

**Community Capacity Evaluation from the Perspective of Capability Approach
Case Study: Rural Infrastructure Project, Pandeglang Regency, Indonesia**

MASTER THESIS

A thesis submitted in partial fulfillment of the requirements
for the Master Degree from University of Groningen and
the Master Degree from Institute Technology Bandung

by:

RYAN HIDAYAT

RUG : S2125773

ITB : 25410021

Supervisors:

Prof. Johan Woltjer (RUG)

Ir. Tubagus Furqon Sofhani, MA., Ph.D. (ITB)



**DOUBLE MASTER DEGREE PROGRAMME
ENVIRONMENTAL AND INFRASTRUCTURE PLANNING
FACULTY OF SPATIAL SCIENCE
UNIVERSITY OF GRONINGEN**



**AND
DEVELOPMENT PLANNING AND INFRASTRUCTURE MANAGEMENT
SCHOOL OF ARCHITECTURE, PLANNING AND POLICY DEVELOPMENT
INSTITUT TEKNOLOGI BANDUNG**

2012

Community Capacity Evaluation from the Perspective of Capability Approach

by:

**RYAN HIDAYAT
RUG : S2125773
ITB : 25410021**

DOUBLE MASTER DEGREE PROGRAMME

**ENVIRONMENTAL AND INFRASTRUCTURE PLANNING
FACULTY OF SPATIAL SCIENCE
UNIVERSITY OF GRONINGEN**

AND

**DEVELOPMENT PLANNING AND INFRASTRUCTURE MANAGEMENT
SCHOOL OF ARCHITECTURE, PLANNING AND POLICY DEVELOPMENT
INSTITUT TEKNOLOGI BANDUNG**

2012

Approved
Supervisors
Date: August, 2012

Supervisor I

Supervisor II

Prof. Johan Woltjer

Ir. Tubagus Furqon Sofhani, MA., Ph.D.

Abstract

The shift of development paradigm from top down to bottom up approach since 1950's, has generated the approach in development to give more space for citizen participation. Many grants and funding have spread to developing countries either in Asia or in Africa, for financing the project using community-based approach as the mainstream. Indonesia is one of developing countries, which accepts the grants, implements the project using community-based approach to improve infrastructure problem especially in rural area. Unfortunately, the evaluation perspective of such project focused only on indicator of performance (such as, physical output, quantifiable parameters). Other important indicators, such as community's quality of life, wellbeing, and the impact of development on freedom and social justice are not well accommodated. This research is aimed to offer a new perspective on the evaluation of community based infrastructure project from the perspective of capability approach. Combining it with the concept of Institutional Capacity building is the main idea of the establishment of evaluation framework. To test the evaluation framework, two case studies have selected in Pandeglang regency, especially, in villages that conducted road pavement and irrigation improvement project. Qualitative descriptive analysis has used to explain the phenomenon that occurred, as the result from the evaluation framework. The result of evaluation showed that there are important points that were not considered before. Cultural dilutions, elite practice, lack of attention in maintenance process, and uneven distribution of benefit are the effect of community based infrastructure project that has implemented. General implication resulted from this research might change the approach of evaluation for infrastructure project which has used the community base's mainstream. In addition, incorporating capability approach with capacity would change the planning paradigm to more concerned with increasing choice that is aimed for decreasing gap rather than focusing on growth area oriented and productivity.

Keyword : Community, Capability approach, Community based project

GUIDELINE FOR USING THESIS

This unpublished master theses are registered and available in the library of the University of Groningen and Institute Technology Bandung, and open for public with the regulation that the copyright regulation prevailing at the University of Groningen and Institute Technology Bandung. References are allowed to be recorded but the quotations or summarizations can only be made with the permission from the author and with the academic research regulation for the process of writing to mention the source.

Reproducing and publishing some part or whole of this thesis can be done with the permission from Director of the Master program in the University of Groningen and Institute Technology Bandung.

ACKNOWLEDGEMENT

This master thesis is completed as a partial fulfillment of the requirements for the Master Degree from Institut Teknologi Bandung and University of Groningen. I am interested with the issue of Community capacity evaluation. Since there is many evaluation tools that has implemented insufficient to explore about life quality. Therefore, the research is aimed to explore the creation of new form in evaluation practice, especially, for the project which use community based approach. It is expected to give some recommendation for policy making in evaluation project practice.

On this occasion, I would like to thank God for blessing me in finishing my thesis. I also give my greatest thankful for everybody giving supports to me in in this thesis process. I would like to address my special thanks to my supervisors, Prof .Johan Woltjer (RuG) and Ir.Tubagus Furqan Safhani PhD (ITB) for guiding me on my thesis work. Respectively, I also would like to address my thanks to all my lecturers and faculty staff members in ITB and RuG. I also would like to express my appreciation for National Development and Planning Board (Bappenas) and the Netherland Education Support Office (NESO) through StuNed program for giving me institutional and financial support. My great appreciation also addressed for all my respondents in Koroncong and Ciinjuk Village. It completed my thesis. Special gratitude I dedicated for all friends DD ITB 2010-2012 for sharing great moments in Bandung, Groningen, and anywhere. I would also like to convey thanks to my colleagues in Environmental office of Pandeglang Regency for all support.

Finally great thanks are addressed to my lovely family in Indonesia especially for my parents, my mother in law, my beloved wife, my brother, my sister and my beautiful children for supporting me during my study in Bandung and Groningen. Thank you for all of enormous love, pray and spirit.

Contents

Abstract	i
GUIDELINE FOR USING THESIS	ii
ACKNOWLEDGEMENT	iii
CONTENTS	iv
LIST OF TABLES	viii
LIST OF FIGURES	ix
ABBREVIATION	x
CHAPTER I INTRODUCTION	1
1.1 BACKGROUND	1
1.2 RESEARCH PROBLEMS.....	2
1.3 RESEARCH OBJECTIVE	5
1.4 RESEARCH SIGNIFICANCE	5
1.5 SCOPE OF STUDY.....	6
1.6 RESEARCH METHODS	7
1.6.1 Stages of Research.....	7
1.6.2 Research Procedure and Data collection.....	10
1.7 RESEARCH FRAMEWORK.....	14
CHAPTER II Literature Review and Creating Evaluation Framework	16
2.1 Community Capacity	16
2.1.1 Intellectual capital.....	18
2.1.2 Social Capital	18
2.1.3 Political Capital.....	19
2.1.4 Creating Community Capacity Evaluation framework.....	19
2.2 Capability Approach	22
2.2.1 Nussbaum Perspective about capability.....	23

2.2.2 Negative Capability	24
2.3 Operationalizing of capability approach	24
2.3.1 Contextualizing capacity and capability approach in rural infrastructure development	26
2.4 Operational zing concept into evaluation framework	27
2.5 Identifying all criteria in practice.....	29
CHAPTER III STUDY CASE OVERVIEW.....	37
3.1 Overview about pandeglang regency	37
3.2 Population and Social Characteristics.....	38
3.2.1 Social Characteristics.....	38
3.2.2 Social Interaction	39
3.3 Employment.....	39
3.4 EDUCATION	42
3.5 Contribution of Economic Sectors and the Potential Local Products	45
3.6 Infrastructure Problem	46
3.6.1 Road Condition	46
3.6.2 Clean water services	47
3.6.3 Irrigation	47
3.6.4 Electricity.....	48
3.6.5 Internet and Telecommunication	48
3.7 Financing Capacity	49
CHAPTER IV RURAL INFRASTRUCTUR PROJECT(RURAL PNPM) IN PANDEGLANG REGENCY.....	52
4.1 Rural Infrastructure Program (Rural PNPM).....	52
4.2 Overview of Study Case Area.....	55
4.2.1 Resource Characteristics	55
4.2.2 Social / Community Characteristics.....	56

4.2.3 Poverty and Infrastructure Problem	56
4.3 Rural PNPM Project in Two Study Case	57
4.4 Intellectual Capital	58
4.4.1 Releasing Idea	58
4.4.2 Find the New Insight.....	59
4.4.3 Openness to Information and technology	60
4.5 Social Capital.....	61
4.5.1 Range of relationship	61
4.5.2 Network Linkage	63
4.5.3 Power of relation to make collective action.....	63
4.6 Political Capital.....	64
4.6.1 Decision making process	64
4.6.2 Agenda Building	65
4.6.3 Leadership.....	66
4.7 Capability Indicator	67
4.6.1 Functioning	67
4.6.1.1 Health and Education.....	68
4.6.1.2 Infrastructure services.....	68
4.6.1.3 Resource use	69
4.6.1.4 Access to job.....	70
4.6.1.5 Political and Social Life.....	71
4.7.2 Capabilities	72
4.8 Summary of Evaluation result.....	77
4.9 Discussion.....	81

CHAPTER V CONCLUSION AND RECOMMENDATIONS.....	85
5.1 Conclusion	85
5.1.1 Theoretical Implication	87
5.1.2 Practical implication	89
5.2 Recommendations.....	89
REFERENCES.....	92

LIST OF TABLES

Table 1.Litrature Databases	8
Table 2. Procedure and Data collection	13
Table 3.Criteria for Capacity Evaluation.	21
Table 4.Capability Indicator	26
Table 5 . Evaluation Criteria That proposed	29
Table 6. List Of Field question	35
Table 7. Final Criteria For Evaluation	36
Table 8. Total Population by Sex and Sex Ratio in Pandeglang Regency,	38
Table 9.Employment Indicator of Pandeglang Regency Population in 2009-2011.....	40
Table 10. Distribution of company in formal sector.....	41
Table 11. Literacy rate of Pandeglang Regency for 10 years aged and above	42
Table 12.Percentage of Education level attained of Pandeglang Regency	44
Table 13. Road Condition in Tourism Areas	47
Table 14. Irrigation Condition	48
Table 15. The result of field Capacity identification from the field	80
Table 16 Functioning Aspect	80
Table 17. The result of capability indicator perceived important by community.....	81

LIST OF FIGURES

Figure 1. Research Framework Scheme	15
Figure 2. Simplification of all criteria based on three form of Institutional capital by Khakee (2002).....	22
Figure 3. Map of Pandeglang regency	38
Figure 4. Level of minimum wages in Banten Province	43
Figure 5. Level graduation comparisons in Banten province	44
Figure 6. the value of Share from all regency in Banten province	45
Figure 7. Road Condition in Pandeglang regency	46
Figure 8. Study case area	57
Figure 9. Project Activities in Two Villages	58

LIST OF SCHEME

Scheme 1 Simplification of Capacity Indicator Proposed by Author.....	21
---	----

ABBREVIATION

Bappeda	Badan Perencanaan Pembangunan Daerah (Pandeglang Planning Board)
BPS	Biro Pusat Statistik (Pandeglang Statistical Board)
BDA	Banten Dalam Angka (Banten Province in Figures/Banten Statistical Data)
DPKPA	Dinas Pengelolaan Keuangan dan Perencanaan Anggaran (Pandeglang Financing and Budgeting Institution)
JAMKESMAS	Jaminan Kesehatan Masyarakat (Health Insurance for Poor people)
KPP	Kelompok Penerima dan Pemanfaat (Sustainer and Maintenance Group who responsible for maintaining Infrastructure that built)
PNPM	Program Nasional Pemberdayaan Masyarakat (National Program for Community Empowerment)
MAD	Musyawarah Antar Desa (Inter-Village Meetings)
RT	Rukun Tetangga – Organization structure in Sub Village level
RTRW	Rencana Tata Ruang Wilayah (Spatial Planning)
TPK	Tim Pengelola Kegiatan (Community Organizer for PNPM Project)
USAID	United States Agency for International Development

CHAPTER I

INTRODUCTION

1.1 BACKGROUND

Since the 1950's, the terms of community based development have arisen and developed on how to make the poor people more independent to decide their own needs. Furthermore, the pressure to change development paradigm, from top down approach placing the community as the acceptor to positioning them as the active actor for development, emerged as the new wave. This thinking generates the trend of participatory development in the 1960's that had spread, through the efforts of USAID (United of States AID) in distributing the grants, to over sixty countries in Africa, Asia and Latin America (White, 1999).

Indirectly, such trend as stated above has been encouraging an expanding role of the community in the development mechanism. As stated by Witoelar (2001) that to change the development paradigm, it is really important to create the condition that give a big proportion for the role of community, through planning, decision making, joining the implementation of development, and even conducting public control in the development. In doing so, community participation is the way to accommodate such role. Community-based development that emphasizes community participation is necessary as an integral part of efforts to improve their access to key resources. Ultimately, community based development is aimed to accelerate social mobility which leads to improvement of social structures for community.

As argued by Hidayat (2009) that in the term of development, community based orientation is really needed as one approach to encourage the local economic growth and strengthen the competitiveness of the lower level of community at national and global scale. In achieving these objectives, the space to make community to be purely empowered must be established, where, they can have more opportunities to actualize resources. In vast understanding, it closely related with the means of community capacity building.

Chaskin (2001: 295), defines community capacity as *"the interaction of human capital, organizational resources and social capital in a community that can control to solve collective problems and improve or maintain the welfare of the community"*. Community capacity can walk through an informal social process or organized efforts. In several articles, community capacity is basically known as non-monetary capital that came out from the community itself (Etzioni, 1996; Schusler 1994; and Mc Knight 1990; in Andini, 2008).

The development of community capacity, which is aimed to enhance the capacity of community requires the support and active participation from the community itself. If the community as the most interested parties did not understand and give respond positively to the development, then these efforts would not be efficient and the appropriate goals could not be achieved (Mubarak, 2009).

The efforts for the community capacity development have been done in many ways, one of them is intervention. Bush et al (2001) considered that the external relationship between community and other agents is one of the important resources that can increase the community development. The intervention of government through the social assistance program and empowerment program can be classified as the resource to community enhancement. Moreover, Chaskin et al (2001) also stated that one way to increase community capacity could also come from the external parties, either by government initiatives or by external donor. The implementation of this concept is through the social assistance programs, block grants and community empowerment programs. In developing and under-developing countries, sectors that get main concern from the grants are namely, infrastructure and economic development.

1.2 RESEARCH PROBLEMS

The crucial problem in rural areas of developing and underdeveloped countries is the lack of infrastructure supply services. Among the all of development sectors, Infrastructure is play an important role in rural development. The effect of rural infrastructure improvement is perceived can accelerate and give some benefit for rural development. Several researchers has been revealed the contribution of Infrastructure to rural development. Berry et al (2004) argued that the infrastructure availability in rural area is influencing the rural's poverty rate. Another opinion came from Ahmed and Mahabub (1990) that argued the transportation and rural road has

contribution to alleviate poverty by stimulating the income for rural citizens. In addition, many researchers, such as Songco (2002) and Walle (1996) has revealed that the development of rural infrastructure would support the level of productivity in agriculture. Since there is no insufficient budget to finance their infrastructure development, many developing and underdeveloped countries is really depend on the grants for external donors such as ADB(Asian Development Bank) , Worldbank.

Since 1998 the government of Indonesia has accepted the loan from ADB (Asian Development Bank report, 2007) for financing their infrastructure development. Because two-thirds of the Indonesian poor people live in rural areas, focus of the loan is allocated to those areas through improvement of infrastructure and other development sectors. The government is channeling the loan with the issuance of program, which called as PNPM Mandiri Project. Pandeglang Regency as one of the recipients of the national program of rural communities' empowerment has been implementing such project since 2007 until 2011, in 33 districts.

Generally, only physical aspects in its achievement (ie, Physical outputs and Finance reports) measure the impact of the project. While, other aspects that are also essential is rare to be explored deeply. One of them is the extent of the program impact on the local community capacity. Blomquist in World Bank report (1996) stated that the review and analysis of government program only focused in computing the quantitative and physical aspects which are easy to be counted. Sampson (2007) in Andini (2008), stated that there are actually changes in community which are not written in the project's report, although the changes are essential to be considered in evaluation stages. These awareness generate the creation of evaluation tools, which is not only measuring the program achievement, but also, exploring the change in community capacity.

Several methods have been used to evaluate the community capacity development as the impact of development program, such as in infrastructures and health. Unfortunately, none of them explored clearly on how the achievement of well-being is fully achieved. The current evaluation perspectives on development, is still lacking the attention on how actually the quality of development is expressed. Many of evaluation tools failed to articulate the quality of

development and life as the end goal. As argued by Craig (2002), the evaluation work that has been implemented still emphasizes on performance, and need to analyze more on quality improvement of people's life. Miller et al (2006) also argued about the needs of bringing into account social justice and accountability, as one criteria of the poor interest in empowerment evaluation. This idea strengthens Temple (1998) and Knack et al (1997) who argued that the approach in measuring community capacity lying on social capital observation only focuses on features of civic societies and lack of attention for justice and equality issues. The debates in evaluating project and development as mentioned earlier, indirectly, has been stimulated the change of development planning paradigm from area oriented through productivity to more concerned about community's quality of life that is manifested with expanding their choice.

Addressing the issue mentioned above, Amartya Sen (1999) offered the concept of capability approach emphasizes the expanding of human development". The terms of "capability" used by Sen is different from the common sense we use in daily live usually related to trained potentials, including skills, abilities, and aptitudes. Rather, "capability" in this approach reflects real opportunities (environmental opportunities and individual abilities) that a person has to lead a life that he values. Regarding to evaluation, the concept capability approach has become the impetus for giving some different ways to express how spatial characteristics or even, development might offer opportunity, freedom, and capacity to its people.¹

The idea of bringing such concept in community capacity evaluation still becomes a gap in theoretical perspectives and still limited in practice. Thus, it is necessary to dig more deeply about the use of capability approach in "Community capacity evaluation tools" through combining it with the notion of capacity indicator, which is often used. Therefore, this thesis offers the concept to put altogether both capacity and capability in paradigm of community capacity evaluation that is aimed to improve the practice evaluation for rural infrastructure project implementation.

According to the explanation above, research question that will be propose are:

¹ Widodo and Woltjer (2011) A Capability Approach in Planning Evaluation and Regional Development

1. *How can community capacity evaluation be designed by adding capability approach perspective for Community based rural infrastructure project in Indonesia?*

To answer this question, the creation of evaluation framework will be conducted, through exploring theoretical ideas about both community capacity and capability approach.

2. *How does such evaluation work out in the case study of Pandeglang community?*

This question will be addressed with the use of the evaluation framework that was built to be tested in the case of Rural PNPM (Community based rural infrastructure Project) in two areas in Pandeglang regency

3. *What are the gaps between general design of evaluation framework and actual situation in the context of rural infrastructure development in Indonesia?*

To answer this question, the analysis and synthesis will be conducted to put altogether the idea in literature and actual information, in investigating the degree to which the connecting between them for rural infrastructure development practice.

1.3 RESEARCH OBJECTIVE

The objectives of this research are as follows:

- Creating evaluation framework to measure community capacity as the impact of Community based rural infrastructure project.
- Applying the evaluation framework in concrete case, namely , two projects at Pandeglang regency
- Giving the practical solution that would improve the evaluation of rural infrastructure project
- Providing the implication for the community planning.

1.4 RESEARCH SIGNIFICANCE

This research is important because the result of the concept of community capacity evaluation might be useful for academic and government. Adding the perspective of capability approach, would be improve the evaluation insight, to express the quality of development or project, especially, in placing the freedom of choice of people or community as development centered. Thus, such main concept might improve the pattern of policy development toward more effective and efficient. Bringing together capability and capacity in evaluation would help the policy

maker to decide the exact priority of development agenda. Because, with combine both capacity and capability may grasp either what actual problem that must be eliminated or what actual opportunities that might be developed. For academism, the contribution of this research might helpful to create new insight in evaluating the impact of project to community development. Moreover, this research can facilitate the effort for increasing community empowerment and community capacity according to its goal. Another finding of characteristics of community can helpful for adding the perspective view of social behavior horizon.

