



UNIVERSITI PUTRA MALAYSIA

**PARTICIPATION OF THE VILLAGE DEVELOPMENT AND
SECURITY COMMITTEE MEMBERS IN COMMUNITY DEVELOPMENT
PROGRAMMES IN KUCHING, SARAWAK**

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By

Munirah Mohd Hassan

**Thesis Submitted in Partial Fulfilment of the Requirement for the Master
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Chairman: Associate Professor Dr. Haji Saidin Teh

Faculty: Educational Studies

The need to strengthen the Village Development and Security Committee (VDSC) members as the primary machinery for the participation of the people in development programmes has been a concern in the State of Sarawak in its attempt to improve and develop the rural sector. The Kuching District Office in its survey on the participation of VDSC members in community development programmes found that their involvement in the programmes were low. Hence, the purpose of this study was to determine factors associated with the participation of Village Development and Security Committee (or locally referred to as JKKK) in community development programmes in Sejingkat area of Kuching District, Sarawak, East Malaysia.

Data for the study were solicited from 123 VDSC members from 12 villages through personal interview using a structured questionnaire. The data were analysed by



using a simple frequency distribution for all the variables in the study. Pearson Correlation was used to determine the association between participation in development programmes and selected demographic variables, understanding of their functions as VDSC members and exposure to information on development programmes.

The findings of the study revealed that income, age, length of stay in their village, understanding of functions and exposure to information indicate a positive correlation with participation. It was found that frequency of dissemination of information on development programmes was the most significant variable ($r = .65$), followed by understanding of their functions ($r = .60$). The findings of the study also revealed that the frequency of participation of the VDSC members in the process of developing the programmes were low.

It was concluded that the VDSC members as leaders at the grassroots level must be competent and possess the necessary management skills in order to be able to participate actively in development programmes. Suggestions made include a systematic training programmes to be developed for the VDSC members in order to acquaint them with their functions as grassroots leaders and be able to participate actively in development programmes. It is also suggested that more information channels should be opened to disseminate information on development programmes which is accessible to the VDSC members especially in those villages where there are limited sources of communication network.



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**PENGLIBATAN AHLI JAWATANKUASA KEMAJUAN DAN KESELAMATAN
KAMPUNG DALAM PROGRAM PEMBANGUNAN MASYARAKAT
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Jawatankuasa Kemajuan dan Keselamatan Kampung (JKKK) sebagai jentera primer pembangunan masyarakat luar bandar perlu dipergiatkan dalam mempertingkatkan pembangunan sektor luar bandar di Negeri Sarawak. Pejabat Daerah Kuching yang telah menjalankan survei mengenai penglibatan ahli JKKK dalam program pembangunan mendapati penglibatan mereka adalah rendah. Justeru itu, tujuan utama kajian ini dijalankan ialah untuk mengetahui faktor-faktor yang berkaitan dengan penglibatan ahli JKKK dalam program pembangunan masyarakat di kawasan Sejingkat, Kuching, Sarawak, Malaysia Timur.

Data kajian ini diperolehi dari 123 ahli JKKK dari 12 buah kampung dengan menemuramah berpandukan borang soal selidik yang telah sedia. Kajian ini menggunakan kaedah taburan frkuensi untuk semua angkubah dan Korelasi Pearson digunakan untuk mengetahui perhubungan penglibatan dalam program pembangunan



dengan angkubah-angkubah demografi terpilih, kefahaman tentang fungsi mereka sebagai ahli JKKK, dan pendedahan kepada maklumat program pembangunan.

