

Local Governance and the Use of
Participatory Quota Indicators in
Neighbourhood Development
Programme

Master Thesis

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Abstract

This thesis is written in the concern of the practice of participatory planning quota indicators in community empowerment project scheme in Indonesia. While this approach is lacking theoretical ground, there are the issues of power tension that emerge on the shift of democratic value from centralistic planning to bottom-up planning that affect local governance process, including bootom-up planning scheme promoted by the programme. As a basis of analysis, this research proposed adaptation of less positivist-Phronetic methodology to analyze and present findings of case study. This scheme applies not only to identify how planning process is perceived by the actors involved, but also to look at how power relation and different interests affect local planning. In brief, by uncovering the theoretical understanding of the use of participatory planning quota indicators and the power dynamics affected by such practice, the research seek clarification of the use of participatory planning quota indicators and explained its impact to local governance.

Keywords: Participatory Quota Indicators, performance indicator, bottom-up planning, phronetic research, governance, local democracy

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Abbreviations

BKM	Badan Keswadayaan Masyarakat / Community Self-Help Organization
CBD	Community Based Development
CDD	Community Driven Development
CIDA	Canada International Development Aid
HDI	Human Development Index
IBRD	International Bank for Reconstruction and Development
IDA	International Development Aid
IDB	International Development Bank
KDP	Kecamatan Development Programme
KSM	Kelompok Swadaya Masyarakat / Community Self-Help Group
MDG	Millenium's Development Goals
NCEP	National Community Empowerment Project
ND	Neighbourhood Development
PAR	Participatory Action Research
PJM	Programme Jangka Menengah / Midterm Development Plan
PNPM	Programme Nasional Pemberdayaan Masyarakat
PRA	Participatory Rural Appraisal
Pronangkis	Program Penanggulangan Kemiskinan / Poverty Alleviation Strategy
UPP	Urban Poverty Project
WB	World Bank

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Chapter I Introduction

1.1 Background

This research is inspired by empirical finding on participatory planning project in Indonesia financed by the World Bank's loan/grant, where participatory quota indicators are used as common traits to measure project performance. The participatory planning quota indicators is a part of project performance indicators that gives minimum limit of people that attend community meetings, using percentage ratios. Rationale of participatory planning quota is unclear due to its given nature derived from loan/grant documents. However, the assumption is to ensure local democracy is present when the minimum quantity of people are expected to be present during community meetings. Another rationale is to support individual's capacity building and leadership, by creating a mechanism and support system that allows community to engage and interact with authority on public issues, and established a bottom-up approach in a country previously dominated by centralistic hegemony. However, this raises question whether the use of participatory quota is grounded on certain planning theory especially on the subject of participatory planning, and the wider subject of critical theory. Another question is whether the participatory quota ensures that all level of the community groups including marginal group are fairly present during each community work meetings. Currently, the use of participatory quota is based on assumption that its use contribute to the significance of community representation that conduct participatory planning process. The role of the key stakeholders in the meetings or how they impact decision making process remain unknown.

Currently, planning practice in Indonesia is shifting from centralized planning model to decentralized planning system. The emergent context push agenda of a more self-made local planning agenda, through integration of sectoral planning with localized planning output. What is important that in spite of today's demand of a more developed bottom-up planning process, old centralized paradigm is still exist and remain strong in local government policy and network building. Thus, this research tries is also important to methodically seek out the relevance of the use of participatory quota in participatory planning process under this current

power shift by learning from case study and findings. Project case finds an example of Neighbourhood Development Programme under a larger scheme of Urban Poverty Project in Pekalongan that is conducted in 2008-2011. As one of World Bank's pilot program, this case study gives vivid understanding of how participatory quota is applied within the context of participatory planning concept and methods, and how it affects and reflected in local governance development.