This research consists of five chapters and the descriptions of each chapter are:

Chapter I contains the background, problem formulation, goals and objectives, the scope and substance, conceptual framework, methodology and approach studies, identification of problems and variables, research methods, analysis methods, objects review, systematic and thesis writing.

Chapter II presents the review of the literature about community empowerment, community capacity development, capability approach and creating evaluation framework

Chapter III presents an overview about the existence of capacity and capability that presence in the study case area, namely, Pandeglang Regency

Chapter IV Community Capacity Evaluation that conducted in Community based Rural Infrastructure Projects in the two study case projects

Chapter V contains the conclusions of the analysis and discussion in the previous chapter and recommendations to the parties concerned and recommendations for further study.

1.5 SCOPE OF STUDY

This research will take the case of the implementation of community based rural development project as a study case in testing the evaluation framework that was built. The selected program is Rural PNPM Mandiri Pedesaan (Community Empowerment National Program for Rural Area), especially the implementation of rural infrastructure project. Such project is selected

because could illustrates the role of community since the project intensively involve community in all stages project. The locus of study will conduct in two villages at Pandeglang reGENCY

1.6 RESEARCH METHODS

The research method is a set of selected methods for subsequent use in data collection techniques, analysis techniques, and interpretation of data. The research method used in this research is using a qualitative descriptive method, where according to (Patton, 2009), descriptive analysis is an analysis that aims to present a comprehensive picture of a symptom or condition or event or on an object of research, in this case is society, which is prepared in narrative form. Data collection techniques in this study are *interviews, observation (field observations)* and *literature study*. The following sub chapter will describes the work of every stage.

1.6.1 Stages of Research

As mentioned above, Stages in this study will be done through three main methods, mainly *interviews, observations, and literature study*. The following paragraph will deeply present the detail explanation of each method;

- ***Study the literature on community capacity evaluation and the concept of Capability approach as a material to create evaluation framework.*** In this stage, the process is aimed to gain the theoretical understanding that might support the creation of evaluation framework that will use in interview stages. Elements of literature that needs in this research comprises in table 1 below;

Theory/literature	Content	Connectivity with research
Community based Development "(Frank and Smith, 1999)"	Goal of community development to increase quality of community	Quality of life as the bridge for the needs to increase community capacity
Community Capacity Meanings Chaskin (2001), Laverack (1998), Bush (2001)	Basic definition of Community Capacity from several researcher	Benchmarking about the relation of the important of community capacity to bolster the community life
Institutional Capacity Building Khakee (2002), Bebbington (1998), Healy (1997)	The different perspective about element/domain for capacity building	Determining the possible domain of capacity that might use in evaluation
Capacity Evaluation Perspective	Several approach that used to	Input for creating capacity evaluation

Goodman (1998), Laverack (1999), Fujikake (2008)	measure community capacity	framework through simplification to the all approaches
Capability Approach Sen (1999), Nusbbaum (2003)	Basic Understanding Of Capability Approach, two core concept, capability lists	Key Concept to put in development or project
Operationalization of capability Approach ;Royben (1996), Schinka (2005), Comim (2008), Widodo &Woltjer (2011)	Capability approach in practice and its application	General Lesson for creating capability indicator in rural project

Table 1.Litrature Databases

- ***Conduct direct observation and review of documentation that could assist the implementation of the research.*** The focus of this stages, is obtaining the physical features of project, ranging from condition of study case area to infrastructure that built that might add the information in analysis stages. In addition, the field observation is conducted as well to gain more phenomena about capacity and capability that available. Such observation focuses on, public facilities inventory, social behavior of community, and, infrastructure supply services condition/performance.
- ***Arranging Interviews with informants / sources to dig deeper the substance used as a basis to describe the capacity of the community and to what extent their capability be available.***

The interviews activities are divided into several steps:

- a. Constructing detailed list of questions to examine and identify the criteria affecting the building of community capacity and Capability approach, for the implementation community based infrastructure projects (Rural PNPM) in rural areas. Theme of the questions almost similar with the question proposed by Patton (2002, p.345) who has given an illustration of an evaluation interview guide for participants in the case an employment training program. Then, the adjustment is performed for tailoring such question with the purposes of this research that is adapted with the work of Schincka (2005) and Castro (2010, p32) who did the research of the use of Capability approach

in assessing small-scale project. More detailed of question theme used to investigate capability in general described as follows:

✚ *What has the participant done in the program*

Any activities, experiences and groups they have been a part of.

✚ *What are their Achievements?*

Skills obtained; outcomes achieved; knowledge gained; things completed.

✚ *How has a participant been affected as the consequence of their contribution in the project?*

Feelings about self and about the project they have been a part of; interpersonal skills.

✚ *What aspects of the project had the greatest impact on the participants?*

The courses themselves; relationships with staff; relationships among peers; the way treated in the project; any other experiences.

✚ *What do the participants think of the following categories, and their possible impact on their lives?*

Country situation related to: Work; education; health; politics; society; crime rates.

✚ *Plans for the future?*

Work plans; study plans; lifestyle expectations/plans

✚ *What does the participant think of the project?*

Strengths/weaknesses; things liked/disliked; things that should be changed

While, for investigating the level of capacity that exist in this research, the questions will cover general issues as follow;

- Level of knowledge, skill, contribution that are given by community for the project
- Level of network and collective action from community that supports the mobilization of community to involve project
- Level of decision making process, organization structure, and the existence the key actors which are occurred

- b. Determining the respondents for the field works. In this research, the field works were conducted in Ciinjuk and Koroncong Village, Pandeglang regency, Banten Province.
- c. Determining the respondents and arranging appointment with them. The respondent should be able to answer most of the questions and has good understanding on the implementation of project case. In this research, the main interviews were conducted consist of:
 - Government Staff at village , sub district leve
 - Farmer
 - Project Facilitator
 - Community who actively organize project
 - Ordinary people who do not involve to organize project
- d. Conducting the in-depth interviews by visiting the interviewee's house or office. This communication has advantages such as researcher can see the expression and body languages of interviewees directly. The interviews process is recorded and written.
- e. Transferring the voice records into transcription and typing the notes into the readable form.
- f. Coding the interview transcription into categories based on the evaluation framework in Chapter 2.
- g. Conducting the data verification to investigate validity of data by incorporating different viewpoints and methods. In this research, the verification is incorporated interview comparison between at least two respondents in the same community, researcher interpretation while in the field and electronic news collection from local and national newspapers and magazines.
- h. The selected data based on these categories are ready to analyze. Data analysis is used to obtain the output from field observations and interviews, make synthesizing between literature and empirical data

1.6.2 Research Procedure and Data collection

Another source of data used in this research is secondary data collected from government institution, and Village institutions. The types of secondary data are reports, books, article, map,

picture that are related with the information of study case area. The kinds of information extracted are *demography, education, social characteristics, economic, resources, and infrastructures development*. Methods applied to collect such data are through visiting the office, and browsing website that will serve the information needed. Criteria that used to evaluate the secondary data are *validity, appropriateness, and accuracy*. If the data obtained is not fulfill those three criteria then, it will be ignored and will be thrown out from processing.

Summary about, research procedure and data collection would be illustrated in table 1.2, bellow:

Research Objective/Target	Required Data	Data Sources	How to Obtain The Data
(1)	(2)	(3)	(4)
Construct a view of the program in raising community capacity and capability	<ul style="list-style-type: none"> • Population Growth, Population ratio • Area Profile • Plan and Project Activities • Project implementation • Community perception 	<ol style="list-style-type: none"> 1. BPS (Pandeglang Statistical Board) 2. Villages Office, Sub district office 3. Rural PNPM Facilitator 4. BPD(Village Institution) 5. Representatives respondents 6. Project Working Unit 	<ol style="list-style-type: none"> 1. Collecting data from institution 2. Documentation -Picture/image about project - Report of project's progress 3. Observation -Investigate and construct the community behavior in project activities 4. Interview <ul style="list-style-type: none"> • Village Officer • Farmer • Project Facilitator • Community who actively organize project • Ordinary people who do not involve
Identify the level of capacity and capability of Pandeglang regency	<ul style="list-style-type: none"> • Existing condition of education (Level of graduation, literacy 	<ol style="list-style-type: none"> 1. Dines Pendidikan (Pandeglang's Education Board) 	<ul style="list-style-type: none"> • Direct Visit to the office • Accessing via website

	<p>rate, education facilities)</p> <ul style="list-style-type: none"> • Level of job opportunity (labor force rate, company that available, level of wage) • Existing Condition of Infrastructures services (road network, irrigation, electricity, internet supply services). • Existing Condition of social characteristics • Existing Condition of Resources and Local revenue (budget Proportion) 	<ol style="list-style-type: none"> 2. Dinas Pekerjaan Umum (Pandeglang’s Public works) 3. BPS (Pandeglang’s Statistical Board) 4. Dinas Ketenagakerjaan (Employment board of Pandeglang Regency). 5. DPKPA (Finance board of Pandeglang regency) 6. Bappeda (Pandeglang regency Planning Board) 	<ul style="list-style-type: none"> • Extracting information through report, journal, and related articles
Construct the Analysis	Result from previous step of study	All data are collected from the field work and literature review	Literature study Patton (1999), Schincha (2005)

Table 2. Procedure and Data collection
Source : Developed by author,2012

1.7 RESEARCH FRAMEWORK

General framework of the research is described in Figure I below, which try to make a connection between the concept of community capacity evaluation and Capability Approach. The result of combination is the domain or new evaluation framework that modified capacity indicator and capability indicator. The new framework that built then is tested in two case study of Community based Rural Infrastructure Projects (Rural PNPM) in Pandeglang regency. In the analysis or discussion, the phenomena in two villages will be discussed to get relative analysis about the use of evaluation framework. Meanwhile, conclusion will states some remarks yielded regarding to the findings, and research that has done.

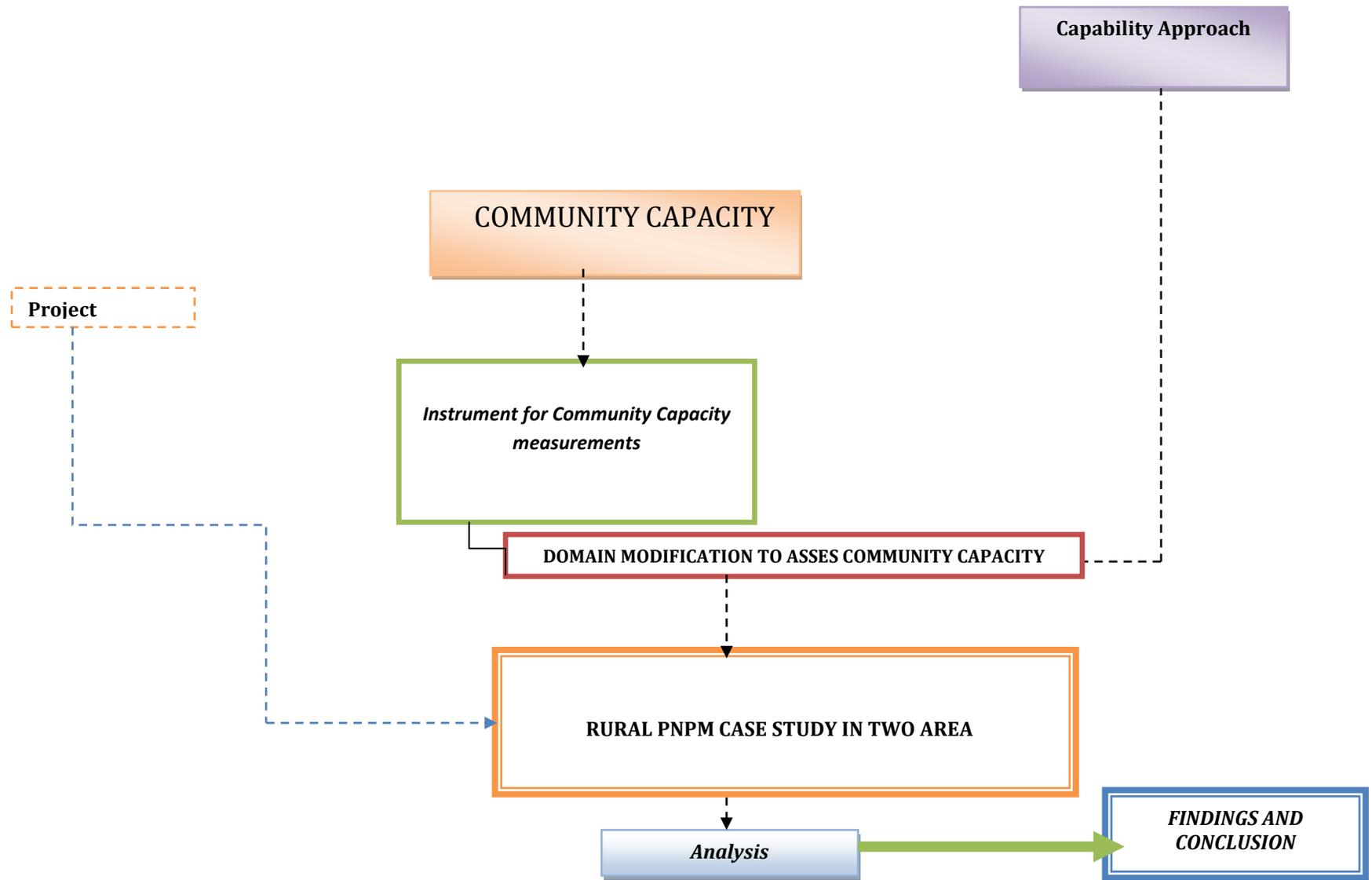


Figure 1. Research Framework Scheme

CHAPTER II

Literature Review and Creating Evaluation Framework

The explanation about community capacity development and Capability approach as stated that in Chapter I need the further exploration regarding to those two such concepts. This Chapter intends to get more understanding about two concepts that would leads to the creation of evaluation framework as the end part.

2.1 Community Capacity

Before beginning to dig more deeply about community capacity, the attention to explore the concept of “community” and community development should first recognize as the important part. Currently, the term community has the general meanings, which refers to actual groupings of people. Such meaning is usually used in many ways as the common methods to describe the meaning of community. Cohen (1995,p2) suggests that two central ideas are found in the notion of community. One of these is aggregational and the other is relational. The former idea involves the aggregation, or grouping together, of people who have something in common. The latter idea, however, expresses the opposition of one community in relation to others that are different.

The concept of Community Development is also very important part in this study. Community Development is a process whereby community members gathered to take collective action and find solutions to the common/collective problems "(Frank and Smith, 1999). Community development is formed by mutual benefits and shared responsibility among members of the community. The main output of the Community Development is increasing the quality of life for the community. For increasing their quality of life, community requires the space for increase their capacity. Furthermore, this notion related to the needs to concern with the built of capacity development for community. In doing so, community cannot stay alone. The existence external agents

such as government and private parties are necessary. Government with their legal intervention might support the effectiveness of community development through legal policy framework and budget allocation development. Whilst, private parties as the owner of bulk capital can strengthen the availability of finance aspects that if collaborate with community could gain more expected goal of development.

The capacity development of a Community is often articulated as “Community Capacity”. There are some views about community capacity. Labonte and Laverack (2001, p114) define community capacity as "*the ability of community groups to define, evaluate, analyze and act on all things related to its own member's needs.*"

According to Bush et.al (2002) definition, *community capacity is a collection of characteristics and resources that when combined, will improve the ability communities to identify, evaluate and determine the key issues.* The need to increase community capacity is closely related with the effort to build the capacity that owned by community. Thereby, the recognizing “capacity building” is play the important role that must be realized to enrich the community capacity as the development's assets. In the context of rural development², capacities building for communities can be represented through to what extent the capacity of community transform several types of assets or capitals. Such assets like natural, human, financial, physical, cultural, and social, then, are converted into livelihood outcomes, which can support for community life, as argued by Bebbington et al (2006). The notion in utilizing the assets/capital actually comes as the idea from Berkley (2004).

He mentioned four assets as the important capital for developing community capacity, there are; Social Capital, Economic Capital, Human Capital, and Natural Capital. Khakee (2002) proposed more simply form of capital or assets that closely linked with the community capacity namely *Political Capital, Social Capital and*

² Beckley et al (2008) Make simplification to the scope of community capacity through capacity in utilizing assets/capital that related to the development on rural area

Intellectual Capital. Those kind of capital is the elaboration of Institutional capacity³, that confirmed by Chaskin (2001) as one of the strategy for bolstering the capacity of community.

2.1.1 Intellectual capital

Intellectual capital in this term means the ability of community to transform knowledge, experience, scientific investigations and intangible assets into useful resources to enhance their capacity. For measuring intellectual capital; there are some indicator can be uses based on (Khakee, 2002, p5), as mentioned in following sentences, below;

- Range of knowledge emphasizing how various ways of thinking about and shaping policies for sustainable development are emulated
- Frame of knowledge including different ways for justifying ideas, making distinctions and observing limitations.
- Linking knowledge that is constructed in different arenas, scientific knowledge prepared in arenas that belong to the system world and experiential knowledge from arenas in the life world.
- Openness and learning with respect to new ideas and new sources of information.

2.1.2 Social Capital

Social capital is capital that created by the thinking process which was built from the relationship of social network resources between activities, human, and place (Healey et al., 1997 in Khakee, 2002). The form of social capital in society consists of the dimensions such as, values, norms, and pattern of social interaction that exists among network that available. Some practitioners like Adler and Kwon (2000) argued that the dimensions of social capital will create and provide cohesiveness and also collective social dynamics that would bring the benefits in community.

³ Healey (1997) Proposed Institutional capacity building for urban development

There are three criteria to identify and evaluate social capital (Khakee, 2002), such as

- The range of social relationship that figure out the extent and nature of the involvement of stakeholder, as well as how the network functions and values play a role in the network.
- The link between the networks looks at the intensity of the relationship, the quality of the relationship between the core and surrounding, and integration between networks.
- Power relations reviews the power of relationships held jointly, access to the network, ideological and arrangement of connecting networks.

2.1.3 Political Capital

Political capital is realized from the commitment and willingness of various parties relating to the agenda formation and action for thinking policy and mobilizing resources (Khakee, 2002). This initiative is made up of politicians, governments, citizen's movements and stakeholder groups based on mutual trust and respect.

Khakee (2002) added, political capital can be identified and evaluated in three ways.

- ✚ the "mobilization of the existing structure by selecting the issue and identifies the issues, access to the stakeholders and the approach for collective action".
- ✚ "mobilizing the method by adapting techniques, build consensus, and organize focus groups"
- ✚ The existence of the "change agent" with "key persons in the mobilization effort, the agent to maintain the character of the network and connecting networks, competitive or supporting agency."

2.1.4 Creating Community Capacity Evaluation framework

In measuring community capacity, several practitioners have made several approaches through several perspectives, namely, through its dimension⁴, social

⁴ Chaskin (2001), Goodman(1998), make the community capacity indicators that has been used in health program

capital research⁵, or even, factor that used in Natural resources management⁶. In general, all of those approach is conducted in different context and different objectives, but in fact, there is close similarity among each other. To what extent the similarity of criteria that used can be explained and illustrated in Table 2.1 below.

