



DOI: <https://doi.org/10.38035/dijemss.v6i6>
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Effectiveness of Government Supervision and Guidance for Mass Organizations: Case Study in West Java

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Abstract: Mass organizations are organizations that are established and formed by the community voluntarily and function as a forum for community aspirations for social, educational, religious, or cultural activities. There are 116,647 mass organizations in West Java out of 554,692 registered mass organizations spread across Indonesia. The purpose of this study is to see how and to what extent the effectiveness of the supervision and guidance carried out by the West Java government is running towards mass organizations. This study uses a descriptive qualitative approach with a literature study method, the aim is to understand in depth a social phenomenon reported in online media, and to strengthen the analysis with theories and findings from scientific sources. The results of the study indicate that the effectiveness of the supervision and guidance functions carried out by the local government towards mass organizations is still low. Therefore, a policy reorientation is needed through a risk-based supervision model, integration of an integrated database system between agencies for real-time monitoring of mass organization activities, initiation of a tripartite collaborative forum (government-mass organizations-academics) as a space for constructive dialogue and early conflict resolution, and increasing the capacity development of officers through specific training for contemporary-based coaching officers.

Keyword: Mass Organization, Local Government Supervision, Local Government Guidance

INTRODUCTION

Indonesia has an estimated population of around 284.83 million people and is the fourth most populous country in the world (Wagiarto et al., 2024; Muhtadi, Yew-Foong, & Negara, 2023), so that the desires, hopes, and needs of the community cannot all be fulfilled and organized. The government sets a policy by looking at the more dominant needs that are seen by the government. Therefore, in order to fulfill the desires, hopes and needs of the community that have not been met by the government, the government allows the existence of a mass organization to facilitate the aspirations of the community that have not been met (Kirlin, 1996; Kenny, Hasan, & Fanany, 2017; Angelia et al., 2020; Parker & Raihani, 2011) so that they can be organized according to the vision and mission of the organization.

By forming groups or organizations, it is one way for the community to unite an effective vision and mission so that it can be realized and heard by both the central and regional governments. The existence of groups also makes it easier for the government to dialogue with the community according to their respective aspirations.

In Indonesia, mass organizations are formally regulated in Law No. 17 of 2013 concerning Mass Organizations (Febriansyah, 2018; Oktarina & Agustian, 2025). Article 1 explains that mass organizations are organizations that are founded and formed by the community voluntarily based on common aspirations, desires, needs, interests, activities, and goals to participate in development in order to achieve the goals of the Unitary State of the Republic of Indonesia based on Pancasila. In theory, this mass organization functions as a forum for community aspirations for social, educational, religious, or cultural activities.

Looking at data from the Ministry of Home Affairs in 2024, mass organizations in Indonesia were recorded as reaching 554,692, with details of 553,162 legal entities and 1,530 with Registered Certificate status. In this breakdown, it is also explained that the largest number of mass organizations are in the province of Java, with East Java in first place with 118,155, West Java in second place with 116,647, and Central Java in third place with 110,479. The number of mass organizations could be more than 554,692 because some are not registered with the Ministry of Home Affairs or the Ministry of Law and Human Rights.

At a glance, the difference between mass organizations with legal entities and those with only a Registered Certificate is that those with legal entities can be in the form of associations or foundations and for registration they are automatically registered after legal entity approval from the Ministry of Law and Human Rights and do not require a Registered Certificate after legal entity approval. Meanwhile, for mass organizations with the status of Registered Certificate, they receive a Registered Certificate from the Ministry of Home Affairs after registration with the requirements including deed of establishment, work program, management structure, domicile certificate, Taxpayer Identification Number, statement of no dispute, and statement of willingness to report activities. This Registered Certificate is proof that the mass organization has been officially registered with the government administration.

Therefore, synergy between the government, especially local governments, and mass organizations is very important to achieve development goals (Ferrazzi, 2022; Morita, Okitasari, & Masuda, 2020; Wisnumurti et al., 2020). Through mass organizations, the community can be more active in the development process. Here, the local government can encourage community participation through various programs that involve mass organizations in the preparation of regional development plans. Because the mass organizations that are formed essentially function as a forum for citizens to participate in the decision-making process and voice the interests of the community. Thus, good cooperation between the government, especially local governments, and mass organizations can increase the effectiveness of the programs being run and strengthen the relationship between the government and the community.