1.2 Problem Definition

There are two problems identified based on the use of participatory planning quota indicators in ND Programme. Firstly, the use of participatory planning quota indicators have not yet confirmed by any theoretical basic reflected in participatory planning ideals. This means that it need clarification of how to put its best use in the context of planning theory, in order to understand its role and function in overall bottom-up planning process. The second problem is that its use does not account latent issues of power relations and local democracy. To bridge the foreseen paradigm changes and possible conflicts, the empirical argument presented by The World Bank use insitutionalist point of view. In which, it focus on empowerment projects to bridge local planning by the community with the rigid paternalistic bureaucracy. These condition of two crossing elements of planning actors would required explanation on how the process affect local planning process and how the effort of improving local governance and democracy is conducted in reality. Based on these two problems, this research find it essential that there should be an explanation on the role of participatory planning quota indicators seen from its theoretical ground of participatory planning principles and from the real setting of local power tension.

1.3 Research Context

With this research, some of the contribution essentials for planners/researcher are:

- a. Planners can get reference to best evaluate how participatory planning quota indicators plays role in shaping governance, projects outputs and increase local planning sustainability.
- b. For researcher to understand how participatory planning quota indicators should be put in theoretical context to model an ideal local democracy and

representations that affect the development of better participatory planning process.

- c. For policy maker, to have inputs for improvement on future policy to support empowerment project and community-based neighbourhood planning.

1.4 Research Statement

This research focuses on:

1. Understanding the concept of representation by key-stakeholders in participatory planning process connected with the use of participatory planning quota indicators.
2. Understanding how the use of participatory quota affect consensus planning.
3. Understanding how power relation, network building, and local governance is formed and affect participatory planning practice and representation by key-stakeholders.

1.5 Research Question

Based on problem definition, this research gives out several questions as follows:

1. Does participatory planning quota indicators ensures every key representation are present in participatory planning process?

Since, empowerment projects aims at citizen rules, it means that the use of such measures should allows every citizen to engage in planning process.

2. Does participatory planning quota indicators ensures consensus agreement is acceptable by community?

When minimum participatory planning is set, it is expected that acceptability of consensus result is high.

3. Does participatory planning quota indicators ensures the further establishment of local partnership and local development?

When minimum representation has been met, it should promote local partnership and development of new ventures for the benefit of the community.

4. Is it appropriate to put participatory planning Quota indicators to its current context as project performance indicators?

It should be clarified by the method of measurement found on the field, whether it is act as a guidance or as rigid indicators showing project achievement.

5. How does the planning paradigm shifts affect application of good governance principles?

The issues of planning paradigm from centralistic to decentralized methods of planning can be explained by identification on how governance is conducted.