Element	Goodman (1998)	Laverack (2001)	McLelland (2007)	Bush et al (2002)	Fujikake(2008)
Participation	√	√	√	√	√
Social Network	√	√	√	√	√
Solidarity	√	√	√	√	√
Community Values	√	√	√	√	√
Skill	√	√	√	√	√
Problem identification	√	√	√	√	√
Knowledge	√	√	√	√	√
Critical Reflection	√	√	√	√	√
Sense of Community	√	√	√	√	√
Leadership	√	√	√	√	√
Role of Outside Agents	√	√	√	√	√

⁵ Krishna and Schrader, 1999; Stone, 2001; Stone and Hughes, 2002; Productivity Commission,2003) has work in giving information about capacity that related with on socio-economic attributes, values and perceptions, communication and empowerment, program delivery and programs for a given community

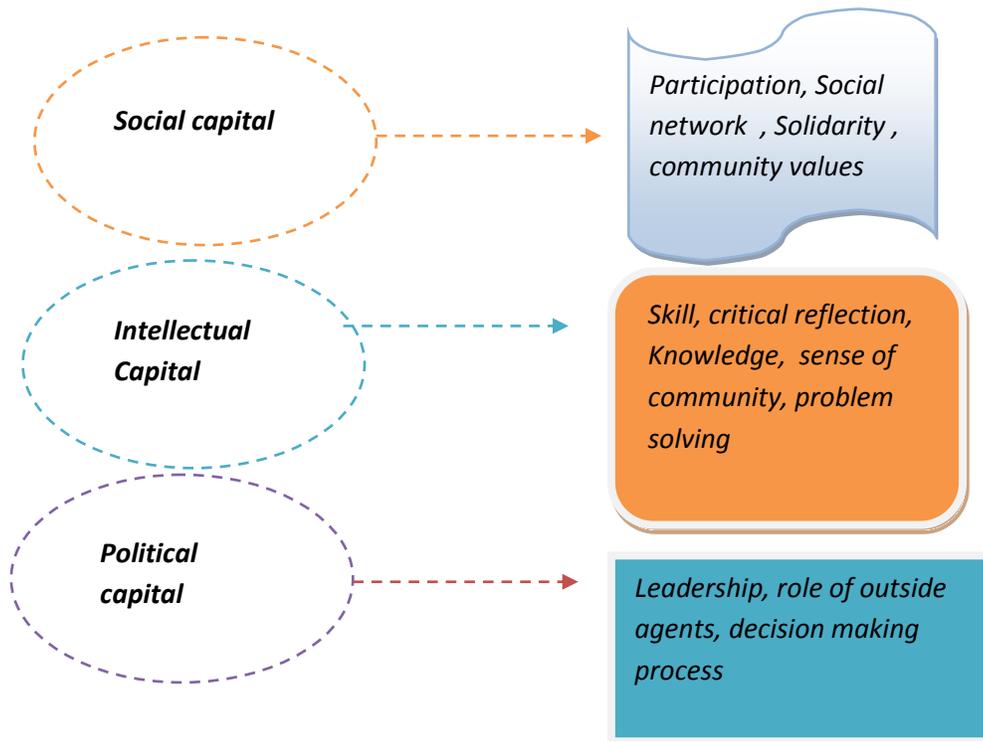
⁶ (Sobels *et al.*,2001; Webb and Curtis, 2002; Thomson and Pepperdine, 2003; Webb, 2003; Beckley *et al.*,2004) adding natural capital and economic capital as the indicator in the context of natural resource management

Decision Making Process	√	√	√	√	√
--------------------------------	---	---	---	---	---

Table 3.Criteria for Capacity Evaluation.

Source : Interpretation by author , 2012

Based on the table above, All of the elements that used by authors above, actually can be simplified into three elements of institutional capital that proposed by Khakee (2002), so that, the criteria for measuring community capacity can be conducted with just focused on Social capital, Intellectual capital, and political capital.



Scheme 1 Simplification of Capacity Indicator Proposed by Author

**Figure 2. Simplification of all criteria based on three form of Institutional capital
by Khakee (2002)**

Regarding to this research, the criteria that has simplified above is adjusted with the context of community based rural infrastructure project as an criteria in measuring capacity indicator.

2.2 Capability Approach

Having explored the term of capacity as stated above, the question arise regarding how those can be transformed for achieving the meaningful live as the main goal of development. For creating the effectiveness of capacity/capital used, the condition that might causes people have ability to expand their capacity of capital to reach their goal is needed. Frediani (2008) argued that the absence of condition that might give opportunities to develop people's capacity, will limited their achievement to gain well-being values. Such condition could be mentioned as 'people's capability'. The following paragraph will describes the basic concept of such capability that is most popular as "capability Approach" which is underlying the concept of people freedom to choose in enlarging their capacity.

The utilitarian approaches by John Rawls that concern about achieving the function of utility, started has criticized. This dissatisfaction about such approach, leads to the shift of paradigm to measure wellbeing from quantitative measure to more concern in assessing the quality of life. Since the quantitative measure tends to fail in representing the real phenomenon about poverty, hence the growing awareness, appear in trying to find the new perspective evaluation that accommodates about wellbeing and life quality.

Amartya Sen the winner of Nobel Prize criticize the utilitarian approach since, it just focus on utility and ignore non-utility aspects that has moral judgments as the basis (Roybens, 2003). Then, he offered the concept of capability approach to more investigate the actual phenomenon of poverty with considering the issue of freedom

to have functions and equal opportunities, in achieving the desired goal and responsible for the choice that he/she /they/people have been made.

In the perspective of capability approach, the ultimate goal of prosperity, justice and development, must be conceptualized in terms of how to make people has the ability to function. It means that they have an effective opportunity to perform actions and activities that they really want to are involved in it, and become what they want.

Basically, the core concept of capability approach emphasizes on functioning and capabilities.” The term of functioning, refers to realized achievements and fulfilled expectations, whereas the notion of capabilities “represents a person’s *freedom or ability to achieve well-being* (Sen, 1987, p. 49). A functioning is an achievement of a person: what he or she manages to do or to be, and any such functioning reflects, as it were, a part of the state of that person. The capability of a person is a derived notion. It reflects the various combinations of functioning (doings and beings) he or she can achieve. It takes a certain view of living as a combination of various “doings and beings”. Capability reflects a person’s freedom to choose between different ways of living. Widodo and Woltjer (2011) summarize Capability approach through a distinct set of attributes, namely

- ✓ Development as freedom
- ✓ Capabilities, freedom to be , to do, and to choose , as the indicator of quality of life
- ✓ Freedom as social commitment, shaped by social, economic, political context
- ✓ Expansion of opportunity as principle; promoting freedom, providing opportunity

2.2.1 Nussbaum Perspective about capability

Perspective of Nussbaum about capability is closely related with the Sen’s work. But she adds some ideas that enrich the concept of Capability Approach in several issues. **Firstly**, Nussbaum’s goal in capability is to develop partial theory of justice. Furthermore, Nussbaum recognizes capability approach with the perspective view in

moral-legal-political philosophy, with principle; government has responsibility to guarantee all of their citizens through the constitution. So that, Nussbaum argued that citizens have a right to demand from their government. Furthermore, Nussbaum elaborates this notion to “central human capabilities” that really required to incorporate pervasively in all level of constitutions.

Secondly, Nussbaum has made the categorization about capabilities into 3 different form which are, Basic Capabilities, Internal Capabilities and Combined Capabilities.

Thirdly, Nussbaum proposed the concrete list of capabilities, which is comprised of the 10 following categories as follow: *life, bodily health, bodily integrity, senses, imagination and thoughts, emotions, practical reason, other species, play and control over one’s environment.*

2.2.2 Negative Capability

Regardless with the normative understanding about capability, actually, there is also the growing concept to expand the partial theory of Justice proposed by the Capability Approach by introducing the Ethics of Just. Such concept proposed by Jerome Ballet (2006), which criticizes the incompleteness of CA in considering negative effects of Capability that achieved. This means, in one side capability could be achieved and give more freedom to be and to do by several people/group. But, in other side it gives some disadvantages, or even, deprives the freedom of the others. Ballet called it as *Negative Capability*. The understanding of this main concept basically is closely related with the notion of social exclusion by Klasen (2001) which stated that Social Exclusion as particular capability-failure: Failure to have ,ability to be integrated into the community, participate in community and public life, and enjoy social bases of self-respect

2.3 Operationalizing of capability approach

The ways of Capability Approach used generally can be divided into categorizes as follow; Multivariate studies, empirical studies, case study applications, theoretical

applications (Commim et al 2008, in Widodo and Woltjer, 2011) whereas, Roybens (2006) stated that there are 9 different of types for capability applications, namely :

- ✚ General assessment of the human development
- ✚ The assessment of small scale development project
- ✚ Identification of poor in developing countries
- ✚ Poverty and wellbeing assessments
- ✚ Assessment of gender inequalities
- ✚ Analysis of deprivation of disabled people
- ✚ Theoretical and empirical analysis of policies
- ✚ Critiques of social norms, practices, and discourse
- ✚ Use of functioning and capabilities as concepts in non-normative research

There is no clear guidance about how to put capability approach in practice due to the wide range terminology and perceptions of capability Approach in Its application. Roybens (2006) argued that such phenomenon is occurred because the wide scope of the Capability approach and many theoretical perspective can filled in variety of ways to such concept, causing the capability approach radically has a various form. But regarding about evaluative purposes, According to several researches⁷, generally, the expanding of capability approach in evaluative purposes domain can be traced through the expansion of its core concept namely, develop more detail about the “functioning” and capabilities”.

As we know that functioning is related to “achievement”, and capabilities is more or less emphasizes the range of freedom of choice that available to reach the achievement. The narrowing conception of these two domains is conducted through elaborating them into two things that are “Opportunities” and “Choice”. From this simplification, the proposed criteria that might be used in evaluating community-based project can be summarized into table 4 below:

⁷ Schincka (2005), and Sabrina Alkire (2002), conduct some research about the developing of functioning and capabilities to apply capability approach in small-scale projects. Both of them used Focus Group Discussion (FGD) in obtaining the perceptual information from the project’s participants

Element	Criteria	Indicator
Functioning	Range Of fitting choice	the condition where valuable things are being met
Capabilities	Set of Functioning	The Increasing of possibility/opportunities that serve and attainable for community.

Table 4.Capability Indicator

Source : develop by author,2012

2.3.1 Contextualizing capacity and capability approach in rural infrastructure development

As stated in chapter I that the role of infrastructure in rural development is playing the important role, especially, in generating the economic activities and increasing the welfare of rural community. Indarto (2006) argued that in general, the type of project scale for rural infrastructure is small –scale and the characteristics of its development is point type that means is separable with each other.

The perspective of capacity in rural infrastructure development, nested on how the related parties who concerned use the assets that they have to support in, planning, implementing, and evaluating the infrastructure that built. For rural infrastructure development, the capacity might cover the knowledge platform about infrastructure, access to source of resource, relation among networks.

For the context of *rural infrastructure development planning*, the elaboration of capability approach' concept is closely related with the extent to which the result of

development covering the possibility for rural people to expand their freedom of choice and gain new opportunity.

Such concept can be described by the degree to which the level of development that is occurred, support the people to reach their valued achievement. It means how the fitting choice is available for community. The adequate of accessibility, access to infrastructure needs (housing, irrigation, education facilities, health facilities, and economic facilities) are the illustration of how the concept of *choice* are contextualized to support the range of life achievement for rural citizen.

Meanwhile, in the context of rural development, *opportunities* might range from agricultural characteristics, rural circumstances such as resource use that become the commodity, market opportunity, technological development in farming, and the increasing of Information technology and telecommunication quality.

2.4 Operational zing concept into evaluation framework

After explore some theoretical ideas about community capacity and capability approach, thereby, the framework for evaluative purposes that proposes in this research would be illustrated as the table below:

EVALUATION FRAMEWORK	
Element	Criteria
Intellectual	the extent of public knowledge in choosing various alternative options in decision making.
	how a community releases ideas and makes a difference from the ordinary to deal with the limitations

	<p>the ability to connect a wide range of science, knowledge, skill, and experience that exist in society</p> <hr/> <p>the openness of community to accept the information and technologies</p>
Social	<p>the range of social relationship</p> <hr/> <p>the relationship between networks</p> <hr/> <p>the power of relationships held jointly, access to the network, ideological and arrangement of connecting networks</p>
Political	<p>the mobilization of the existing structure by selecting the issue and identifies the issues, access to the stakeholders and the approach for collective action".</p> <p>mobilizing the method by adapting techniques, build consensus, and organize focus groups"</p> <hr/> <p>Change agents: key persons in mobilization efforts, agents for maintaining networks and linking networks, competitive or supportive character of agents</p>
Functioning	<p>Range of valuable things that available</p>
Capabilities	<p>Range of opportunities that attainable</p>



Table 5 . Evaluation Criteria That proposed

Source : develop by author,2012

The question is how to bring all of criteria and indicators above, into practical situation that can be easy used in conducting the evaluation. The following sub chapter will discuss about this.

2.5 Identifying all criteria in practice.

In order to use all criteria that have stated above, as mentioned earlier, the way that used is adjusting them with the context of community based rural infrastructure project that chosen as a case. The process of such adjustment for every criterion described as follow;

1. *The extent of public knowledge in choosing various alternative options in decision making* is closely related with the range of knowledge that owned by community regarding infrastructure that built, the sign for recognizing this, can be traced through the level of community's understanding about all matters in infrastructure , such as , process and technology that relate with the construction process.
2. *how a community releases ideas and makes a difference from the ordinary to deal with the limitations*, this criteria can be described by how much the insight of community is used to improve the weakness that exist in the Project stages, More or less this Criteria is overlapping with the first criteria above. Simplification is used to combine criteria one and two become criteria, ***Release Idea***. Identifying this criteria in the field can be done through investigate to what extent the idea from community accommodated in project stages. The kind of idea illustrated by how often the skill, experience, or perhaps technology that they have is released to deal with the limitation that still exists in infrastructure project, such as in

preparation stages, and implementation stages. Source of such ideas may come from the knowledge about physical condition, and technical procedure that are really support the project implementation.

3. *The ability to connect a wide range of science, knowledge, skill, and experience that exists in society.* This illustrates to what extent community utilize the new insight from external sources such as from research, comparison for other areas which have implemented the same kind of project, to create new innovation in doing the project or to create new guidance structure for all stages in project.. For the context of community based infrastructure projects, new insight that gained ranging from the information about technical procedure in construction process to administrative procedure (i.e make budget report, final report). In this research, the criteria as mentioned above, will be simplified as ***find the new insight***
4. *The openness of community to accept the information and technologies,* this criteria *can* be illustrated with observing to what extent the motivation of community in gaining the information and technology in project implementation. A kind of information and technology might emerge as the guidance of project (technical specification, technical procedure, administrative procedure)
5. *Range of Social relationship,* It can be measured by to what extent all stakeholders in community involve in stages of project, and what determinants behind that; For indicating this criteria, the range of participation of community in all project's stages can become the indicator to be measured, such as level of attendance in preparation meeting, implementation stages
6. *The relationship between networks,* It represented by to what extent the relation that owned by community with outside agent. In addition, identifying what kind of relation that created between community and other parties who really play key role in infrastructure project, such as, sub district/local government, project

facilitator, etc In this research, the relation between networks would become more simply which is called *network linkage*

7. *Power Relation*; It showed by the effectiveness of organization structure to operate and create networks during project implementation. For identifying this criteria, the indicator that easy to be assessed are the level of relation among member in community organization which organize the infrastructure project, and also the existence of the mechanism that made for making effective coordination line in organization structure. Factual information from the field that support such indicator, namely, type of delegation task, organization platform, type of management
8. *The mobilization of the existing structure by selecting the issue and identifies the issues, access to the stakeholders and the approach for collective action*". Is indicated by the possibility of community put their idea in relevant parties (decision maker) , that politically, give the effect in project implementation, this criteria could be simplified as ***agenda building***, to identify this criteria can be traced by how often community gain success to deliver their aspiration about infrastructure development to higher level institution (such as, village government, sub district government, local government), a kind of aspiration that deliver such as project proposal, budget approval
9. *Mobilizing the method by adapting techniques, build consensus, and organize focus groups*" This criteria , in general, refers to the way of decision making process is performed during project implementation, this criteria could be simplified as ***Decision making Process***. The practical indicator for this is the form of meeting held in project stages, includes the way to make the decision that have done by all related parties. Identifying the way in decision making process, can be implemented through exploring whether decision is delivered in open process or in exclusive process by meeting that held in project stages.

10. *Change agents: key persons in mobilization efforts, agents for maintaining networks and linking networks, competitive or supportive character of agents*, It can be observed through the influence of leader in mobilizing community on project stages, this criteria could be simplified as **Leadership**. For identifying this criteria, the way used is investigate the effectiveness of leader to persuade and instigate the community. Measuring the leader influence for mobilizing people could be done through asking about how much the things that they has conveyed always be heard and done by community.
11. *Functioning; Range of valuable things available* , Observe what actually that people can really do with option that available before project implemented; The key idea here, is that measuring the degree to which a circumstances that they lived, provide the condition for their freedom of choice, The practical indicator for these are the *availability of resources that offered choice, level of job provision, level of education and health provision (facilities, level of schooling), level of access to infrastructure needs(accessibility, electricity supply, etc), level of how their freedom of political participation.*

Such Indicator is modification from the list of capability indicator proposed by Nussbaum (2003). To identify these criteria, there are two ways that can be conducted, first, Doing the interview and observation with the respondents, and second is the tracing via supported document, such as, village planning document. From such document, the information such as, kind of community's job, level of education, village infrastructure projects would enrich the information about functioning criteria.

12. *Capabilities* are related with "the ability to achieve" or the degree to which new opportunities is attainable. It can be explored by identifying improvement that community feel valuable for their life after the project is implemented. The key idea that offered here is to what extent the project or development offering

alternative ways of “being and doing “that may be attainable by community. Variable that used to explain the capability is measured with the perception about the existence of tangible and intangible assets that mentioned as the important indicator for improvement. Besides that, the exploration is conducted to investigate what kinds of assets or freedom that has deprived as the consequences of development or project.

As stated Widodo and Woltjer (2011) tangible assets can be observed by the presence of physical features such as *land, physical infrastructure* improvement, *technological improvement*. The examples for this in rural infrastructure development context are,

- the improving of infrastructure of accessibility through road network,
- improving level of knowledge by the availability of education facilities,
- The availability of market place for supporting economic activities.
- The upgrading of irrigation network and agricultural methods for increasing productivity

Whereas, for intangible assets it can represented by non-measurable indicator such as, *knowledge, relation, feel secure, political freedom and social freedom, cultural expression*. The real example of those in rural infrastructure project is the level of influence of rural project to support or probably decrease the existence of such intangible assets.

Beside, identify the current level of capability and capacity, this research also offer the different sight in doing evaluation through investigating the current effort the planning practice, in giving the attention about how capacity and capability consideration is used. The way to doing this is done through collecting the information from planning document that has the relation with the effort to give the attention of increasing capacity and capability. Such as, the existence of program in improving human resources quality, program that has delivered in addressing basic

needs such as health, food security, and the infrastructure projects that have been available.

Table 6 below describes general overview the possible question that could be used in testing evaluation framework that has elaborated above:

EVALUATION FRAMEWORK		
Criteria	Indicator	Draft of question
Intellectual	Releases Idea	Has your ideas accommodated in these project that built?
	Find New Insight	Are there any efforts to use science, knowledge, skill, and experience from the independent parties as the tools for this project?
	Openness	Are you feeling interested to learn the new technology or idea of infrastructure that built?
SOCIAL	Range of relationship	To what extent member of community participate in all stages this infrastructure project?
	Network Linkage	To what extent the level relationship with outside agent such as, project facilitator, government?