Penemuan kajian menunjukkan angkubah-angkubah yang mempunyai korelasi positif dengan penglibatan ahli JKKK dalam program pembangunan masyarakat ialah pendapatan ahli, umur, lama tinggal di kampung halaman, kefahaman tentang fungsi mereka sebagai ahli JKKK dan pendedahan kepada maklumat program pembangunan. Faktor kekerapan penyebaran maklumat tentang program pembangunan ($r = .65$) didapati angkubah yang paling signifikan yang berkaitan dengan penglibatan ahli JKKK, diikuti dengan kefahaman tentang peranan mereka sebagai ahli JKKK ($r = .60$). Kajian ini juga mendapati kekerapan penglibatan ahli JKKK dalam proses pembangunan adalah rendah.

Rumusan yang dibuat ialah JKKK sebagai pemimpin di peringkat akar umbi hendaklah kompeten dan mahir dalam bidang pengurusan untuk membolehkan mereka melibatkan diri dengan aktif dalam program pembangunan. Cadangan yang dibuat termasuk pembentukan program latihan yang sistematik untuk melatih ahli JKKK dalam menjalankan tugas mereka sebagai pemimpin di peringkat akar umbi supaya mereka dapat melibatkan diri secara lebih aktif dalam program pembangunan. Juga dicadangkan supaya memperluaskan lagi saluran maklumat mengenai program pembangunan untuk disampaikan kepada ahli JKKK terutama mereka yang tinggal di kawasan yang terhad rangkaian komunikasinya.

CHAPTER 1

INTRODUCTION

People's participation for local level development has generally been accepted as an essential element in ensuring an effective community development programme. Ramirez (1990) contends that community participation in their own development ensures responsibility over the process itself and the necessary learning involved in the development programmes. The central element of people participation according to Yap (1989) and Vasoo (1991) is participation by the community in decisions which directly affect their living conditions. People's participation is a means to facilitate execution of development programmes that involve them.

Participation often results in better decisions, ownership of decision by all concerned in programme development, and most of all commitment and involvement in implementing the decision (Boone, 1985; Kowalski, 1988; Stoner and Freeman, 1993). Once people feel committed in carrying out the programme, they feel responsible and accept the task as challenging, feel motivated and also provide them with opportunities for their own advancement and growth thus, ensuring effective implementation of community development programmes.



The effectiveness of community development (CD) programmes according to Gboku (1993) will depend to a large extent on whether local planning and participation is encouraged. Participation is required regardless of level of educational/social status in the whole process of CD programmes. Ramirez (1990) contends that there is a need for an inclusive involvement of all the people in the process of the development of the community, from the initial stage to the implementation and evaluation stage. According to Gboku (1993) if the community is excluded in the planning stage of development programmes, this will often lead to conflict between needs and interest of the clientele system and the agency in charge of the programmes. This situation normally leads to lack of co-operation and participation by the clients because the programmes do not reflect their own needs and interests.

The Social Development Council of Sarawak which was established in 1984 recognised the importance of community participation in the state's development process (Information Services, Sarawak Branch, 1994). Among the objectives of the Council are: (i) to ensure that each person has the opportunity to participate in community decision making and is encouraged to accept his/her responsibilities to the community and (ii) to find ways and means for and to encourage the participation of the citizens themselves in solving the social and economic problems that may arise from the processes of rapid urbanisation. The objectives of the Council are congruent with the concept of people's participation in their own development and that their participation is a

requirement in ensuring an effective community development. People are capable in shaping their life provided they are given the chance to be involved in the process of the development. As Hayden (1979) put it, people are capable of perceiving and judging the condition of their lives and that they have the will and capacity to plan together in accordance with these judgements to change that condition for the better.

It is important to get the grassroots to articulate their development needs if development were to start from the bottom (Sharifah Mariam, 1983). However, in her study on the role of mass media in the diffusion of development information to rural grassroots in Sarawak, Sharifah Mariam (1983) found that it was fairly uncommon for the grassroots to articulate their development needs to the government. More than 50 percent of respondents had not voiced out their needs to the government. Similarly, Shafiee et al. (1993) in their findings on participation of lay leaders in meetings or talks on development projects conducted by government officers was generally low. Bahaman (1992) in his study on farmers participation in Integrated Agriculture Development project in Peninsular Malaysia also found that there was low level of farmers participation in all the stages of decision making, implementation, benefits and assessment of development projects. However, in discussing development issues, Shafiee et al. (1993) noted that the Village Development and Security Committee was found to have close social ties with the village folks as compared to government officers.