1.6 Working Hypothesis

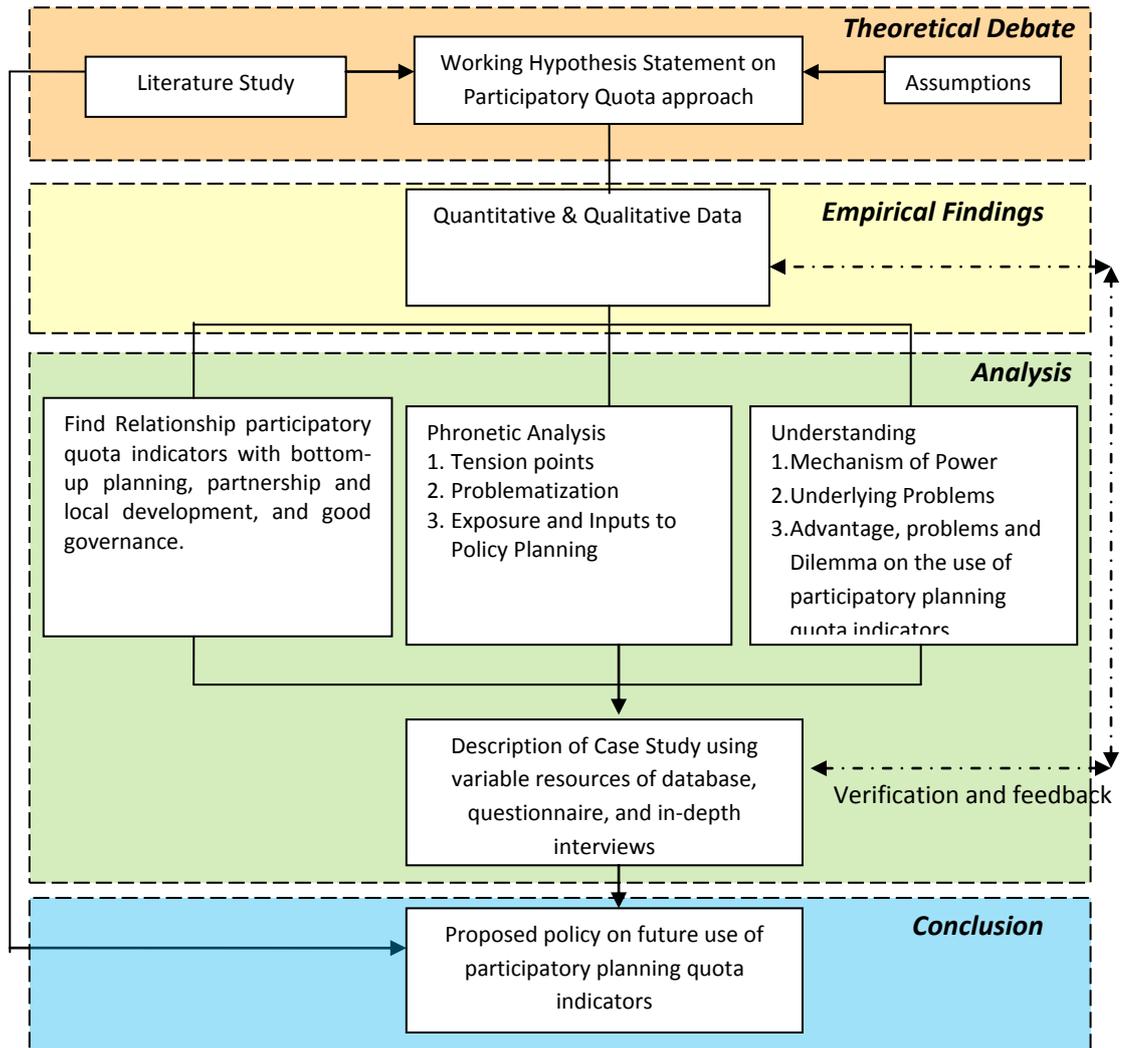
The research's conceptual framework derived from synthesis of debate of ideals between participatory planning concepts, the pragmatic view of participatory planning practices and the contextual technocratic view in donor-led programme of Community-based development in Indonesia. In context, main theoretical argument focus on the use of Participatory Quota indicators in local level. The less positivist approach therefore is chosen to analyze the research due to the nature of social science.

The research uses both working hypothesis to compare between research findings in the case study and the conceptual roots of participatory planning process, and examine some key issues that is not explicitly stated in the results performance stated by participatory planning quota indicators. Thus, it will be easier to understand how participatory planning quota indicators should be perceived. Afterward, the research will be able to address the issue of local democracy and consensus planning that relates with power shift in real planning practice based on the case study.

1.7 Structure of Study

The outline of research is described in the Table.1.1 Structure of Study, that links the nature of use of participatory planning quota indicators with its hypothetical assumptions. After comparatively explained in literature debates its contextual clarification, it will be possible to examine the reality of local practice and the extent of participatory planning quota indicators use, through phronetic planning research methodology. In the analysis, in will uncover how participatory planning quota indicators should be perceived and developed for better participatory planning process in the future. Meanwhile, the conclusion would gives out some remarks of current use and condition governance and how to improve local development and partnership.