	Power Relation	To what extent the level of influence of community that have to others, in organization structure?
Political	Agenda Building	Is the community member SUCCESS in bringing the problems faced (agenda building) to the relevant parties?
	Decision Making Process	How is the process for making decision related with project implementation? Are there delivered in open process?
	Leadership	To what extent the community leader organize community members in project implementation?
Functioning Capabilities	Range of fitting choice that available	How were the community lives looks like before joining with project? Are there any barriers that become constraint?
	Range of opportunities that attainable	What do community expected changes when involve in project? Is there any improvement that community perceived valuable for their life? Alternatively, are there some new restrictions for community's life?

Table 6. List of Field question

Source: develop by author,2012

Concluding Remarks

Having explores the literature review and discussing about how to put all criteria into practice, so that the evaluation framework that will be used for this research can be categorized into 4 criteria which have 12 indicators as follow;

Criteria	Indicator
Intellectual Capital	Releases Idea
	Find New Insight
	Openness
Social Capital	Range of relationship
	Network Linkage
	Power Relation
Political Capital	Decision Making Process
	Agenda Building
	Leadership
Capability	Functioning and Capabilities

Table 7. Final Criteria For Evaluation

CHAPTER III

STUDY CASE OVERVIEW

The discussion about community capacity and capability approach in chapter 2 emphasized the creation of evaluation framework that will used in assessing community based infrastructure project as the main objective of this research. Further, this chapter will explain about, Pandeglang regency overview, that would illustrates the condition of capacity and capability that available in obtaining the insight about the context of area study case in macro situation.

3.1 Overview about pandeglang regency

Pandeglang regency is one of regency that being a part of Banten province. It is located between $6^{\circ}21'-7^{\circ}10'$ south latitude and $104^{\circ}48'-106^{\circ}11'$ east longitude. Administratively, Pandeglang regency with 2747 km² (274,689.91 ha) area or by 29.98% of Banten Province, was divided into 322 villages, 13 Kelurahan and 31 Sub-districts. Surrounded by Serang Regency in the North, the Sunda Strait in the West, Southern Ocean in South and Lebak regency in the East, as illustrated in figure below:

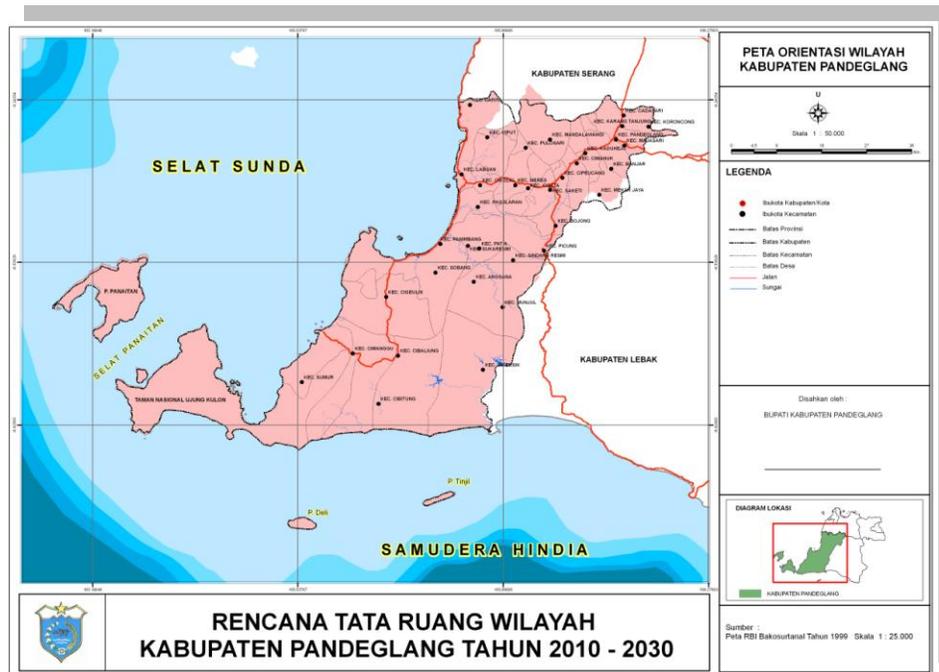


Figure 3. Map of Pandeglang regency*Source : RTRW Pandeglang/Spatial Planning Document, 2010*

3.2 Population and Social Characteristics

Composition of Pandeglang Regency population by gender in 2011 showed the number of men is 588,126 inhabitants, while the number of women is 560,938 inhabitants. From the characteristics of such population can be known that sex ratio of entire regency in the 2011 is 104.85 percent. Further detail can be seen in the following table :

No	Year	Population	Male	female	Sex Ratio
1.	2004	1,040,871	507,345	533,526	105.16
2.	2005	1,082,012	553,814	528,198	104.85
3.	2006	1,100,911	567,045	533,866	106.21
4.	2007	1,106,788	568,156	538,632	105.48
5.	2008	1,124,497	577,244	547,253	105.48
6.	2009	1,130,514	578,375	552,139	104.75
7.	2010	1,146,067	584,503	561,564	104.08
8.	2011	1.149.064	588,126	560,938	104.85

Table 8. Total Population by Sex and Sex Ratio in Pandeglang Regency,*Source: BPS Pandeglang 2012*

Pandeglang population sex ratio figures as shown in *table 8* from year to year always lay in the position in the top 100. It indicates that a population of men is higher than women had. In 2011 sex ratio of 104.85, which means that every 100 residents women in the pandeglang there are 104 to 105 the men population. It means that the availability of labor source as the input for development is very promising.

3.2.1 Social Characteristics

Generally, the cultures that dominant until now in Pandeglang regency are Jawara (traditional figure) and Kyai (Religious leader). The Islamic culture is really influencing since until 2010 there are 313 Islamic schools (pesantren) that distribute mostly in all sub districts in Pandeglang regency. The celebration of Islamic day such

as, Idul Fitri, Idul Adha, Isra Mi'raj, Maulid Nabi Muhammad always become the tradition that held every year.

3.2.2 Social Interaction

The influential groups in the social interaction in Pandeglang regency mostly are groups from religious leaders and traditional figure. Usually, what they have said is being heard and respected by most of the people. For the people who came as migrants, in general they work as civil servant, Police/Army, National Company (Telecommunication and Electricity). The interaction built between indigenous community and the comers actually flow well and normal, but there are elements of aversion and awe of natives against the entrants, due to low self-possessed a result of the education and those with low intellect. In a situation like this where entrants cannot adjust to these conditions, the interaction will not run well and the people (natives) will be apathetic towards immigrants, but on the contrary if the people (migrants) are can interact and being adaptable, the respect and attention will be impressed even excessive.

By seeing the characteristics that explained above, the power to perform collective action is large especially among indigenous people, although it is difficult to make it with entrants, it indicates the level of capacity for creating social capital promising.

3.3 Employment

The conditions of employment in Pandeglang regency including characteristics of employment in Labor Force Participation Rate (LPR), working's opportunity rate indicator, and unemployment rate indicator can be seen in the following table:

No	Employment Indicator	2009	2010	2011
1.	Working age population	707,283	715,825	768,797
2.	Labor force	458,120	468,438	488,347
	a. Work	412,219	416,319	434,745
	b. Unemployment	45,901	52,119	53,602

3.	Not in the Labor force	249,163	247,387	280,450
	a. School	47,039	38,375	39,388
	b. housekeeping	154,833	166,009	187,530
	c. Other	47,291	43,003	53,532
4.	Labor Force Participation Rate (LPR)	64.77	65.44	63.52
5.	Unemployment Rate	10.02	11.13	10.98
6.	Working opportunity Rate	89.98	88.87	89.02

Table 9. Employment Indicator of Pandeglang Regency Population in 2009-2011

Source: BPS Pandeglang 2012

The Table 9 indicates that by the year of 2011, from total 1,149,064 Pandeglang residents, 768,797 people or about 66.9 percent of population were on the working age. Among that numbers, 488,347 or about 63.52 percent of working age peoples were labor force, while the rest 280,450 people are classified as non-labor force ages population. In the same year, working opportunity Rate of Pandeglang Regency was 89.02 percent. Working opportunity Rate is a measurement that illustrates chance of somebody to get a job. Meanwhile, the unemployment rate in Pandeglang in the year 2011 reached 10.98 percent.

Compare to the previous year, the population Pandeglang entering the working age increased by 7.4 percent. The increase of population working age will directly affect to the characteristics of employment in Pandeglang. This addition will increase not only the level of participation in entering the labor force, but also increase revenue and welfare of the community.

Unfortunately, this condition is not followed by the high availability of job opportunities in Pandeglang regency, the allocation for jobs in Pandeglang regency is still dominated by agriculture sectors, and if compared with other regions in Banten Province, the job opportunity is in the lowest categories. The existence of company

who offered a job opportunities especially in formal sector is really limited which total needs of just only 4, 580 people. As illustrates in the table below:

COMPANY DISTRIBUTION ACCORDING SCALE IN PANDEGLANG REGENCY		
COMPANY SCALE	TOTAL COMPANY THAT AVAILABLE	TOTAL WORKER NEEDS
BIG (worker>100 people)	8	2116 people
Middle (worker 26-99 people)	20	946 people
Small (worker < 25 people)	170	1518 people
TOTAL	198	4580 people

Table 10. Distribution of company in formal sector

Source: BPS Pandeglang 2012, modified by author

Therefore, there is a huge migration of people to find job opportunities in other area such as, Jakarta and Tangerang due to not many choices of job that can be obtained to support their daily needs. Moreover, the level of wage in Pandeglang regency compare to other areas in Banten Province include as the lowest rate as illustrated in table below;

Minimum Wage per Month by Regency/Municipality in Banten Province (rupiahs), 2006-2011

Kabupaten/Kota Regency/Municipality	2006	2007	2008	2009	2010	2011
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Kabupaten / Regency						
1. Pandeglang	755 000	792 750	840 000	918 950	964 500	1 015 000
2. Lebak	750 000	786 000	842 000	918 000	959 500	1 007 500
3. Tangerang ¹⁾	800 000	882 500	953 850	1 055 000	1 117 245	1 285 000
4. Serang ²⁾	796 000	869 000	927 500	1 030 000	1 101 000	1 189 600
Kota / Municipality						
5. Tangerang	800 000	882 500	958 782	1 064 500	1 118 009	1 290 000
6. Cilegon	835 937	905 000	971 400	1 099 000	1 174 000	1 224 000
7. Serang	...	...	927 500	1 030 000	1 050 000	1 156 000
8. Tangerang Selatan	...	...	...	...	...	1 290 000
Provinsi Banten	661 613	746 500	837 000	917 500	955 300	1 000 000

From such condition that illustrates above it can be concluded that the capability of Pandeglang regency in give opportunities for employment is low. Not many choices that are available for support the increasing of quality of life due to the space for gaining the job is limited and just accumulated in informal sector.

3.4 EDUCATION

To know about the condition of education in Pandeglang, The analysis can involve several indicators that are Literacy rate, Education Facilities, Level of Students participation, and Level of graduation.

Basic education development indicators can be seen through the ability to read and write (literacy rate) of population. By having the ability to read and write Latin letters will make a person more easily understand and absorb variety of information from both print and electronic media so that it will increase knowledge and insight to them. More detailed on Literacy rate of Pandeglang Regency population until 2010 can be seen in the following table:

No	Gender	2009	2010
1.	Male	96.83	97.9
2.	Female	94.37	95.1
Total		95.61	96.5

Table 11. Literacy rate of Pandeglang Regency for 10 years aged and above
Source: BPS Pandeglang, 2011

Second indicator that used is the existing of education facilities. The number of kindergarten schools in Pandeglang Regency increased from 282 units in 2009 to 354 units in 2010. The number of elementary school or equal decreased from 1,012 units increased from 224 units in 2009 to 265 units in 2010. Meanwhile, the number of Junior high school experienced the increasing trends from 245 units in 2009 until 256

Figure 4. Level of minimum wages in Banten Province

Source: BDA, 2012, p 232

units in 2012. The number of senior high school or equal also increased from 111 units in 2009 to 131 units in 2010. The availability of education facility in Pandeglang regency still need serious attention especially for junior high school, since the existence of school that has good condition only 53% (Pandeglang Education Board, 2012). Meanwhile, for senior high school, the facility is sufficient to be used, but the distribution is not covering all area in Pandeglang regency. Several sub-Districts such as Cimanggu, Angsana, Cibitung, and Cibaliung, still suffers with the absence of adequate classroom for senior high school level.

Another way to measure the achievement of education development can be investigated through the level participation of students. Generally, student to teacher ratio in Pandeglang at all level of education experienced the degradation. Student to teacher ratio in kindergarten level decreased from 7.48 in 2009 to 6.72 in 2010. It means one teacher now only handle 6-7 students. At elementary school level or equal, student to teacher ratio decreased from 18,03 in 2009 to 15.93 in 2010, while on junior high school or equal, the ratio downhill from 13.57 in 2010 to 12.27 in 2010. This situation indicates that the addition of students lesser than the teachers addition. Therefore, student to teacher ratio at senior high school level or equal decreased from 10.43 in 2009 to 9.78 in 2010. The increasing of teacher number on senior high school in 2010 caused the decreasing of the ratio. This phenomenon indicates that the ability of citizens to send their children for going school is decrease. It might be caused by the weakness in financial condition.

The last indicator to see the level of education is the education level attained by the population. According to Nurdin (1981) the education level attained is the most obvious criteria to determine the education level of population. It illustrates the level of formal education achieve by population. For education that is more detailed on level attained of Pandeglang Regency population in 2011 can be seen in the table below:

No	Education Level	Male	Female	Total
1.	Primary School non graduate	38.48	44.83	41.57
2.	Primary School/equivalent	36.96	35.73	36.36
3.	Junior High school/equivalent	14.39	12.10	13.27
4.	High school/equivalent	8.55	6.30	7.46
5.	College / University	1.62	1.03	1.33
Total		100.00	100.00	100.00

Table 12. Percentage of Education level attained of Pandeglang Regency

Source: BPS Pandeglang, 2011

While, in comparison with other regency in Banten Province, the level of graduation in education level for pandeglang regency experienced the lowest rank on last year as illustrates in diagram below.

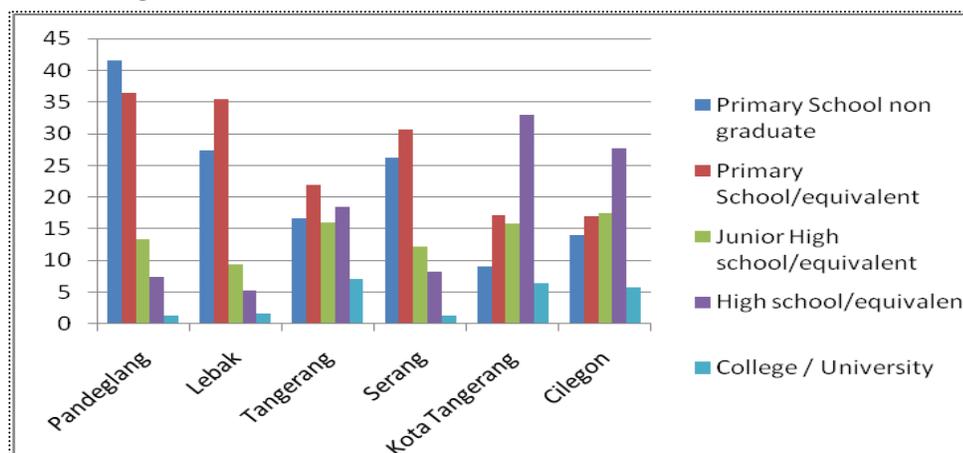


Figure 5. Level graduation comparisons in Banten province

Source: BPS Pandeglang, 2011

To sum up, from all explanation above, basically, show that the education level in Pandeglang regency, does not offer the satisfactory condition, even though literacy rate is high but it did not followed by the optimal result in the level of graduation in all level of education if compare to other area. In addition, this is exacerbated by the lack function of infrastructure facilities. All those phenomena indicate that the access

to good education is difficult to establish and lead to generate the low quality in its human resources. It can be said that the level of intellectual capacity is Pandeglang regency is might be low.

3.5 Contribution of Economic Sectors and the Potential Local Products

Based on GDRP data from BPS (2011,) economic sectors which give the greatest contribution is Agriculture, Animal Husbandry, Forestry, and Fishing with 1.315,40 billion rupiah (33,08 %), followed by Trade of 996,27 billion rupiah (25,05 %) and Services of 514,18 billion rupiah (12,93 %). Compare to other regions, Pandeglang still has low value that reach in its share only 5.3 %. This value is the lowest grade from the highest rate of share (35.3%) which owned by Tangerang regency. Therefore, this illustrates that the disparity has been occurred in economic development in Banten province. In the other words, economically, the development of Pandeglang regency is really worst.

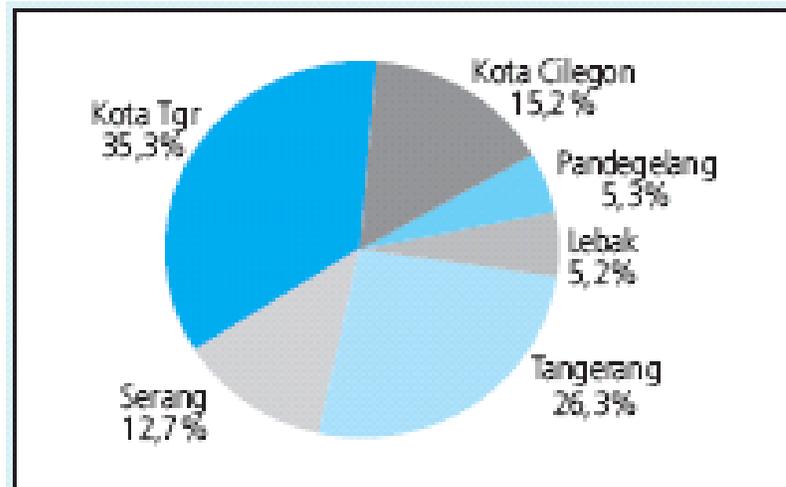


Figure 7. the value of Share from all regency in Banten province

Source: BPS Pandeglang, 2011

Although supported by the agricultural sectors as the leading sectors, in fact, the ability to make such sector as a catalyst for economic growth in the province of Banten is still less a significant effect. In other words, the capacity to develop agriculture sector is inadequate.

3.6 Infrastructure Problem

Generally, the condition of infrastructure is disappointing, and its function is not sufficient from the ideal condition. In the following paragraph will explain about, the general situation about infrastructure condition especially, in Road Condition, Electricity, Irrigation, clean water services, Internet, and telecommunication that according to Jimenez (1994) include as hard infrastructure, which is visible and easy to be observed.