Mass organizations have an important role in social, political, and economic development in Indonesia (Spranz, Lenger, & Goldschmidt, 2012). As entities that represent the interests of the community, mass organizations are expected to contribute to the decision-making process and sustainable development (Rahman et al., 2023). However, in practice, many mass organizations do not function optimally, even being involved in conflicts and social problems that are detrimental to the community (Jauhari et al., 2022). This shows the challenges in the supervision and guidance of mass organizations by the government, especially in areas such as West Java.

Building a dialogue between the government and mass organizations is very necessary to understand the needs and expectations of each party. This dialogue is expected to create a mutually beneficial solution for both parties. Through the local government acting as a

facilitator to connect the dialogue between the central government and mass organizations and the local government also plays an important role in fostering and supervising the activities of mass organizations. Through policies and regulations, the government seeks to ensure that mass organizations operate in accordance with the goals and visions that have been set. With good supervision and guidance from the local government, it can also have a positive impact on society that can be seen. Such as programs run by mass organizations can improve community welfare and reduce social inequality.

However, on the other hand, the local government also faces various challenges in supervising and fostering mass organizations. Some of these challenges have many factors including the lack of adequate human resources and funds to carry out optimal guidance. If we look lately in West Java Province, there have often been phenomena related to existing mass organizations, instead of being able to help the community in conveying aspirations according to the goals and vision of certain mass organizations, this has actually disturbed the community.

If we look at the existing cases, it shows that there is a discrepancy between the policies and regulations made regarding mass organizations in terms of supervision and guidance, especially in West Java. Supervision and guidance by the government towards mass organizations is a crucial aspect to ensure that mass organizations can operate in accordance with existing goals and regulations. Effective supervision can prevent abuse of power and conflict between mass organizations, as well as increase accountability and transparency in the operations of mass organizations. However, research shows that supervision carried out by local governments is often minimal and ineffective, so that many mass organizations operate without adequate supervision (Saleh et al., 2022).

The dynamics of supervision and guidance of mass organizations in West Java are becoming increasingly complex with various factors, such as the diversity of mass organizations, differences in interests, and limited government resources (Wicaksono, 2023). Research by Pramono and Munandar (2020) shows that existing regulations have not been fully able to resolve conflicts between mass organizations, which indicates the need for an evaluation of the effectiveness of supervision and guidance carried out by the government. Referring to the theory presented by Gibson Ivancevich Donnelly (1985) which states that there are several measures of effectiveness, namely as follows. First, production. This refers to the ability of an organization to produce the quantity and quality of output according to environmental demand. In this context, production here is the ability of the government to make relevant policies in regulating and managing community organizations in Indonesia, how the function of supervision and guidance of community organizations is carried out effectively so that community organizations run according to the previously established vision and mission. Second, efficiency which is a comparison (ratio) between output and input. In this case, it can be seen between the supervision and guidance carried out by the government towards community organizations with the contribution of community organizations in supporting government development that is in line with the vision and mission of each community organization. Third, satisfaction which is a measure to show the level to which the organization can meet the needs of the community. Community organizations as a forum for community aspirations which aims so that everything complained about in the community can be represented by the relevant community organization according to the existing vision and mission. Fourth, adaptability which is the level to which the organization can truly respond to internal and external changes. Fifth, development which is part of measuring the organization's ability to increase its capacity in facing community demands. Thus, this study aims to analyze the effectiveness of supervision and guidance carried out by the West Java government on mass organizations so that it has an impact on the progress of society to achieve its goals optimally by observing and analyzing the effectiveness measures of Gibson Ivancevich Donnelly.

METHOD

This study uses a descriptive qualitative approach to explore the effectiveness of government supervision and guidance of mass organizations in West Java. Through the literature study method (library research), the aim is to deeply understand a social phenomenon reported in online media, and to strengthen the analysis with theories and findings from scientific sources. Thus, it is hoped that this study can contribute to a better understanding of the challenges and opportunities in monitoring mass organizations, as well as recommendations for improving future policies.

This qualitative approach was chosen because it is able to explore meanings, perceptions, and social dynamics that cannot be measured quantitatively. The researcher acts as the main instrument in interpreting the data. In supporting this approach, this study conducted an analysis of online news content. This method is used to examine the representation of phenomena in online media. The steps include (1) Selection of News Sources: Determining online media that are credible and relevant to the topic, (2) Determining the Time Period: For example, news published in the last one to twelve months, (3) Unit of Analysis: Can be a title, paragraph, source quote, or the entire article, (4) Analysis Category: For example, the main theme, actors involved, the narrative built, and the direction of the news (positive, negative, neutral), and (5) Analysis Technique: Using descriptive content analysis techniques to identify patterns and tendencies in the news.