Mobilizing and developing human resources into structures that enable the organisation to implement its programmes is most effective through the direct participation of those the organisation serves (Boyle, 1981). People involvement provides the programmer with better information about the wishes and needs of the people and also to avoid misunderstanding and misconception that may occur. Saidin and Mazanah (1994) in their study on villagers perception of their participation in the local organisation found that 100 percent of respondents felt that all members should be involved in decision making as an essential feature for a successful development project. People's participation in decision making in development programmes represents a departure from 'planning for' to 'planning with' the people which thus reflects the needs of the people rather than that of the programmer.

(Malaysia, in its attempt to improve and develop the rural sector, have recognised the importance of people's participation in their own development in effecting changes in the economic and social life of the rural population. In order to pursue this goal, the Village Development and Security Committee (VDSC) was created to promote community participation in decisions which directly affect their living conditions.) Hence, an attempt is made in this study to find out factors associated with the participation of members of the JKKK in the process of community development programmes.

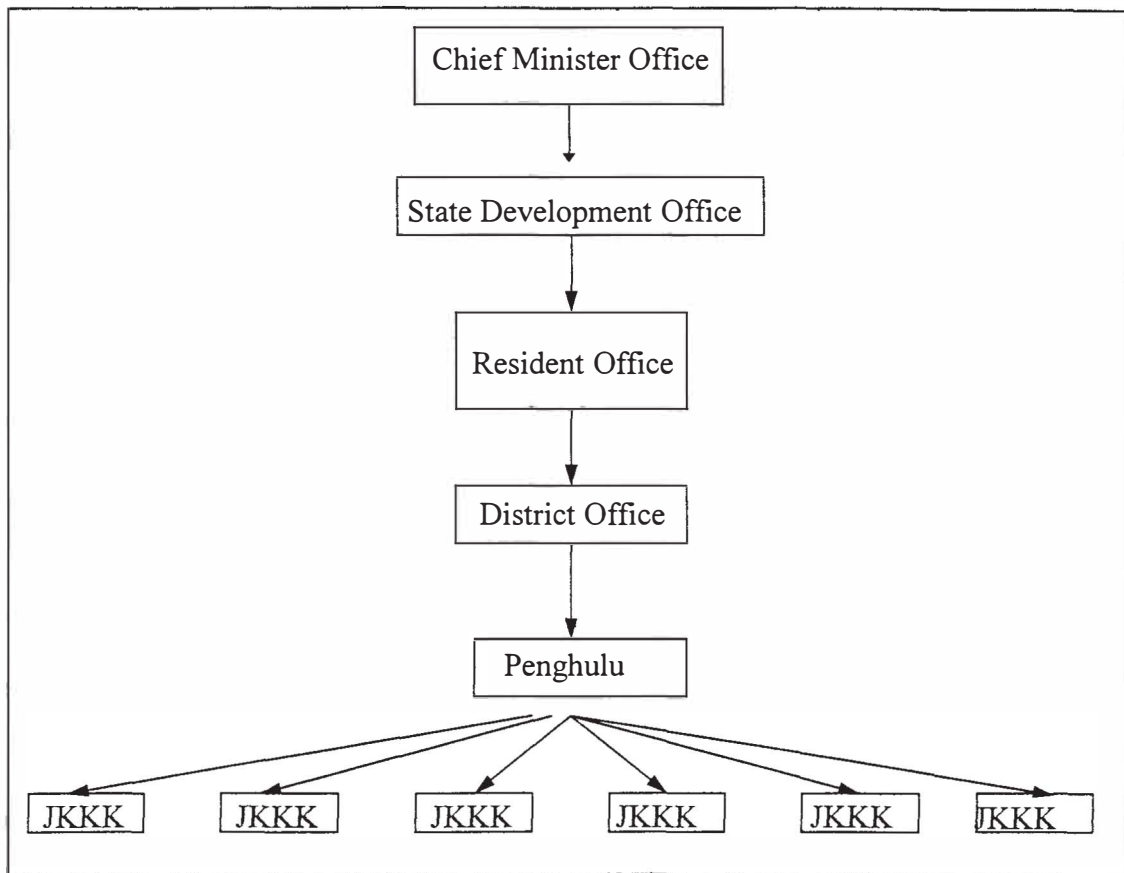
Background of the Problem

The Village Development and Security Committee or locally referred to as JKKK (Jawatankuasa Kemajuan dan Keselamatan Kampung) as an institution to develop grassroot leadership to promote community development has been accepted in Malaya since the early '50s. The role of the people to participate actively in government projects in the overall context of national development was emphasized through the Second Rural Development Plan in 1962. JKKK was established as the primary machinery for the participation of the people in the planning, implementing and coordinating development projects that involved them. The JKKK oversees the total village development as well as acts as mechanism of interaction among the various social institutions in the village.

The Prime Minister of Malaysia, Datuk Seri Dr. Mahathir in the foreward of Merah Dua Guidebook (1987), stressed on the need to have accurate and complete information at the district level for a proper planning that will meet the aspirations of the people. Among the objectives stated in the guidebook is to integrate the efforts of the government, private sector and the people towards the development of the nation. It is through the JKKK that the efforts of the community and efforts of the government are blended to promote socio-economic and cultural development of the community, and to involve the people actively towards national development.