3.6.1 Road Condition

The length of roads across the Pandeglang region in 2010 reached 1043.48 kilometers. That consists of the road under the authority of the National government is 169.27 Km and under the authority Banten Provincial Government reach 151.18 kilometers. While the rest, along 723.03 kilometers is under the authority of Pandeglang government. From the entire length of road under Pandeglang rency

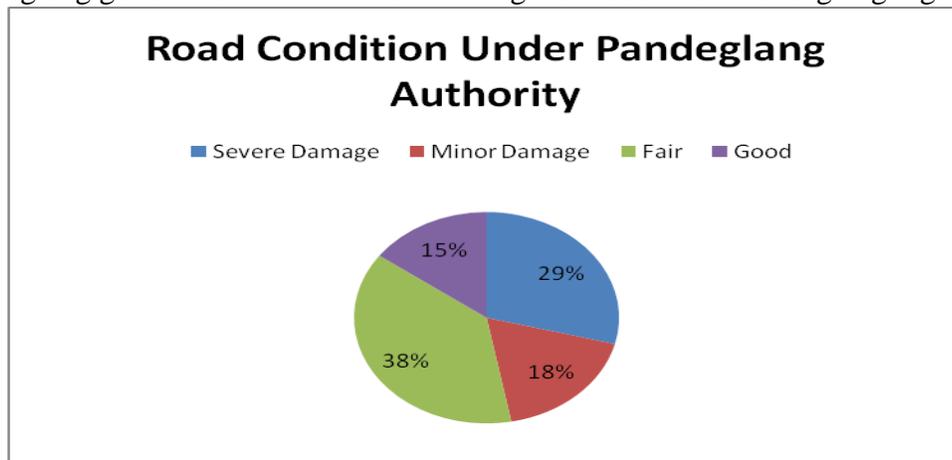


Figure 8. Road Condition in Pandeglang rency
Source: BPS Pandeglang, 2011

authority, 536.23 kilometers made of asphalt formed, stone / gravel 121.10 kilometers and 65.70 kilometers still has soil composition. While based on the condition according to Statistical bureau (2011), only 14.97 percent in good condition, 37.58 percent in fair condition, while the rest are still in bad and very bad condition.

The bad condition of road as stated above, cause the restriction of economic potency that exists such as agro industry and tourism which become the sources for local revenue. For example the route from Tanjung lesung (the tourism destination) still not optimal to used, whereas there are many attractions that can be offered from this area to invite local and international tourists. Table 13 below illustrates the road condition that are connecting to Tanjung Lesung Area.

Tourism Location	Road segment to Strategic Region	Length (KM)	Width (KM)	Condition	Construction Types
Carita Beach - Tanjung Lesung	Cilegon-Pasauran	40.62	4.5	Minor Damage	Asphalt
	Pasauran Labuan	16.99	4.5	Minor Damage	Asphalt
	Labuan-SP Labuan	2.91	4.5	Minor Damage	Asphalt
	Sp.Labuan-Cibaliung	50.92	4.5	Minor Damage	Asphalt
	Citeureup-Kalicaah	7	4.5	Minor Damage	Asphalt
	Kalicaah-tanjung Lesung	NR	4	Minor Damage	Asphalt

Table 13. Road Condition in Tourism Areas

Source: BPS Pandeglang, 2011

3.6.2 Clean water services

Judging from the data distribution of clean water coverage issued by the Pandeglang Water Company (PDAM, 2011), only 15% of current production capacity that has utilized. PDAM production capacity has not been able to meet the needs of existing residents as it is still constrained by insufficient water network to all areas of administration especially in the southern parts of Pandeglang.

3.6.3 Irrigation

The existing irrigation networks in rice crop's production centers have a source of raw water from the watershed. Irrigation types in Pandeglang regency consists of

Technical, semi technical and simple type which most of them experiencing the damage range from category of minor damage, moderate, until severe.

Even in the area that has been selected as the centre for agriculture production namely, Panimbang, Cibitung, Cimanggu, and Angsana, its condition is unsatisfied and not optimal to be used. This indicates that the opportunities to reach the rich in production result is left behind the other area such as Karawang regency in West Java Province

LOCATION	WATER SOURCE	CONDITION	REMARKS
CIMANGGU	43 watershed	good, minor damage, moderate, severely damage	
PANIMBANG	4 watershed	Severely damage	cannot be used
CIBITUNG	28 watershed	Good, minor damage, severely damage	
ANGSANA	14 watershed	Good, minor damage, moderate damage	

Table 14. Irrigation Condition

Source: BPS Pandeglang, 2011

3.6.4 Electricity

Electrical network can be connected to almost all areas in Pandeglang regency with enough power and capacity, but some areas are not reached by the flow of electricity due to network problems that have not been installed even in urban areas, like Pandeglang sub district. Some areas still not enjoyed yet electricity service and makes many people still living in "darkness". However, electricity ratio in Pandeglang regency can be said enough since it reach 71.73 % and just left at least 70, 000 household that still don't have access to use electricity in their daily live.

3.6.5 Internet and Telecommunication

The availability of telecommunication tools for landline phone has covered all areas in Pandeglang regency. Even, for mobile phone almost spread in all sub districts.

According the data from the Statistical bureau, the Number of Communication Tower License that have been issued are 232 tower and spread in 33-sub district of Pandeglang regency. While, for the internet connection that rely on landline phone facility, the services has covered 20 sub districts from total 35 districts. Unfortunately, the range of services for telecommunication and internet cannot be accessed freely, especially in village level, only the people who can pay more to Telecommunication Company for monthly services and buy cellular phone's card that can utilize the internet and communication services.

3.7 Financing Capacity

The capacity of Pandeglang government in financing its development is low. From the total local government expenditure in 2010 accounted for 932.929 billion rupiahs with the biggest share allocated for personnel expenditure at 694.167 billion rupiahs, so that, the space for infrastructure was not fulfill the optimal performance. Due to the limited budget that available, Pandeglang regency still depend on the grant from Central government in improving infrastructure condition. Compare to other areas in Banten province, almost 87% of source of budget development financing is come from transfer revenue that delivered by Provincial and Central government (BDA, 2012). It means that the ability to generate local revenue in maximizing its resources is weak and still rely on public investment. There is no significant effect from the 4-leading sector (i.e, tourism, agriculture, trade, and services) to become the alternative of financing. For example, in Agriculture, according to the data in statistical document (BPS,2012), although Pandeglang become the larger contributor for the agriculture production in Banten province (reached almost 500.000 ton/year) but in the reality, the effect of this is still cannot support the local revenue and cannot reliable as the source of development finance.

Concluding Remarks

After describes the existing condition of Pandeglang regency from several sectors as stated above, the general overview about capacity and capability that available in Pandeglang regency can be conclude as follow;

- The level of capacity and capability in *education, infrastructure, employment, economic, and financing* are still too low. So that become the bottlenecks in accelerate its development to achieve the equality with other regions in the province of Banten . In education sector, as stated above in general, the quality of education of Pandeglang regency is still lags behind the other area in Banten province. This Means, the competitiveness of its labor force just capable for limited sector with only needs low education requirements. In Infrastructure sector, lack of supply and disparity for infrastructure services, has become the constraint for stimulating the economic activity, and good accessibility. The contribution of these phenomena really hampered the capability of Pandeglang regency to expand potential sector, such as tourism, plantation, agriculture, trade, and, services.
- Besides that, Low rates of employment as explained above, illustrates that there is no adequate capacity and capability for Pandeglang regency government to provide the workplace that are reachable for citizens from all level of education background. It also can be said that the economic and Industry capability to produce goods and services that can absorb more employee is still low.
- Limited budget available restricts the ability of Pandeglang local government to fulfill the needs of wellbeing achievement for its citizen. There are many projects and development priority not yet able to be financed. The low of financial capacity causes the choice of development is narrow, because the development plan should been adjusted with the amount of budget. Consequently, the capability to create the change is far from expectation. The

development agenda for every year still cannot leave the urgent problem in poverty and infrastructure.

- Another case in economic sector, as stated above Pandeglang regency give the low contribution for share in Banten province. This indicates Pandeglang still has not the sufficient ability for maximizing its potential sector. Thus, this condition depict that the role of related stakeholder in developing potential sector such as farming and agriculture, is not optimal.
- The strong resources that still can become the power is the existence of human capital from the population rate and social characteristics, as the main source for the source of social capital.

CHAPTER IV

RURAL INFRASTRUCTUR PROJECT

(RURAL PNPM)IN PANDEGLANG REGENCY

Having discussed the overview of Pandeglang regency development, it is commonly understood that the capacity of local government is low regarding to infrastructure improvement. Therefore, the existence of program such as PNPM can really support the development of infrastructure in Pandeglang regency, especially in rural area. In this chapter, the main context that would be discussed is describing the result of capacity and capability evaluation with use the framework that has been built in Chapter 2. Such framework will be tested in two cases study of Rural PNPM implementation in Ciinjuk village and Koroncong Village, Pandeglang Regency. The source of information is obtained from field interview with key persons, and secondary data from sub-district government, and village government in two area.

4.1 Rural Infrastructure Program (Rural PNPM)

PNPM-P (Program Nasional Pemberdayaan Masyarakat Mandiri -Pedesaan/National Program for Rural Infrastructure Development) which is well known as Rural PNPM is Community based Infrastructure project that has been implemented to address all problems related to poverty and underdeveloped. In addition, rural PNPM aimed to create and increase the quality of life of rural society, through participation. The end goal of this program is increasing the accessibility of poor people to the basic infrastructure services based on empowerment mechanism. This program is the evolution of Rural Poverty Program, which was delivered pervasively in late 90's. In Indonesia, PNPM become one of the focus programs by Ministry of Home Affairs and Ministry of Public works.

The main principle of PNPM contains some values that is used as its foundation. The values, are; *acknowledging participation principle, pro poor perspectives, empowerment, synergism, gender, and equality.*

Based on the guidance from Pedum PNPM/General guidance of PNPM, the organizer of the PNPM project comprises of main elements as follow:

-TPK (*Tim Pengelola Kegiatan* /organization of Local Communities), is representatives of community who prepare a meeting for joint problem definition about infrastructure problem. Together with communities, they also conduct the survey for joint fact finding in deciding the priority of infrastructure project that would be implemented in village. They also mobilize the community to participate in implementation phase.

-KPP (*Kelompok Penerima dan Pemelihara*/ Maintenance and sustainer-group)

KPP has responsibility to make the supervision about the infrastructure that built and maintain them afterwards. In practice, the members of KPP are involving government staff at village level, and several people from the community.

-Community Facilitator/project facilitator

They give advice and consultation to the community during the preparation, implementation, until evaluation and maintenance phase of project

-Village cadre

He or she is a person who has been appointed as Mediator and facilitator in order to encourage the community to achieve the success of the project.

The stage of process for this community project consists of several steps, as follow:

- Community Mobilization and Preparation Stage

Open Meeting that discussed to gain aspiration on infrastructure project that are possible to be conducted. All ideas that have been listed then would be discussed thoroughly. In addition to this phase, the representatives of the communities form TPK and KPP.

- Participatory Planning Phase is conducted by community

After making list of infrastructure problem then, the next step is the TPK that has elected do the survey accompanied by Community facilitator to identify and analyze the list of problem based on field survey. The result from the survey then discuss in open meeting, attended by all communities. Finally,

this meeting yield decision about the project be proposed in MAD (*Musyawarah Antar Desa /Inter-village Meeting*)

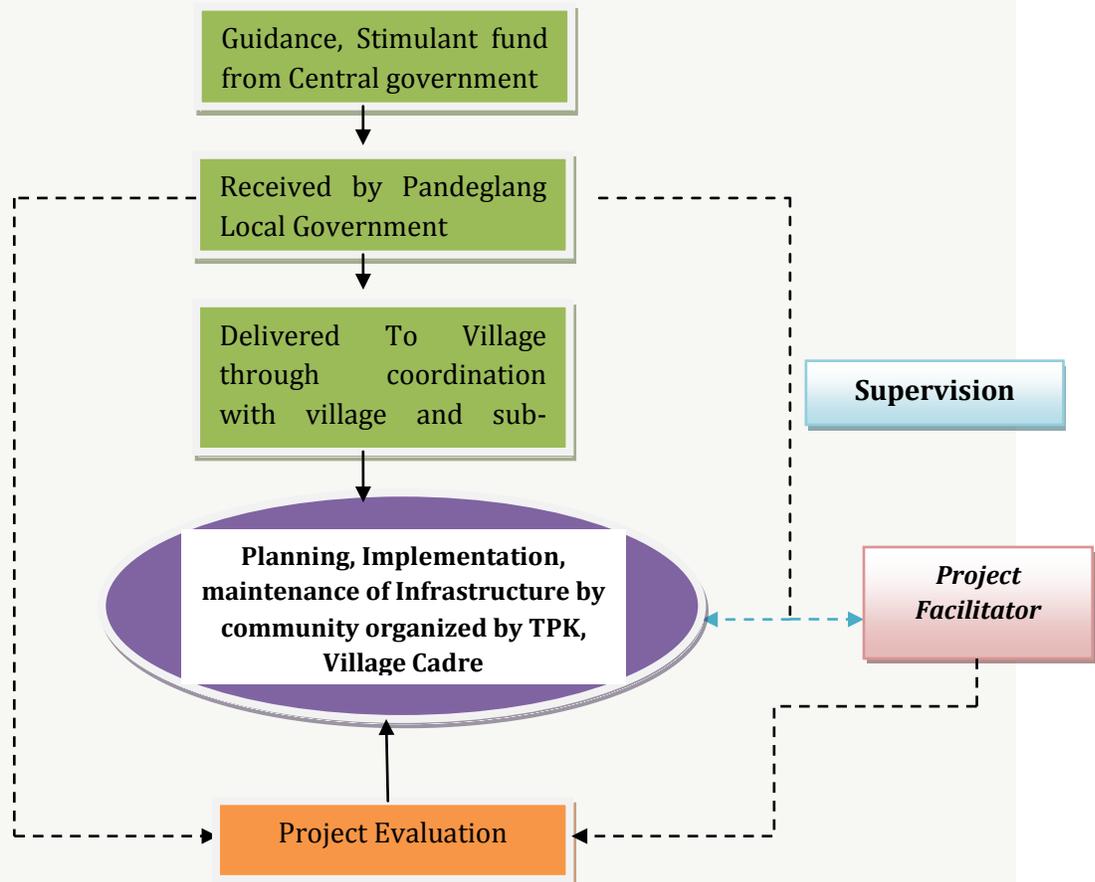
- Physical Implementation Phase

In this stage, the construction process is take place. The TPK encourage the community to participate actively. Community facilitator, also contributes to give supervision of all infrastructure works

- Operation and Maintenance Phase by Community

In this phase, the infrastructure that has been built then handed over to KPP. Up to this point, KPP take over all matters of maintenance for infrastructure.

Generally, the process of the project stages *simplified* by the diagram below:



Source : Interpreted by author y Pedum (general guidance of) PNPM , 2012

As stated in mechanism of rural PNPM above, that community take an important part in every stages of project, Ranging from preparation until construction phase. In the standard of procedure of rural PNPM (Pedum, PNPM, 2011), explicitly allows the mechanism to invite third parties or private sector to support the work that need special services which cannot be provided by community. The involvement of third parties is conducted through procurement mechanism that purely arranged by community. The kind of services which enabling the private participation are building material supply, and rental of heavy equipment (stoom for road) including the operator.

4.2 Overview of Study Case Area

Koroncong village is located in the northern part of Pandeglang regency. Initially, Koroncong village is the village that lies in Cadasari Sub-district territory. Before 1980's Koroncong village was the expansion of Sukajaya villages, as the core. Then Sukajaya was expanded into the two villages; sukajaya and gerendong in the year 1982. Five years later precisely in 1987, there was the fragmentation again where sukajaya village was divided into 4 rural region, namely Awilega, Gerendong, and Koroncong Village. Since 2007 the policy for creation the new Sub district from Pandeglang local government, causes Koroncong becomes the territory of New Sub district of Koroncong.

Another village chosen as study case is Ciinjuk Village. This village is located in northern part of Pandeglang regency where people always said that Ciinjuk is Main Gate of Pandeglang because lies on boundary between Pandeglang and other regency namely Serang Regency.

4.2.1 Resource Characteristics

Agriculture and plantation are the main resources for the people of koroncong as their main income. According to statistical village data, with the availability of 81.5 Ha paddy field and plantation, the people in koroncong heavily rely on their life as a

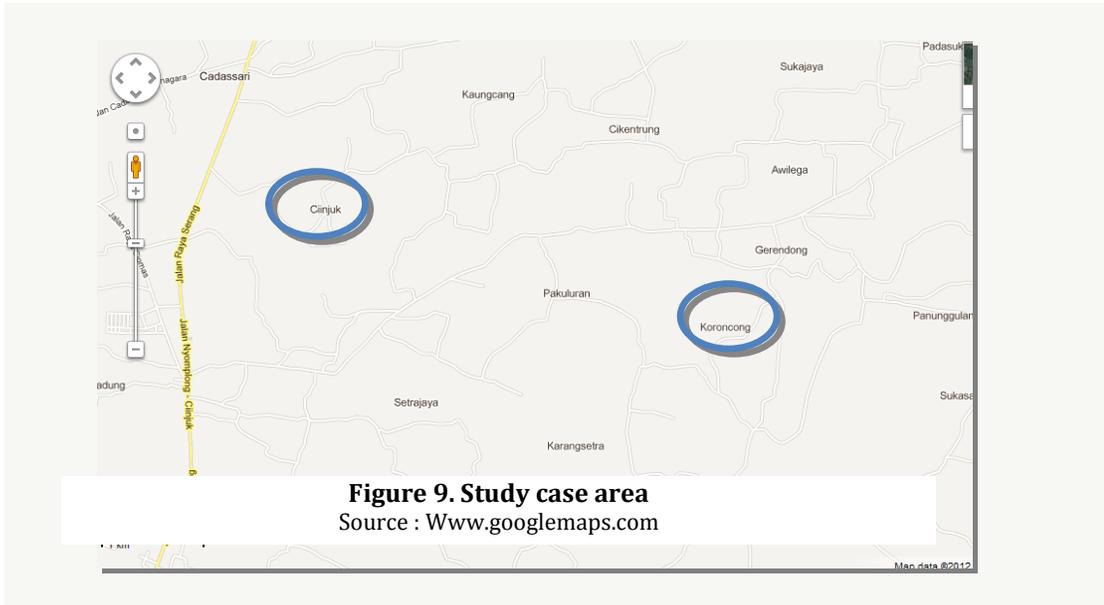
farmer. Alternatively, the commodities such as banana, coconut, and melinjo also have been utilized to generate trading that stimulate economic activities, although the scale is not as big as other areas. While, in Ciinjuk Village, in general, the natural resources that available are similar with Koroncong, even, the area of paddy field and plantation is large (177Ha). Therefore, agriculture and plantation also become the main source to their citizen.

4.2.2 Social / Community Characteristics

Koroncong villagers in general still hold steadfast ancestral traditions of Islamic culture. The spirit of Muslim goodwill (fraternity / mutual aid) is considered as the noble values that are still hold on and offered as guidance. This is different with Ciinjuk Village as the transition region (a half of area has an urban pattern) , their culture is more various, the occupier of village is no longer dominated by the indigenous people who have lived there for many years. The existence of outsiders who work in Pandeglang as the civil servant, army and businesspersons, make the modernization has entered and usually can be founded in its outer area. This situation creates the segregation between the indigenous and immigrants hence the indigenous community who lived in inner area of Ciinjuk tends to be reluctant to open the relationship with the outsider.

4.2.3 Poverty and Infrastructure Problem

The absence of sufficient services for infrastructure becomes the problem for Koroncong village. In 2010 the absence of optimal irrigation system is the main problem that agreed as priority in Infrastructure Planning of Koroncong Village (RPJM DES, 2010). Besides that, there are some infrastructure problems that have been listed by village meeting and have been chosen as priority, namely road improvement, clean water provision, and electricity provision to those who still do not have access to consume all of it. Whereas, the worst condition of road access in Ciinjuk Village has encouraged the needs to make the improvement and become the main task of their village development goal in 2010.



