis by writer (2017)

RPTRA can actually be articulated as a public sphere in the form of a joint deliberation involving all elements of stakeholders, both in material and immaterial form. In the form of material, things are pursued to organize a joint dialogue, not only between governments and private sector but also community to determine the standards of development and management of RPTRA. For example, communicative actions continue to be encouraged until consensus is achieved. So the process of analyzing the development of RPTRA should no longer be done only by technocrats or professionals alone, but all parties directly involved (Faedlulloh, 2015). Furthermore, the decision of the outcome of this dialogue forum is the division of role for government as a

reference in making policies and standards of RPTRA.

The RPTRA policy-making process generated through this deliberation is much different from the technocratic model because the roles of the government in this case, are facilitators to assist communities determine their own decisions (Faedlulloh, 2015). The process can be described as follows:

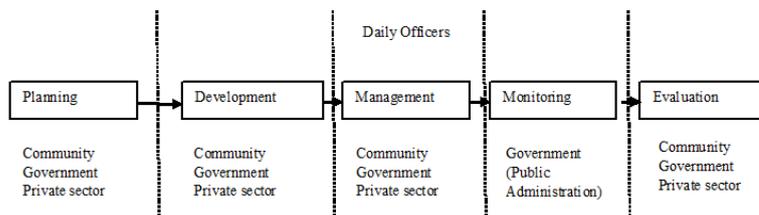
Figure 4. Deliberative Process in RPTRA Policy Formulation



Source: Adopted from Nugroho (2012)

The role of the government here is more like the legislator which initiates “the public will”. While the role of experts, represented by universities can be a processor of the process of public dialogue in order to produce a decree of public service agreed upon by consensus (Nugroho, 2012). This model is known in Indonesia as *musyawarah mufakat*. The policy results from the deliberative process needs to be monitored by the public spirit, therefore, the whole process in the implementation and management of RPTRA should prioritizes the initiative and the direct role of the community, so that the good willing of the Provincial Government of DKI Jakarta in developing RPTRA for community is not injured by biases beyond the public interest.

Figure 5. The Role of Government, Private Sector and Community in The Implementation of Deliberative Democracy based RPTRA Policy



Source: Analysis by writer (2017)

## Conclusion

The presence of RPTRA as a means of public service innovation initiated by Jakarta Provincial Government assuredly needs to be appreciated in the midst of highly uncontrolled urban modernization which caused the diminishing of public sphere as the socio-economic impact of commercial development. RPTRA can change the image of the Capital City to be a more decent and friendly city for children. RPTRA is a public sphere that is not only a means for children to gather and play, but also has the potential to become a melting pot of citizens with heterogeneous backgrounds. Recently, RPTRA is also managed to become a catalyst for various community activities, starting from socio-cultural activities, and even family recreation. In further development, it can encourage community to understand each other and provide the discussion space for communities, so that the potential of deliberative democracy can become stronger to inspire community promoting multi-dimensional sustainability. To strengthen deliberative democracy, consequently, community participation becomes a significant aspect that certainly needs to be revitalized. The implementation model of deliberative democracy based RPTRA provides space and opportunity for

the society to be the subject of development that seeks for an egalitarian-direct participation path which is free from domination and control of one particular party. This needs to be maintained in order to enhance the public spirit of RPTRA, so that RPTRA can keep running as it should.

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