The JKKK, which is made up of the elected village leaders and representatives of all organizations of the village, is chaired by the Village Headman. Each JKKK comprises a chairman, a secretary, a treasurer, and about five to six committee members depending on the activities and size of the village. Among the tasks of JKKK are to identify, plan, implement, and to supervise development projects at the village level which cover aspects such as socio-economy, education, health, religion and village security. As an extension of the district office administration, the JKKK acts as a liason group between the village and the government, linking the village with government agencies responsible for development programmes. Besides that, JKKK is also responsible to lead and coordinate village resources in order to ensure development of the community, and also to sustain a stable and safe environment which is free from social threats such as drug abuse and loafing among youths.

In Sarawak, JKKK was officially adopted through the Resident Conference in Sarikei on 17th - 19th July 1987 and implemented through a Government Circular No. 3/PKM/2120 dated 20th August 1987 to all Residents and District Officers (Sarawak Government, 1987). Prior to that, there were various forms of JKKKs run by local leaders without sanction by the District Office. There was no proper guideline, supervision, organisational and backup support and training for the JKKK. After the official adoption, all district officers were directed to form JKKK through this circular which was extended to all community leaders. The organisation chart of the JKKK is shown in Figure 1.



Source: District Office, Kuching, 1993

Figure 1: Organisational Chart of The JKKK in Sarawak

The Chairman and members of JKKK are appointed by the District Officer. The Village Headman or locally referred to as Ketua Kaum /Tuai Rumah /Kapitan Cina wherever possible must be the chairman of the JKKK but, in certain cases where the village folks by consensus agreed to a different person, the Village Headman must be appointed as the advisors of the JKKK. The members are selected from the existing chairman of various local organizations such as People Volunteer Corps or locally known as RELA, Sarawak National Youth Organisation or commonly referred to as SABERKAS, Women's Institute (WI),

Political Group, Mosque Committee, Farmers Association and the Neighbourhood Group. The dual positions of JKKK members facilitate communication between the JKKK and the other organisations.