4.3 Rural PNPM Project in Two Study Case

Malfuction of the irrigation networks in the Capar area, is considered as an obstacle in boosting agricultural output in Koroncang Village. So that, by 2010 PNPM for infrastructure projects has allocated to improve the existing irrigation networks. Improvements of irrigation networks have a range of 1.3 km with average width of 50-80 cm from Capar area to Koroncang area. The improvement has done with adding the retaining walls on two sides of irrigation route. While, the bad condition of access road in Kp pasir Bengkok- Kp Cadasari Lor which have a length 1.8 Km has made the allocation of Rural PNPM for Ciinjuk Village should be shared to this problem. Through make the simply road pavement, the improvement is expected increasing the capacity of road to support the accessibility.

In the following sub-chapter, will describe an assessment of community capacity and capability in both village as the effect of the implementation of Rural PNPM



Figure 10. Project Activities in Two Villages

Source : Field Documentation, 2012

4.4 Intellectual Capital

4.4.1 Releasing Idea

As stated in Chapter 2.5, for criteria *releasing idea* , things that important are the extent of idea, or knowledge that come out from community, in order to improve the limitation that might exist in construction process or administration mechanism (budgeting, reporting). Through their insights that have released, The change can be created causing the project more secure, and feasible. Based on interview in two-study case, this phenomenon has mostly founded in preparation stages and construction process.

In Koroncong Village, the opportunity of community to manifest the idea in the implementation of these irrigation projects is very large especially in the design and construction phase. From several respondents who were interviewed, on average, states that the project was implemented, making them more feel free to provide input in the preparation of design or when the construction phase. They give suggestions to make the additional retaining wall as long as 30 m especially in Cisokan areas. The reason for this is when the rain comes; the route is still robust and prevents the increasing rate of water seepage that might cause the landslide. The following statement describing how community releasing their ideas:

“The extending of retaining wall for irrigation route that come from community suggestion, taken place so the total budget of project increase but still fulfill the budget limit and agreed by all parties...” , Koroncong Community Member, 34 years 2012

“In implementation phase, member of community, give advice to extend the dyke in capar area, because based on experience, that area is vulnerable for landslide if rain come...” , Project Facilitator 37 Years , 2012

The flow of releasing idea from community also occurred in Ciinjuk Village. The suggestion from community in Field Survey has adapted to add dyke protection along 15m in the road that passed paddy field area based on consideration that those areas have a high risk to experienced flood from its drainage when there is high rain rate. The statement bellow can illustrate this phenomenon;

“Based on the experience and information from us about soil condition that vulnerable to landslide...the idea from us is accommodated through the creating of retaining wall at least 15 m...in road route near paddy field...” (Ciinjuk’s Community Member, 41 Years, 2012)....

The findings in two study case above, has proven that community in two villages actually have the adequate skill, and knowledge to give the suggestion in line with the logical methods that are agreed by the technical procedure of construction process. Even though it is released in simply way, the advice for them has given the valuable input for preventing the bad impact from the original plan and design that never considering the local experience before.

4.4.2 Find the New Insight

Khakee (2002) stated that the ability of community to find the new insight to make some innovation is the one of mainstream of intellectual capital. In chapter 2.5 it was also stated such insights might be obtained from the experience of development project in other area, or from the result of research with other parties. Based on the observation in two communities, the capacity to find the new insight has not yet accommodated in two projects that implemented. The chance for get new insight unwittingly, has been restricted by the strict regulation and rigid mechanism that must

been obeyed in the form of project stages guidance. The guidance that used still adapt to the regulation from Indonesian Ministry of Public work about Technical guidance for construction project Act no 23/1987 that then, be adjusted with simple technology that can be used by community. Adjustment of insight and technology based on two study cases ,is still really dependent on creating on budget suitability and budget availability. Thus, none of innovation can found in two villages regarding to grasping new knowledge and technology.

4.4.3 Openness to Information and technology

As stated in sub chapter 2.5, the openness to accept information and technology really illustrates the motivation and willingness of community in knowledge transfer process. The type of information and technology might emerge as the important matters namely, technical specification, technical procedure, and administrative procedure of infrastructure project that implemented

Based on field observation conducted in two villages, the knowledge transfer process, is occurred in project preparation and construction phase. Work such as mapping priority, proposed plan, budget preparation, Field Survey, evaluation report and interpretation from technical drawing are the arenas where the new knowledge can be obtained. The willingness of two communities in accepting the information during the project between two villages is slightly different. According to interview from project facilitator of two villages, in general, they are proactive to hear what facilitator has given. Sometimes, the tendency to reject or to assume that is not important emerge especially from elder people who considered they do not need the guidance or advice since they feel have more experience in construction project. Such phenomenon mostly occurred in Koroncong Village and represented by the statement below;

“It was wasting time that I feel when construction phase, I always do the debate with kokolot (elder people), they always did not obey the working procedure that has been determined...” when I gave the instruction that the technical procedure is must be followed in sequence order they have done it in random process....” (Koroncong Project Facilitator, 34 years, 2012)

Besides that, the ability of TPK's Koroncong to understand the project procedure is low. The project facilitator need more time to make the community understand on how to apply the procedure in the field or on the report. The statement below illustrates those conditions:

".. I do not know ...we still get the difficulties to interpret what they have told..."Sometimes we invite the facilitator for accompanying us in making progress report....along the night we finished it together...." (Koroncong TPK Member, 34 Years, 2012)

Meanwhile, in Ciinjuk Village its community in TPK,, tend to open for all advice and information hence the distortion for quality is never be founded. In addition, they quickly understand on what have been given, and facilitator does not need extra time in their task. Even in the construction process, TPK accompanied by local people, effectively can guide stoom operator for doing the pavement process, as stated in following statement below;

".....They do everything based on procedure....they do the stage of pavement which used stone type 3/5 and then milled, mixed with stone type 1/2 and asphalt and eventually perform alignment with stoom... we just give sample along 100m to show the pavement process...they have made it for a rest with good quality..."

4.5 Social Capital

4.5.1 Range of relationship

As argued by Khakee(2002) one of the way to measure the range of social relation is through knowing the extent of stakeholder involvement, in one activities that held. More or less this closely related with the range of participation. In the context of two-study cases, the intencity of participation of community in project stages can illustrate the level of relationship. The high quality level of relationship in community is influencing the effectiveness of collective action. The level of community participation in Koroncong village is strong. Many people have a big motivation to involve in project, people with all different ages actively play a role that they can do for supporting the project because they feel help each other is their obligatory as taught by their faith and their culture. Moreover, community who work in

construction phase has agreed that all payments gotten will be granted voluntarily to renovate the mosque. The following statement will illustrate such condition;

“The respond of community is really high to participate, even women, actively support in the project implementation with their different role, women prepare the food for the worker, ... (Village officer, 45 years , 2012)

“I think the contribution of community of koroncong the best that I ever met. hundred person work in the field based on voluntary reason....even, H Muslih (the successful bussinesmen) give a support a material such as stone, cement that really help...(Project Facilitator, 34 Years old, 2012)....

“If we strict on budget there is not enough money to pay many people that participate...but all people here sincerely participate without expecting payment...we agreed that the project payment will be allocated to support the renovation of mosque...” (Member of community, 29 Years, 2012)

This condition was not be founded in Ciinjuk Village, the participation just consumed by the people who has interest and do not have regular jobs. People who have a regular job never care and choose to ignore to take a part.

“Not all people are involved...because most of the people...have to work...so the project was followed by the people who has not worked yet. moreover, with the limited budget for payment causing the project carried out in rotation system , therefore each RT and its community get one chance to involve in the implementation process....(Ciinjuk Community member in OMS, 32 years, old)

Another difficulty to generate participation in Ciinjuk village is defragmentation of relationship among their communities. The different of status, and intellectuality between indigenou community and the comers, make them very difficult to be united.

To conclude, the influence of culture is stimulating effectiveness the participation of community in Koroncong village. This Difference with what occurred in Ciinjuk Village, in this community, heterogeneity status, intellectuality, work pattern make them tend to segregate themselves, and hence, the level of participation is low.

4.5.2 Network Linkage

In Sub Chapter 2.5 is clearly explained that to identify the capacity of network linkage in rural infrastructure projects, can be implemented by observing the quantity of relation owned by community with outside agent, and identifying what kind of relation created between community and other parties who really play key role in infrastructure project. They are sub district/local government, project facilitator. In Two study cases that are observed, The media to perform such interaction is really easy to be established. Many *Musyawah* (Village Meeting) always conduct that also invite other parties such as Sub-District government and Project facilitator. In Koroncong Village, due to the proximity to the centre of Koroncong Subdistrict and Information Centre of PNPM (UPK), the bridging relationship is tending to be easy to build.

In addition, the relationship has created through informal meeting such as “Hajatan”⁸, “Bacakan”⁹ that also invite the sub district government and facilitator. Therefore, it seems no boundary among them and make the interaction frequently occurred. While in Ciinjuk Village, the relation with outside agent only build by a several person who appointed as representative coordinator such as RT and Chief of TPK, that create a link based on coordination function in a formal system. The communication just made when it really need, like the coordination about the program and consultation if there is something that need to be confirmed in Sub-district or PNPM Working Unit (satker).

4.5.3 Power of relation to make collective action

Sub chapter 2.5 explained that *power relation* criteria illustrate the effectiveness of organization structure to operate and create networks during project implementation. More or less this is related with how is the bonding of structure is performed. The power to bond community in performing collective action is key success for support

⁸ Party that held that become the traditional culture

⁹ Dinner together with use banana leaves that put all foods on it

the implementation of rural PNPM project. The way that community is organized gives the indication of the tight of structure.

In two case studies, a different characteristic have been founded. In Koroncong Village, the effectiveness of formal community organization (TPK) in doing project is strengthened with the existence of traditional figure and local leader who can encourage community to involve in stages of project. With their influence, the friction in community can be prevented because what have they said always be heard and respected. Consequently, community always follows all agendas that are organized by TPK. This is different with factual condition that occurred in Ciinjuk village. The bonding factor of the community members in project is based on the function of formal system organization. They have a weak power relation where the existence of formal leader (Chief of TPK) and Chief of RT(Rukun Tetangga/area of sub village) cannot bond the community members. There are no actors that effectively linking all network in community. The illustration of those conditions can be seen by statement as follow;

“I just got the information from TPK and then conveying them to community with speaker sound....not everyone interest so I just concern with who want to work”
(Sub Village Officer, 43 Years , 2012)

4.6 Political Capital

4.6.1 Decision making process

Khakee (2002) stated that one of indicators for political capital is developing bottom up initiatives in responding to real needs. Sub Chapter 2.5 has explained that the accommodating of bottom up initiatives is includes giving the delegation of the determining of all matter of decisions from the top down toward the acknowledging of aspiration of community. In the context of study case, all decision that has been taken in project stages mostly use the participatory and open process according to the general principal of project that becomes the reference. Based on the interview with several respondents from in Ciinjuk villages, they confess that all decision in the

project mostly come from bottom up process where all aspirations from community are listed and then always be discussed in *Musyawah* process. Such process do open discusses and yield decision all matters about project, ranging from selecting preparation, collecting project priority, determining the project that will be proposed, until the implementation of project.

Whereas in Koroncong Village, there is a difference that occurred compare to Ciinjuk regarding to their decision making process. Project Facilitator in Koroncong, said that even though it seems like democratic process but, the role of local elite such as village chief and traditional leader is really strong in giving the influence. They unconsciously intervene the process that gives the direction about the possible decision that will be taken. Such phenomenon usually can be perceived in a meeting aimed to discuss about budget arrangement , Project facilitator assume that the meeting seems like has been planned before since the member who attend never made the contra argument with what have been said with village leader and other figures as well. The following statement below more or less illustrates such condition

“Nepotism...that what I can say...the secretary of TPK that has been elected by community in fact ...is still the sister of villages elite...so in the stage of process... They still play a dominant control to community indirectly... ‘ It is strange when I do the meeting for consultation session with community in TPK, to discuss budget preparation , Village elite come and seem to supervise us ...even, they often interrupt the discussion that held... (Project Facilitator, 35 years, 2012)

4.6.2 Agenda Building

As stated in chapter 2.5 to measure “Agenda Building “capacity can be done through observing the ability of community to put their idea to the relevant parties. One of the way is depicting how strong their collective action to gain the goal which is proposed. In the context of rural pnpm, those situation can be investigated in how success the TPK accompanied by village leader, offering their project proposal in MAD (Intervillage meeting in sub district that give a grading to all project proposals from each villages). The funding for project will be given to the village, which have the

good grade in assessment mechanism from a commission that was formed, and its member is consists of the representative of community from other village as the assessor. The higher the score are gotten, the more the budget allocation that will be accepted and vice versa.

Based on the case in the Koroncong Village the way to offer their project proposal has delivered through building the coalition with other villages namely, gerendong, awilega, and sukajaya. Collation has been built based on the historical relationship since in the past they are a unity of region that has strong emotional closeness. Leader of community from TPK of each village have agreed to make a deal in order to give a high score among each other in assessment process. As the result, the project proposal from Koroncong village got the second rank in recapitulation. Meanwhile, in Ciinjuk Village the way to put their goal agenda just rely on the ability of village representatives in convincing and lobbying the member of meeting. Due to a weak relationship, their proposal is fail to compete with other villages. However, with the consideration that has agreed by all parties eventually the proposal from Ciinjuk still got the budget from the rest budget that available, because their access road problem perceived as the priority that should being addressed by all members of meeting.

4.6.3 Leadership

The existence of change agent in mobilization efforts is influenced by the existence of actors who have enough skill and high of leadership capacity. As stated in several criteria above the role of figure is dominant in persuading and mobilizing citizens to involve actively in project stages especially in Koroncong village. The pattern of culture that gives a respect to traditional figure is generating the high participation in the result. In Contrast, In Ciinjuk village, the absent of figure that appreciated is really hamper the participation that expected. The two phenomena above can be illustrated by following statement below;

Barnas .. has the ability that is willing to reach out and invite people .. also the presence of abah Arju figure that highly respected by people ... what they're told

always be heard ..so involving them is not a problem.. (Koroncong Village Officer, 40 years , 2012)

The approach that used by village officer an TPK is too "Formal" so that the people mostly reluctant to heard..and cause the participation just enjoyed by the people who understand,,,and do not have activities...(Ciinjuk Project Facilitator, 28 Years, 2012)

4.7 Capability Indicator

4.6.1 Functioning

Functionings, as argued by Roybens (2006), are the condition where valuable things are being met. Such as a healthy body, good access to education, high access to job. Generally functioning is described through achievements in goods and income. Actually also describes what a person is able to do or to be as the end. As stated in Chapter 2/Sub Chapter 2.5,

The key idea of functioning is exploring the degree to which a circumstances that they lived, provide the condition for people's freedom of choice. There is no rigid indicator for functioning, Nussbaum (2003), make a clear lists of minimum indicator of capability approach to try elaborating the functioning concepts, unfortunately, the result still debatable and get many critics. Therefore, the understanding of functioning and capability still vary with different perspectives. In this research as stated in chapter 2.5, the term of functioning will measure and investigate achievement about all matters bellow:

- ✚ Health
- ✚ infrastructure services
- ✚ resource use
- ✚ Access to Job
- ✚ Education
- ✚ Political and social life

4.6.1.1 Health and Education

In two study case area, the condition that faced by their people almost similar. Due to located near the city center of Pandeglang .The access to health and education for two areas tends to have no difficulties to obtain two services above. The availability of Puskesmas Cadasari (Cadasari Mini-hospital) that is accesible both from Ciinjuk and from Koroncong village..Poor communities in two area confessed that the presence of JAMKEMAS program (Jaminan Kesehatan Masyarakat/Health Insurance for poor people) from Pandeglang Local government at least can overcome their inability to get medical treatment. According to the Pandeglang's Office of health document(2011), most of 356 household in Koroncong and 200 household in Ciinjuk listed as the acceptor of JAMKESMAS..Likewise with education, people in two villages has no difficulties to get access to education facilities, there are some schools that are located near their areas ranging from basic level until senior high school level. Things that make different are the ability to send their child to school.

According to Koroncong statistical village data (2011)on average, the capacity of education that obtainable for the community in Koroncong just achieved senior high school level. Even, most of the people just finished their education on basic school level. This situation is slightly different with what occurred in Ciinjuk, the level of achievement in education sector, at least a bit better compare to Koroncong. The existence of the comers with the high education level has triggered the upgrading of the way of life. Modernizations, which begin, are the proven for this. The infiltration of modern housing spread abundantly in outer area.

4.6.1.2 Infrastructure services

The problem of infrastructure services as stated in sub chapter 4.3.2 just small part of the entire infrastructure problem that is actually faced. Even though situated near the capital city of regency, Both Ciinjuk and Koroncong still have the severe problems regarding infrastructure supply services. Several main infrastructure problems that mentioned by several respondents in two villages are road condition, electricity, water

supply and irrigation system. Community in Koroncong said that inadequate electricity supply make restriction for them in obtaining the information and leisure needs, such as watching television news, and entertainment event that might be useful for gaining knowledge and information.

Another case with what perceived by the farmer, they perceived the insufficient function of irrigation network make the situation give drawback for them, where the harvesting productivity is lack from expectation. Consequently, farmers just can use the result of paddy field for their daily consume, and the result from farming cannot be used to cover all daily needs so that there is no more left to sell it in the market.

Another case that was experienced in Ciinjuk, is the disparity between outer and inner areas, especially in the road condition which really restricted the development. As mentioned by all respondents, the road condition that exists is insufficient to be used. Hence, they feel it agitates their accessibility either for economic activities or for social life.

In addition, the uneven distribution of infrastructure development in Ciinjuk, is generating the gap of welfare between inner and outer areas. The road access, electricity and telecommunication are well available in this area since the proximity to Pandeglang city makes this area always get the development priority. As stated by respondents who live in inner area, the focus of development seems not balance since the improvement of road, drainage, just concern with the area closely connected to regency, province or national road.

4.6.1.3 Resource use

Regarding to resource use, two-study case area experienced the same tendency. in Koroncong village. With the main resource in agriculture, this situation was not be followed by the optimum management of paddy field that available. According to the interview with community who work as farmer, generally said that although they get

a lesson from the agriculture trainer, the knowledge that has been accepted could not well applied.

The difficulties to catch all materials about farming techniques considered as the reason for this. Such situation leads to the low productivity of harvesting in every year. Whereas for the Ciinjuk Village, based on the interview with village officer the larger area of paddy field that exist, is not reliable anymore since the citizens is no longer fully own the area of paddy field. Most of The ownership of paddy field has moved to the people who live in outside Ciinjuk and other areas. Similar with the Koroncong Village, the productivity of paddy field management is not optimal due to lack of knowledge of the farmers. Regarding to this evidence, the farmers said that Ciinjuk Village still needs the presence of more instructors in farming knowledge. Because nowadays, Ciinjuk Village is just supplied by one farming instructors from Agriculture Board Pandeglang local government.

4.6.1.4 Access to job

Another problem that is crucial and mentioned frequently by respondent in two villages is the high rates of unemployment. In Koroncong Village, there is no job available that might be relied on by community. Besides that, they feel pessimistic to gain the formal jobs due to the lack of valuable skill and education record that they have. This is caused by the inability to obtain the high education level. Hence, most of citizen try to seek the job opportunities in informal sector in the area outside Koroncong. Most of them work as drivers, and laborers. Based on the observation, the younger people with age between 25 -40 mostly leave the Koroncong within 5 days to work in Serang or Jakarta.