In addition, this study conducted other literature studies that were conducted to strengthen the theoretical framework and compare field findings with previous research results. The steps include: (a) Collection of Sources: Books, scientific journals, research reports, and relevant academic articles, (b) Critical Evaluation: Assessing the quality and relevance of sources, and (c) Theory Synthesis: Connecting theories with the phenomena being analyzed, for example media framing theory, agenda setting theory, or social construction theory.

Data from online news and literature were analyzed thematically. Researchers identify key themes, compare media narratives with theory, and construct logical and in-depth interpretations. To maintain validity, source triangulation techniques (comparing various media and literature) and peer debriefing (discussion with colleagues to avoid bias) are used.

RESULTS AND DISCUSSION

Based on an in-depth analysis of the phenomena that occur regarding mass organizations and online news as well as a literature review, that in terms of supervision and guidance carried out by the West Java regional government, it faces significant structural constraints, especially related to limited budget and administrative capacity. There are findings showing that the ratio between the number of supervisory officers (at the Social Service) and mass organizations that must be supervised and guided reaches 1:300. This results in reactive and non-comprehensive supervision and guidance in line with the study of Saleh et al. (2022) which identified limited resources as the root of the problem in supervising mass organizations in the West Indonesia region.

Furthermore, regarding several cases that have occurred, such as that these cases are a picture of the failure of preventive mechanisms, where often the West Java regional government and other regional governments only act after an official report is received. In fact, Law Number 17 of 2013 concerning Mass Organizations explicitly mandates preventive functions through routine guidance.

If analyzed using the theory of effectiveness according to Gibson, it indicates an imbalance between production and efficiency. The policies made have not been fully implemented due to the fragmentation of authority between "Kesbangpol" (the Agency tasked with maintaining and improving the unity, integrity, and integrity of the nation), the Social Service, and law enforcement officers. The government is able to produce policies and

regulations but the government has also failed to ensure the implementation of supervisory and coaching functions in accordance with environmental demands such as preventing conflict and deviation. On the other hand, the input-output ratio is not proportional. The minimal supervision budget (an average of 2.1% of the APBD) is inversely proportional to the complexity of the problems faced, as identified by Wicaksono (2023) in his study of the dynamics of mass organizations in West Java.

The aspect of public satisfaction is also significantly disrupted. Media framing analysis shows that 73% of news reports construct mass organizations negatively, with diction such as "public unrest" and "abuse of authority". This image reduces public trust in the role of mass organizations as legitimate channels for aspirations. Ironically, the participation of mass organizations in regional development planning has actually been reported to have increased by 15%, but this positive contribution is distorted by the behavior of a handful of problematic mass organizations.

Another finding is the weak adaptation of the monitoring system. Regulations have not been responsive to the transformation of the modus operandi of mass organizations, such as the use of digital platforms to coordinate actions or raise illegal funds. Pramono & Munandar's (2020) study confirmed that the existing legal framework is inadequate to resolve contemporary conflicts between mass organizations, while Santika's (2022) research criticized the rigidity of the bureaucracy in responding to new social dynamics.

CONCLUSION

This study concludes that the effectiveness of supervision and guidance of mass organizations by the West Java Government is still far from reaching the optimal level or it can be said that the effectiveness of supervision and guidance is low.

The implication is that a multidimensional policy reorientation is needed. First, strengthening the risk-based supervision model to optimize limited resources by prioritizing mass organizations that have a high potential to violate the law. Second, integration of an integrated database system between agencies ("Kesbangpol", Social Service, Police) for real-time monitoring of mass organization activities. Third, initiation of a tripartite collaborative forum (government-mass organizations-academics) as a space for constructive dialogue and early conflict resolution. Fourth, increasing the development of the capacity of officers through specific training for contemporary-based supervisory officers.

This strategic recommendation is expected to transform the supervision approach from a reactive-corrective one to a preventive-collaborative paradigm, so that mass organizations are able to carry out their substantive functions as government partners in sustainable development, while ensuring the realization of mass organization governance that is oriented towards the public interest.

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