Since the implementation of the circular, JKKK institutions were formed throughout the State of Sarawak. Officers from the Development Office, Resident Offices, District Offices and members of the JKKK work hand in hand to promote socio-economic development in the respective villages of the JKKK. Various minor development projects such as building of bridges, community hall, community libraries, repairing of houses and health programmes has been implemented by the JKKK through the concept of “gotong royong”. The State Administrative Officers from the District Office are responsible for the administration of the JKKK besides other administrative functions that they have to do . The State Administrative Officers conducted meetings with the JKKK to discuss on development issues pertaining to their villages, informed them of the various development programmes available and get the feedback on matters related to the development programmes. Other government agencies such as the Agriculture Department, the Medical and Health Department, the Information Department, and the Education Department are also responsible to disseminate information and implement community development programmes together with the JKKK members. Training for the JKKK’s were also conducted by the District Office in order to enhance the knowledge of the JKKK on matters pertaining to development programmes.

The JKKK as grassroots leaderships has an important role to play in developing the community. Grassroot leaderships involve leaders at the front-line of development. The front-line of development is at the point of utilisation of projects, provision of amenities, in the day-to-day business of living and interaction of the ordinary people, the family and community in the villages, longhouses and towns. Grassroot leaderships are participative leaderships. According to House and Baetz (1990), participative leadership takes two forms: participative decision making and participative supervision. Participative decision making refers to efforts by leaders to ensure that all parties for whom a decision is relevant have an opportunity to influence the final decision. Participative supervision concerns the manner of interaction between leader and follower on a continuing day to day basis. Lassey and Sashkin (1983) contend that participative leadership is predicted to increase productivity, quality, emotional orientation of subordinates toward their work setting (the job, the decision makers and the organisation), and subordinates acceptance of decisions.

Statement of the Problem

The issues that have hindered effective participation and implementation of JKKK programmes need to be identified. The issue of ability of the JKKK in playing a participative leadership role in development programmes is regrettably often disregarded. Since its inception in 1987, the JKKK continued to be a viable rural organisation, whose purpose is to improve the lives of the

community through continued participation in development programmes. However, through the discussion with the State Administrative Officer (SAO) who is in charge of the JKKK in Kuching District, it was noted that JKKKs' participation in various CD programmes has not been very satisfactory. According to the State Administrative Officer who conducted a survey on the participation of the JKKK members in various CD programmes in Kuching District in September 1993, it was found that only 42 percent of the JKKK members participated in CD programmes. It was further noted that in some villages, the JKKKs' were not active at all. The Director of State Development Office did point out during the meeting with him in August 1993 that the JKKK especially in Kuching District have not been participating much in programmes aimed at developing the community. Although the State Administrative Officer did try to make an attempt to find out why there was low participation of the JKKK members in CD programmes, however, due to other commitments, he was not able to proceed with the intention.

In Sarawak, few studies have been conducted on participation of rural community in development programmes. Study by Sharifah Mariam (1994) focused mainly on the role of mass media in the diffusion of development information to rural grassroots. Shafiee et al. (1993) study on participation of lay leaders in meetings on development programmes conducted by government officers did not focused on the process of programme development. Hence this study attempts to find out why there was low participation of the JKKK members

in CD programmes process. Therefore, this study addresses the following research questions: (1) Is it associated with demographic variables of the JKKK members ? (2) Does the JKKK members understand their roles and functions as agent of community development ? (3) Does the JKKK members being informed of the development programmes to be carried out in their villages ? Briefly, the main problem of the study could be stated as follows: What are the factors associated with the participation of the JKKK members in Community Development programmes ?

Objectives of the Study

The main objective of the study is to determine factors associated with the participation of JKKK in the process of community development programmes.

Specifically, the study seek to describe:

1. the demographic characteristics of the members of the JKKK in the selected area of study and its association with participation in CD programmes;
2. the extent of JKKK's knowledge on their roles and functions as agent of development and its association with participation in CD programmes;
3. the extent of exposure to information on development programmes and its association with participation in CD programmes.