Such situation above is slightly different with what occurred in Ciinjuk Village. Especially, in outer area, the pattern of job is more various. The people who live here generally has a fixed job, either as civil servant or working in formal sector such as bank, post office and army. Whereas, the situation that is faced by the people in inner

area is a bit similar with the people in Koroncong . Lack of skill and capacity to work in formal sector more or less are trapping them in uncertainty to get a fixed income that would be useful to increasing their life.

Regardless with the weaknesses and barriers that perceived in obtaining job, actually there is some potency that can be developed in gaining more income for community in two study case aresa. Sense of entrepreneurship has emerged both in Koroncong and Ciinjuk village. The existence of small industries such as bags and traditional craft have been grown and recognized by all communities as their potency in Koroncong's economic growth. Similarly, in Ciinjuk, the fever of entrepreneurship has encouraged the small business like “coconut production” and “recycle used production”. Unfortunately, this potency is hampered by the lack support of capital and marketing, hence the development for small-scale industries in those two areas are slow. The result of the selling of goods still cannot encourage the establishment of new workplace for local people.

4.6.1.5 Political and Social Life

As stated in sub chapter 2.5, one indicator to measure functioning is through investigating the ability of community to use their freedom of political life regarding the rural development.

In addition, In the accepting the development program, Ciinjuk Village can be said always marginalized. The position as the main gate of Pandeglang regency make them are considered as developed village and always lack of attention of priority from Pandeglang regency development agenda.

As stated by Village officer, even though, there were some budget in every year , but the target of program that delivered was not clear, because, Ciinjuk Village always accept the rest of budget that is still not adequate to make significant improvement. Some community even stated that during the era of two different major, the escalation

of development still same and no significant change that are perceived give some advantages.

Whilst, this situation is different with the situation in Koroncong Village, after the fragmentation policy into new sub districts, the voice of community in koroncong village is not ignored anymore. Moreover, as stated in previous chapter, having appointed as the capital sub districts, Koroncong community get more opportunities to participate, and propose their idea to sub district government about village development. They feel like in their own home, so that if there is event conducted to discuss about Koroncong's development program (Musdes¹⁰), representation of local people tend to be well accommodated.

4.7.2 Capabilities

Capabilities often stated as “the ability to achieve”. In the broader meanings, Sens (1986) argued that a capability is the combination of functionings. Which **are** “the alternative combinations of functioning that are feasible for [a person] to achieve. On the other words, The Increasing of possibility that serve and obtainable for community. In sub chapter 2.5 is clearly stated that for knowing about capabilities the way that would be used are exploring the perception of community about their expected changes when involve in project and also digging their opinion about the improvement in their life that might occurred as the impact of project. The following paragraph, will discussed about capability that occurred in two villages.

For the people in Koroncong, taking a part in rural irrigation project basically, have inspired by the willingness to use the result of payment for renovating their mosque, as stated in Sub Chapter 4.5. Almost all people who work and invest their time with voluntary motivation, in all of their minds, the payment is not important compare to

¹⁰ The Meeting that discuss the plan that would propose in village development, attended by all elements in village community

renovating the place for addressing their religion needs. Thus, economically, they do not accept anything.

In contrary, in Ciinjuk village, the reason for the people who do not have a fixed job to involve in project is the need to find additional income that would increase their purchasing power. While, for the people who have a fixed job, the participation in project just follow for filling the request for the guider/village officer as obedience.

The effect of project that has conducted perceived differently in two cases. In Koroncong village, the improvement of irrigation network has the positive impacts to the productivity of the agriculture. According to the interview with farmer the result of harvested tend to increase from 2.5 kg/parcel to 3.5kg/parcel. This causes the opportunity for using agriculture as the main income is larger than before.

Furthermore, The effect of project has revived the Farmers group / GAPOKTAN, which had no activity for several years. GAPOKTAN is also responsible to the maintenance of irrigation network that built and make a coordination with KPP (sustainer groups) if there is problem or damaged that occurred in the Irrigation network.

Another case perceived by the member of TPK. Most of them said that the effect of Rural PNPM implementation, has given them the valuable things for their future life. Much knowledge, organization skill, construction, and IT/information technology that has been gained, valuable for them in getting new better job

“It is really interesting to involve in PNPM...many skill and knowledge that I have...Such as how to use computer to make a report...knowing about Flash disk...that I never know before.....it can support me to apply the better job” (Koroncong Community, 25 Years old, 2012)

Besides that, the TPK member stated that through actively involved in the PNPM has increased their confidence especially in maintaining the relation with outside agents, such as sub-district government, even the representatives of Pandeglang Local government. *The media like MAD (InterVillage Meeting in sub district level) as one*

part of PNPM stages, considered very helpful to know new people, build the new connection that valuable. As stated by member of TPK as follow;

“When involved in this project..this made me..have many new friends...in MAD (Intervillage meeting) I can meet different people.....of course, it is new experience...for me because I can keep contact for them....in new business outside this project” (Community representatives in Koroncong, TPK, 2012)...

In Ciinjuk Village, the improvement of access road from kp pasir bengkok-cadasari lor, has increased the accessibility of community, based on the interview with community, the good condition of road has supported the farmer to decrease the production costs in distributing the harvest results to other area. Another perception comes from community who work in area outside Ciinjuk, they stated the improvement of road has lowering their travel time and travel costs, so that they can saving their salary 200.00 IDR/Month. Besides that, with the existence of such road, could be an alternative to facilitate the transportation route from Ciinjuk Village to other sub-districts, and Lebak Regency.

While, the community who involves in construction phase, also stated that the benefit effect of the project is at least give additional income for them that still do not have regular job. Community who involved as TPK, presume that their involvement in organizing the project has increased their capacity in organization skill, networking. Meeting with sub-district government, facilitator, and representatives with other villages, considered as the moments that give many lesson and horizon.

Similar with what perceived by member of TPK in Koroncong, The member of TPK in Ciinjuk stated that involving in project, has given the useful experience. The pattern of open process in every meetings which are supported by the open style of village leader, has succeeded to encourage them become more critique, confidence to convey their idea and aspiration to government. Such valuable experiences mostly they got from experience during the *Musyawah* stages in Project process.

Regardless with the new capability and opportunity that has been identified, based on the observation that has done, in fact, there are also some barrier that still face that cannot be predicted before and really threaten for the existence of the improvement that has occurred. As stated in Chapter 2, these disadvantages can be categorized as *Negative capability*, where the enrichment capability in one side will restrict or deprive the freedom of others. The following paragraph will presents the negative capability in two villages as the consequence of project implementation.

Based on the interview with respondents in Koroncong Village, the interesting phenomenon emerged regarding to the role of village elite. They stated that although use the open principal, the intervention of village elites is hard to be prevented. Decision making process for all discussions were executed by open meeting mechanism, indeed, but it is hard to justify such meeting is truly democratic. The patronage of “Kokolot” as the figure that should be respected cause the flow of meeting just held in one direction.

In general, the priority of the proposal is an aspiration of the people at the level of village / hamlet. However, in reality, the proposal is actually come from elite that is deposited into elite in hamlet/kampung level through the lobby and influence that they have. Even, to select the third parties to serve the material through tender, the elite use their connection, to select the company who will win in bidding process. This phenomenon confirmed by educated people in community as the bad impact of PNPM that will predict become crucial trend in the following years, through statement as follow;

“PNPM has given broader space in rural development indeed, due to the insufficient budget that always become the classic problem...but year by year such project causing the emergence of “new colony” by village elites to initiate, set the project, unconsciously... ..(Koroncong Community, 31 years, 2012)

In Ciinjuk Village, several Community as the user argued that the result of Road improvement, is predicted cannot long lasting since they cannot rejected the vehicle which have capacity exceed the tonnage that come from other area and pass this route. It commonly understood that the road's improvement has attracted and opened the road as the strategic route for transporting plantation's production, such as, wood's production. Therefore, the escalation of heavy vehicle is increased. The people in Ciinjuk cannot give a significant solution to address this problem.

Even though they try has made portal sign but the frequency of truck that passed cannot be prevented. So that little damage has begun to appear on the physical condition of the road and it predict in one year or perhaps 6 month later the road will be damaged. This is exacerbated by the absent of the adequate maintenance cost, clear mechanism of maintenance phase, and the lack attention of Sub-district government.

Furthermore, another negative impact occurred as the effect of rural pnpm implementation in Ciinjuk that is crucial is the shift of cultural patronage. The old people who involve in project stated that since the implementation of PNPM in several years, causes the culture of "Gotong Royong"¹¹ started to disappear. In the past, it was not difficult to mobilize the participation of the community to clean up the environment such as culverts, drainage, all of them work based on voluntary basis on behalf on common interest.

Currently, They work based on the presence or absence of compensation, the higher the compensation they receive, the greater the participation to be provided, this situation caused because the payment mechanism in the budget is really tempt to those who actually need money for addressing their daily life. Even, in the village

¹¹ The culture of reciprocity or mutual aid, that become the conception of village society In mostly areas In Indonesia

meeting to invite more people to come, the organizer pays the transport costs, thus, make people has the perception that if I participate in all things in this project, it would be bring money for me”.

There is also an important finding in two villages regarding about the PNPM Implementation. In fact, not all people in two villages feel the significant impact from the PNPM implementation, most of them said the impact of infrastructure that was built just consumed by who can use it, and remain insufficient to solve their poverty problem. Even though, they involve in construction phase of project, the effect cannot be expected to stand in long term, as stated by statement from participants of project at two villages below;

‘ The new irrigation network that improved in Capar Area, just beneficial for those who have the paddy field, for me.. What I can hope....the really valuable things for me...is the capital grant for expanding...my small business ...(Entrepreneur, Koroncong Village, 2012)

‘Eventually, The road just give benefit from those who can utilize it...most people use it for trade and work...I can’t do such like those.....even, for use ojeg (Vehicle rent) is very rare ...except if I got money from my unfixed job...I can pay for it.....(Poor people , inner area, 50 years, 2012)

The result of evaluation in quotations above shows that the effect that gained from the project is unequal. Poor people, in fact, still get difficulties to access the development gain, it illustrates that the rural pnpm project just give benefit to exclusive groups not cover all people, with different status.

4.8 Summary of Evaluation result

To get the simply understanding about the result of evaluation, Table 15, 16, 17 below, will describe the summary of the result;

a)table 16 : will explain about capacity identification, b)table 17 will lists functioning result, and c) table 18 ; will summarize about capability that perceived by community

Criteria	Indicator	Koroncong	Ciinjuk	Actor that represents The Indicator
Intellectual Capital	<i>Releases Idea</i>	Community of Koroncong actively success to give their knowledge insight	Community in Ciinjuk actively success to give their knowledge insight	<i>Local people, who involved in construction phase</i>
	<i>Find New Insight</i>	Not founded	Not Founded	
	<i>Openness</i>	Younger and educated is easier to be accepted rather than old people	All level age is really open to idea, suggestion	<i>TPK (community organizer), several local people who involved in construction phase</i>
Social Capital	<i>Range of relationship</i>	Really strong mostly still keep a faith and culture as the basis	tend to segregate	<i>Interaction between local people in persuading each other to participate in project</i>
	<i>Network Linkage</i>	High, use also informal meeting to maintain the relation	Low, just based on formal linkage	<i>The relation that built by TPK, local people with other agents (Project facilitator, Sub district government)</i>
	<i>Power Relation</i>	density is high , There is hierarchy that make all level of organization work	small, and just rely on formal system	<i>The type of TPK performance, relation that built within it</i>
Political Capital	<i>Decision Making Process</i>	Still restrict by the influence of village elite	have done the open process	<i>The process of meeting (Musyawarah) and gaining decision that attended and performed by TPK, local people, Village leader, and project facilitator</i>

	Agenda Building	use coalition with other parties due to strong relationship ,and emotional closeness	Just rely on lobbying due to weak relation	<i>The successful of TPK, Village leader and Village Cadre in proposing the project proposal in Sub-district level</i>
	Leadership	<i>There is figure that support mobilization effort</i>	<i>No capable figure to encourage high participation</i>	<i>The effectiveness of local leader, TPK's Leader, or even village leader, to persuade people to participate</i>

Table 15. The result of field Capacity identification from the field

Source : Interpretation by author, 2012

Village	Functioning aspect				
	Health and Education	Resource use	Job Opportunity	Infrastructure services	Political participation
Ciinjuk Village	<i>Sufficient in outer area, lack in inner area</i>	<i>Failed to manage agriculture</i>	<i>low in inner area, entrepreneurship start to emerge</i>	<i>Disparity of services Inner vs Outer</i>	<i>tend to marginalized</i>
Korocong Village	<i>not optimal</i>	<i>Failed to manage agriculture</i>	<i>Mostly low, , entrepreneurship start to emerge</i>	<i>still lack of supply</i>	<i>tend to effective since the fragmentation policy</i>

Table 16 Functioning Aspect

Source : Interpretation by author, 2012

<i>Village</i>		
Capability perceived	Koroncong	Ciinjuk
After Project	Agricultural tend to improve	Accessibility is increase
	Open the space for fulfilling the religious needs	Additional income for unemployed
	New Skill in organization , and add new knowledge (TPK)	New Skill in organization, build the relation (TPK)
	Confidence for proposing idea/communication skill, reviving the GAPOKTAN (farmers organization)	<i>Low of maintenance process(-)</i>
	<i>legalize the role of village elite(-)</i>	<i>Dilution of Gotong-Royong culture(-)</i>
	<i>Exclusive impact of infrastructure benefit(-)</i>	<i>Exclusive Impact of infrastructure benefit(-)</i>

Table 17. The result of capability indicator perceived important by community

Source : Interpretation by author, 2012

4.9 Discussion

Based on several tables above, there are some interesting discussions can be presented regarding the result that is gained, namely:

- The level of intellectual capital of Ciinjuk village community is high compare to Koroncong Village in term of openness to new idea. The quality of human resource that available is the reason for these. Ciinjuk Village with a half part of its community are comers from other area, has the better education level so that they tend to be easy to get knowledge transfer compare to Koroncong village. The effort to resolve this barrier is not optimal because so far, the development that is implemented still lack of attention to strengthen the intellectual capital. Based on the Village planning Document (RPJMDES) in two-study area, none of them listed the program to improve the human resources; most of them just focus on infrastructure and public facilities. In addition, as stated above that the access to education facilities is easy to be gotten but the financial ability to participate in high level of education is weak so that this factor influencing the availability of educated people who can reach the proper education level.

- In social capital criteria, from all indicators that have been assessed, Koroncong vilage has the high level in compared to Ciinjuk village. The strong relationship in bonding community to perform collective action is the factor for this, which is cannot be founded in Ciinjuk Village. The factor that influence of such phenomenon has triggered by the high level of trust that is exists in community. As stated by Usler (1986) Trust to other people is the key success for collective action. It can be assumed that the level of trust that appears in Koroncong village is embedded as the faith, traditional belief and religious culture have become the tools for establishing the good connection. Besides that, the level of trust to the figure really influenced the connectivity and mobilization of community. While, the absence of tight relation that is more or less is caused by the heterogeneity of its community is a different phenomenon that occurred in Ciinjuk Village. Not all community involve because most of them has their own activities that they consider really useful rather than involve in the project and open networking with others. Putnam (2000) argued the pattern of work that has by community is may influence the level of participation; with their activities they think that they do not have much time to contribute their role.
- The high level of political capital in Koroncong village compare to Ciinjuk village is influenced by the strong quality of their social capital. As stated by Klandermars (1989) “Better connectivity is key success for mobilizing supporter and can initiate the forming of coalitions that will bolster their ability to influence policy makers.” The close linkage of community in Koroncong village both inside and outside makes them have bargaining power in achieving their agenda. Even though, inevitably the practice of village elite cannot be prevented so far, the result of such practice still in line with the common ground that aimed by community.
- The projects that have been done in two villages have different direction regarding the expanding of capabilities. In Ciinjuk Village, due to lack of maintenance process, the road that has been built, is threatened by damage and eventually can revert the situation, where the road cannot used optimally anymore. The effect of this will generate the situation that could limit the increasing of capability in Ciinjuk Village. Meanwhile, the community in

Koroncong tends to be effective in maintaining their irrigation network, so that there is hope that can be obtained to develop their capabilities. This indicates the level of ownership that have by community and related parties regarding their infrastructure is different. After project finished there is no rigid mechanism to maintain the infrastructure. The creation of KPP just realized for the fulfillment of project requirements. As stated by Asnudin (2010) to ensure the successful delivery of infrastructure projects, it is important for the project management team to identify and manage the stakeholders and their requirements, even when project is finished. The case in Ciinjuk Village is one of example where the absence of the mechanism that can hamper the sustainability the road that built. None of sufficient budget allocation is distributed from Pandeglang Local government for addressing this problem. According to the project report (PNPM Ciinjuk, 2011) the activities that is recorded in the report is just can be founded until the implementation phase. None of the information how the maintenance phase was held.

- Generally, from both two cases, it can be obtained the findings that the implementation of Rural PNPM is not fully support the increasing new opportunities that might stimulate the capability of community. As stated in World Bank in SMERU REPORTS (2011), the main title of Rural PNPM is general program for all community, rather than poverty reduction program for the poor that actually is really need. Thus, it just has impact for accessing public services and infrastructure facilities for those who can have access for it due to community from different status and different ages can freely involve. Regarding about the benefit, from the result of the evaluation above, the project actually just can give the broader opportunity for TPK in a whole, although also give the experience or skill for selected people in construction phase, it can be said the member of TPK has more opportunity to develop their ability for their future life. That means the possibility of TPK to expand their freedom of choice to reason that they value is larger than that have by the other community members. Organization skill, rich of relation with outside agent are the value added that owned by TPK compare to the other community members. These phenomenon means that not all community get the benefit impact from the project or in the other words, the project has the exclusive benefit. As stated by Cohen and Uphoff (1979) the success of project is determined by the scale of effect that resulted, the greater

the perceived benefits of the project, means the project is successfully hit the target, and vice versa.

- The culture dilution that emerged in Ciinjuk Village is stimulated by the habit to treat people with money as the consequences of project, hence, it destruct sensitivity of people to create collective action, especially, in the activities outside Rural PNPM Project. It means that Rural PNPM project has deprived the important value that embedded very long in traditional culture. In other words, it called *social-cultural deprivation*. Besides that according to the result of evaluation framework, both capacity indicator and capability indicator has revealed the strong role of elite local leader. This is caused by the culture that is inherent and difficult to change. As stated by Patton (2003) although ability of local leader is insufficient, even, tend to be opposite from the formal rule, the people stay abreast of the direction that local leader states, because being obeys has become their strong cultural faith that has formed.

CHAPTER V

Conclusion and Recommendations

In this last chapter, the results of the study from the previous chapters will be summarized, in order to answer the research questions in the first chapter. In addition, this chapter also gives the recommendation both general and specific that would be give lessons for other research and rural infrastructure development practice

5.1 Conclusion

The use of capability perspective in community capacity evaluation has brought some different perspective about how the increasing of community capacity has the relation with the availability of new choice and opportunities that community could achieve. Adding the capability approach in community capacity evaluation has actually given us the new horizon. Justifying capacity of community has changed or improved, is not sufficient with only consider short term aspect (i.e. when the community based project is delivered), But it is also needed the view about how can the community capacity that improved from the project gain would be sustained and used to bolster their actual life goal achievement. Putting altogether about capacity and capability in community evaluation, give the actual information about the quality of community affected by the development or project.

According two study cases that were chosen, from all criteria that have been tested, social capital is play dominant role in community based rural infrastructure project. The phenomenon in Koroncog Village is the proof where the social capital can increase respectively political capital and might expand the freedom of choice for community. The tight relation, good access to resources, and big influence in political decision, might offer the opportunity for the life change through desired development. This is confirmed the argument from Comim et al (2011) that stated actually social capital and Sen.'s idea about capability is "compatible bedfellow " or really close to each other. The influence of intellectual capacity has no significant effect, in the context of Ciinjuk Study case. Although, the executor of project (TPK) has high quality in their intellectual capacity, the lack of its social capital has made the achievement for political and

social benefit is unsuccessful. The fail in creating effective collective action, is assumed that the effect of low relationship among elements in its community.

However, according to the findings result, there is still a gap between theory and reality. In fact, not all criteria that illustrates about how to make community more empowered and have more freedom to choice, can be well implemented. The reason for these is the level of social deprivation that refers to injustice and social equality, is strongly founded in evaluation result. The improvement reached, in the other side stimulates the other negative condition or it can called as negative capabilities.

In the context of two study cases that has presented, the additional criteria that built from capability approach perspectives, has explicitly succeed to investigate some distortion that has been yielded from the implementation of community based rural infrastructure project (Rural PNPM), namely, *culture dilution, elite practice, lack of effort when project finished and uneven distribution effect*. Such phenomena illustrate the side effect of development that never seriously considered, namely;

- Community capacity just be enhanced from the beginning of project and the physical target achievement
- There is no effort to maintain the sustainability of community capacity in long term that is important to secure their life quality.
- The patron of culture still plays a dominant role to restrict the effort for making community truly is empowered.
- Poor's community still cannot achieve the effect of rural PNPM since their priority have defeated by exclusive infrastructure needs that only bring benefit for some groups.
- The participation in most areas started has wounded by the value of money that can be achieved when they involved.

Responding those phenomena the implication of phenomena above, Planner and policy makers should promote the project that allows multi-stakeholder processes and transparency in all of project stages. The involvement of all components in project need to be expanded, so that all components of society can participate, from planning through to evaluation, in order to enlarge

check and balance mechanism. This way at least might block the appearance of exclusive group for doing the distortion in project.

Redistribution of budgeting on Rural Pnpm project is need to be encouraged to be more comprehensively applied which determines the priority of project use the proper methods (Economic and social effect, multi-perspective analysis) thereby, closing the opportunities of wastage and inequality of development funds for program activities that would generate the gap in budget redistribution. Currently, the selecting of project priority in rural PNPM, just rely on the preference based with the reason to establish the spirit of democracy and “welfare for poor”. Hence, the uneven positive impact of project is inevitable due to chance to manipulate the project mechanism is large for some groups/elite.

Regarding to maintain the sustainability of community capacity, the way for maintaining this can be delivered through realizing the continuing program after rural pnpm implementation that focus on upgrading the capacity, and knowledge, skill of community. The theme of program can be directed to enlarge the preparedness of community for entering the better workplace or increasing the source that they have which is possible to be developed. Therefore, in long term could improve their quality of wellbeing.

Nevertheless, the implementation of rural PNPM at least has supported the infrastructure improvement in rural area in Indonesia since the most of its local government capacity is inadequate in providing the optimal budget, Pandeglang regency is one i
Illustration of this situation.

After presenting some remarks from the whole of research, The following sub chapter, will describe the implication of this research to the theoretical and practical perspective.

5.1.1 Theoretical Implication

The result of this research, has answered the argument from, Temple (1998) Craig (2002), Miller (2006) that suggests bringing into account issue of justice and quality of life in community capacity evaluation. Combining capability approach’s perspective in community capacity evaluation has given the different perspective for community evaluation that currently; still focus

on performance indicator, as conducted by Chaskin (2001), Goodman (1998), and Fujikake (2008), etc. Focusing on performance indicator cannot accurately investigate the actual restriction that might block the enhancement of community capacity. Whereas, Adding capability approach perspective can precisely address such problem, because, the actual perception about the impact of development/or project to the quality of life give more broad information rather than on performing indicator which just propose to fulfill project requirements. Hence, this research can bolster the evaluation practice in community development theory. Regarding the methods used of Capability approach (CA), this research presents the different way of approach that methods used by other practitioners.

Researcher who concern with Capability Approach measurement, such as Alkire (2002) and Schincka (2005) have been used the Focus Group Discussion (FGD) in getting perceptual information for assessing small-scale project from CA perspectives. Whereas, this research offers the effective methods used by conducting personal/in depth interview. Due to the weakness of FGD in exploring broader topics¹², the use of in depth interview can expand the range of information that would be gained since the social qualitative topics can be well maintained. In addition, in depth interview, would keep the interview's originality and warrant the dependency of respondent's answer from the intervention or influence of other respondents. In this research, the use of In depth interview effectively can absorb more perceptual information. The perception of unequal benefit, elite practice, cultural dilution, easily can be obtained because the respondents could speak more freely.

In the context of development planning, this research has enriched the understanding about the contribution of Capability approach in planning literature, which, is still limited. This research has strengthened the work of Frediani (2007), Widodo and Woltjer (2011) which have been adapted the perspective of increasing of people's choice in planning practice. In addition, the contribution of this research, has added the new horizon in depicting the effect of rural infrastructure development. This research explicitly has advocated the work of Porter (2005) that has been incorporated CA into Rural road appraisal in Africa, to understand the manner in which

¹² Boateng,2012 argued that The organizer of FGD must be careful in selecting the topic for discussion especially the theme which touch the sensitive social issues.

rural roads impact upon the lives of people. The contribution of these might change the way of insight to the planning practice from just focus on area growth oriented, increasing productivity to the planning and development that more concerned in how to increase the community's choice. Indirectly, such paradigm would encourage development planning to more aware in reducing the gap and inequality among regions.

5.1.2 Practical implication

Conducting community capacity evaluation with adding the capability perspective; can become the alternative to improve the current evaluation practice. This new paradigm will work in doing measurement. The evaluation framework that has built offers the effective measurement to the assets of community in terms of social capital, intellectual capital and political capital simultaneously followed by the measurement of freedom of choice and opportunities. Through combining capacity and capability might support planner and decision maker know about the kinds of potency, source, and assets within community that are crucial to be developed and what actually is the restriction that available and become the threat for community. Therefore, the new evaluation framework that offered in this research is useful to be adapted in evaluating the development or project that use community based approach.

5.2 Recommendations

Based on literature review, findings, and conclusion that has obtained, then the recommendations that can be delivered from this research, namely

1. General Recommendations

- Community capacity evaluation in rural infrastructure development should be investigated not only until the project has delivered. Additional research is really needed to know the sustainability of community capacity when the project is absent to know about its sustainability;
- Due to the debatable concept of capability approach, generate the notion to make the further improvement for bring into account such concept in community capacity

evaluation. As stated above, that in the context of community capacity development, the capability approach has closely related with social capital, so that the detail research to investigate these phenomena should be realized to enrich and justify the contribution of those relation to community capacity development.

2. *Practical Recommendation*

- Preventing the decreasing quality of the infrastructure that built could be addressed with form the partnership with other stakeholders that get the benefit impact in maintaining the infrastructure to become more long lasting. The form of partnership can be realized with creating ad hoc commission that involve the representative from government and community which represented by KPP (sustainer groups). The partnership can be legalized with use the MOU (Memorandum Of Understanding) among parties that take a part.
- It is important to change the mainstream of community based development approach in rural area from sectoral approach into holistic approach. The view to address spatial problem that just look into single problem, should be added by the perspective of whole area that affected. The project such as rural PNPM needs to be integrated with project in other sector, such as poverty reduction, health, education and economy. So that, limiting the uneven positive impact for community. In practice, such ideas can be realized through creating the synergism of rural PNPM project with others supported project. For example is, adjusting the targeted area of rural irrigation improvement project with the area that accepted the program of increasing the agriculture intensification which is financed by Ministry of Agriculture. Therefore, the improvement not only is gained to the physical matters but also can guarantee the capacity for farmers in increasing harvesting result.
- Due to the limited budget to make more initiative in rural infrastructure development, Pandeglang local government need to make the networking between local community and third parties such as private company as other finance resources. Therefore, there are

many alternatives finance resources for delivering empowerment project to develop optimally community capacity.

- The additional program that focus to increase the capacity building skill for community, should be placed hand in hand with rural PNPM, such program that is delivered can be in the form as capital assistance for entrepreneurship and skill training
- Planner in local government level could tailoring the development plan based on capability approach oriented, thereby, expanding the increasing of choice, and enriching the opportunities that might be crucial to be developed. With the use of capability approach, can support the selecting of Agenda for development priority, to choose the urgency of selecting local development agenda such as infrastructure improvement, upgrading economic facilities, until building health and education facilities.

REFERENCES

- Andini, Isti (2008). Perkembangan Kapasitas Komunitas sebagai dampak program sosial Pemerintah, Thesis Program Magister Perencanaan Wilayah dan Kota Institut Teknologi Bandung
- Alkire, S. (2002a) Valuing Freedoms: Sen's Capability Approach and Poverty Reduction, Oxford University Press, Oxford
- Asnudin, Andi (2009) Pembangunan Infrastruktur Pedesaan dengan Pelibatan Masyarakat Setempat; Jurnal SMARTek, Vol. 7, No. 4, Nopember 2009: 292 – 300
- Ballet Jerome (2006) The capability approach of Justice, between the ethics of "Good" and "Just", HDCA, Conference, Groningen
- Bush, R., Dower, J., dan Mutch, A. (2002) : Community Capacity Index version 2, Centre of Primary Health Care University of Queensland, Australia
- Bebbington, A., L. Dharmawan, E. Fahmi and S. Guggenheim (2006) 'Local Capacity, Village Governance, and the Political Economy of Rural Development in Indonesia.' World Development 34: 1958-1976.
- Beckley, T., Nadeau, S., Wall, E., Martz, D. and Reimer, W., 2004: *Multiple Capacities, Multiple Outcomes: Delving Deeper into the Meaning of Community Capacity* . NRE Project (New Rural Economy Project – Building Rural Capacity in the New Economy), Working Paper. Concordia University, Montreal, Quebec.
- Blomquist, 1996 Annual Meetings of the International Monetary Fund and the World Bank Group
- Boateng, William (2012) “Evaluating the Efficacy of Focus Group Discussion (FGD) in Qualitative Social Research”, International Journal of Business and Social Science, Vol. 3 No. 7; April 2012

- Castro Allan (2010) Improving on the Capabilities Approach as a framework for the evaluation Of international development projects, Lincoln University Digital Thesis
- Chaskin, R. J. (2001) : Building Community Capacity : A Definitional Framework and Case Studies from a Comprehensive, *Urban Affairs Review* 36
- Craig, G. (2002) 'Towards the Measurement of Empowerment: The Evaluation of Community Development', *Journal of the Community Development Society* 33(1): 124—46.
- Evans, A., DeBonis, M., Krasilovsky, E., dan Melton, M. (2007) : Measuring Community Capacity for Protection from Wildfire, Forest Guild Research Paper
- Fariborz Aref*, Ma'rof Redzuan and Zahid Emby (2009), Assessing Community Leadership Factor in Community Capacity Building in Tourism Development: A Case Study of Shiraz, Iran, Department of Social and Development Sciences, Faculty of Human Ecology, University Putra Malaysia
- Fahmy, Z., M., (2008) : Penilaian Kapasitas Komunitas Untuk Keterlibatan Dalam Program Pengelolaan Irigasi (Studi Kasus: Program Pengelolaan Irigasi di Daerah Irigasi Way Rarem Kabupaten Lampung Utara), Tesis Magister, Institut Teknologi Bandung
- Frediani, A. A. (2007) 'Amartya Sen, the World Bank, and the Redress of Urban Poverty: A Brazilian Case Study'. *Journal of Human Development*, vol. 8, n. 1, pp.133-152.
- Frediani, A. A. (2006) 'Participatory Methods and the Capability Approach'. Human Development and Capability Association Briefings.http://www.capabilityapproach.com/pubs/Briefing_on_PM_and_CA2.pdf
- Frank, Flo dan Anne Smith. *Community Development Handbook: A Tool To Build Community Capacity*. Minister of Public Works and Government Services Canada, 1999
- Gibbon, M., Labonte, R., dan Laverack, G. (2002) : Evaluating Community Capacity, Health and Social Care in the Community 10(5)

- Goodman, R. M., Speers, A. M., McLeroy, K., Fawcett, S., Kegler, M., Parker, E., Smith, S. R., Sterling, T. D., dan Wallerstein, N., (1998) : Identifying and Defining the Dimensions of Community Capacity to Provide a Basis for Measurement, Health Education & Behavior, Vol. 25 (3)
- Healey, Patsy 1998. Building Institutional Capacity through collaborative approaches to urban Planning *Environment and Planning A* 30 (9):1531-1546.
- Hidayat, Syarif (2009) Penilaian Kapasitas Komunitas dalam Pemecahan Masalah, Thesis Program Magister Perencanaan Wilayah dan Kota Institut Teknologi Bandung
- Idarto, Jarot (2006), The Contribution of Infrastructure to rural development : The case of Village Infrastructure Project for Java, Master thesis, University of Groningen
- John Schischka, Paul Dalziel & Caroline Saunders (2008): Applying Sen's Capability Approach to Poverty Alleviation Programs: Two Case Studies, *Journal of Human Development*, 9:2, 229-246
- Khakee, Abdul. 2002. Assessing Institutional Capital Building in a Local Agenda 21 Process in Göteborg, *Planning Theory and Practice*, 3(1): 53-68.
- Klasen, S. (2001) Social exclusion, children and education, *European Societies*, 3, 413-47.
- Klandermans, Bert. 1989. "Interorganizational Networks: Introduction." Pp. 301-14 in *Organizing for Change: Social Movement Organizations in Europe and the United States*, edited by Bert Klandermans. Greenwich: JAI Press
- Laverack, Glenn. Evaluating Community Capacity. Visual Representation and Interpretation. Working Paper. Oxford University Press and Community Development Journal, 25 Februari 2005
- Laverack, Glenn dan Ronald Labonte, A Planning Framework For Community Empowerment Goals Within Health Promotion. Working Paper 255-262. Oxford University Press, 2001

- MacLelland-Wright, M. R., Anderson, D., Barber, S., Smith, N., Cantin, B., Felix, R., dan Raine, K., (2007) : The development of measures of community capacity for community-based funding programs in Canada, *Health Promotion International*, Vol. 22 No. 4
- Miller, R. L., & Campbell, R. (2006). Taking stock of empowerment evaluation: An empirical review. *American Journal of Evaluation*, 27(9), 296-319.
- Miles, M. B., dan Huberman, A., M., (1992) : Analisis Data Kualitatif, Universitas Indonesia (UI – PRESS), Jakarta
- Mubarak, Zaki (2009) Evaluasi Pemberdayaan Masyarakat ditinjau dari Pengembangan Kapasitas, Thesis Program Magister, Universitas Diponegoro
- Nussbaum, M. and Glover, J. (Eds.). (1995). *Women, culture, and development: A study of Human Capabilities*. Delhi: Oxford University Press.
- Patton, Michael Quinn, 2009, Metode Evaluasi Kualitatif (How to Use Qualitative Methods in Evaluation), Yogyakarta: Penerbit Pustaka Pelajar
- Putnam, Robert. D. 2000. *Bowling alone: the collapse and revival of American community*. New York: Simon & Schuster
- Robeyns, I. (2006) ‘The Capability Approach in practice’, *Journal of Political Philosophy*, 14(3), pp. 351–376.
- Sen, A.K. (1986) ‘Capability and well-being’, in M. Nussbaum and A. Sen (Eds.), *The Quality of Life*, Oxford University Press, Oxford.
- Sen, A.K. (1999a) *Development as Freedom*, Oxford University Press, Oxford.
- Sen, A.K. (1999b) ‘Democracy as a universal value’, *Journal of Democracy*, 10(3), pp. 3–17.

Sen, A.K. (2005a) 'Human rights and capabilities', *Journal of Human Development*, 6(2), pp. 151–166.

Skinner, S. *Building Community Strengths*. Community Development Foundation. Loudon Publishing Ltd, 1997

Sumaryadi, I Nyoman, 2005, *Perencanaan Pembangunan Daerah Otonom dan Pemberdayaan Masyarakat*, Jakarta: Penerbit Citra Utama

SMERU Research Institute (2011) *Studi Kualitatif Dampak PNPM Perdesaan Tahun 2010 di Jawa Timur, Sumatra Barat, dan Sulawesi Tenggara*, Jakarta, Draft Laporan Penelitian

Songco, Jocelyn A. 2002. "Do Rural Infrastructure Investments Benefit the Poor? Evaluating Linkages: A Global View, A Focus on Vietnam." *The World Bank Policy Research Working Paper 2796*. Washington, D.C.: The World Bank

Syahyuti, (1995), *Pembangunan Pertanian dengan Pendekatan Komunitas, Pusat Analisis Sosial dan Ekonomi, dan Kebijakan Pertanian*

Uphof, NT Cohen JM, dan Goldsmith. 1979. *Development Committee: Feasibility and Application of Rural Development Participation' A State of-the art paper*. New York: Cornell University

Van de Walle, Dominique. 1996. *Infrastructure and Poverty in Vietnam*. Washington, D.C.: The World Bank.

Woltjer Johan , Khakee Abdul, Hull, Angela (2011) *Evaluation for Participation and Sustainability in Planning*, Chapter 14, Routledge

Witoelar, Erna (2001), *Urgensi Peran Partisipasi Masyarakat dalam Penyelenggaraan Pemerintahan di Era Otonomi, daerah, Sarasehan Sehari Peran Pesantren Dalam Peningkatan Keberdayaan dan Partisipasi Masyarakat di Era Otonomi Daerah Tanggal 15 Juli 2001*

White, Howard (1999), "Politicising Development? The Role of Participation in the Activities of Aid Agencies," Chapter 7 in Ken Gupta (editor) *Foreign Aid: New Perspectives*, Kluwer Academic Press, Boston Pp: 109-125

Wilson, Terry, 1996, *The Empowerment Manual*, London: Grower Publishing Company.

Banten dalam Angka, 2011, Biro Pusat Statistik , Provinsi Banten

Data Potensi Desa Ciinjuk (2011), Pemerintah desa Ciinjuk

Data Potensi Desa Koroncong (2011), Pemerintah desa Koroncong

Pedoman Umum Program Nasional Pemberdayaan Masyarakat Mandiri Pedesaan (2008-2011) ,
Direktorat Jenderal Pemberdayaan Masyarakat dan Desa

Pandeglang dalam Angka , 2011, Biro Pusat Statistik , Kabupaten Pandeglang

Rencana Tata Ruang Wilayah Kabupaten Pandeglang , 2011, Pemerintah Daerah Kabupaten
Pandeglang

Rencana Pembangunan Jangka menengah Desa Ciinjuk 2010, Pemerintah Desa Ciinjuk

Rencana Pembangunan Jangka menengah Desa Koroncong 2010, Pemerintah Desa Koroncong

Laporan Pelaksanaan PNPM Pedesaan Desa Ciinjuk, 2011, Pemerintah Kecamatan Ciinjuk

Laporan Pelaksanaan PNPM Pedesaan Desa Koroncong, 2011, Pemerintah Kecamatan
Koroncong