Fig 1.1 Structure of the Study



Chapter II Theoretical Argument

Theoretical arguments in this research build up by presenting key literatures that discuss the mainstream theoretical understanding of ‘participatory planning’, its context in Neighbourhood Development Programme-community based development project, and how the ‘participatory planning’ principles is adopted in the context of the use of participatory planning quota indicators. Thus, it will present critiques to the underlying power relations that forms consensus planning which is not addressed in the understanding of the current community based empowerment project. The argument focus on explaining a mismatch between the ideals of participatory planning and how it is conducted in contextual reality.

2.1 Participatory Planning in Concepts and Practice

Current studies suggest different heuristic meanings on the subject of ‘participatory planning’. In general, the term ‘participatory planning’ reflects involvement of community in public planning, addressing the issue on decentralization of power, and in some cases focus on community empowerment to nurture sustainability output. However, the nature of the theory itself can be defined in several distinct features, and serves different purpose, as summarized in Table 2.1 below where there are different degree of theoretical understanding of what is participatory planning. Theoretical ground describe a more abstract ideals that focuses on citizen power, a liberal community which in charge and actively participate in local planning. Meanwhile, a pragmatic concept moves on to the theoretical methods of how this citizen power is imposed, through community mapping methods and triangulation (PRA-RRA), through local government budget scheme (Participatory Budgeting), and by promoting community based development programmes (CBD) through handing out stimulant fiscal and financial means as learning tools for community. Thus, overall, there are several issues that links these two more conceptual-abstract rationale and pragmatic view of programme-project framework. These issues covers the debate of sustainability of community empowerment, the role of government in partnership, and how community is perceived in democratic governance as a pluralistic society or as a consensus oriented community.

Table. 2.1. Theories of Participatory Planning.

Theoretical Ground	Pragmatic concept	Issues Addressed
<ul style="list-style-type: none"> • Habermas's Communicative planning root: <ul style="list-style-type: none"> - Deliberative practitioner - Collaborative Planning • Flyveberg (1998), Power embedded in Planning • Freire's Participatory Planning root: 'conscientisation' and Participatory Reflection and Action (PraA) 	<ul style="list-style-type: none"> • PRA (Participatory Rural Appraisal) and RRA (Rural Rapid Appraisal) • Participatory Budgeting • Community Based Development and Community Driven Development 	<ul style="list-style-type: none"> • Sustainability – community empowerment • Urban Governance – Decentralization of Power – Partnership • Democracy- Pluralistic society or Consensus building community.

2.1.1 Theoretical Grounds of Participatory Planning Process

Roots of participatory planning process seeks its origin from 'Communicative Planning', a power-free public planning and policy found in Habermas's theory, into its more case-based contextual study of power in public planning presented by Flyvbjerg (1998) and Flyvbjerg & Richardson (2002). The third is giving meaning to development of Participatory Reflection and Action as part of the Paulo Freire's theory root that practices 'conscientisation', a belief that sees 'the poor and the exploited people can and are able to analyze their own reality' (Fischer, UN-Habitat).

The first communicative rationality that is power-free is shared by many others such as Forrester (1999), Healey (1997), and Innes (1998, 2001). Forrester (1999) suggest that planners should act as agent and middle-man as 'deliberative planner' to support participatory planning process. Innes (1998) prefers to describe how information or knowledge should be perceived. She suggests that informations should become a common material integrated within the institutions, create an open forum for arguments, and aims of the participatory planning process should not be restricted to certain goals.

Healey (1997) introduced the term 'collaborative planning', that even focuses on communicative aspect of planning and how it would applied in principles learning from UK experience after Thatcherism. Healey (2003) explained how the

collaborative planning principle is important, when in line with other communicative planning theorist by stating:

‘These process qualities mattered if, following Giddens and others, the way authoritative and allocative ‘systems’ operated depended not merely on the interplay of actors with specific interests, but on the way routine social relations and practices were structured by institutional designs and deeper values and conceptions....’ (2003, P.106)

In application of communicative rationality, Fisher (UN-Habitat), connect ‘participatory planning’ with the term PRaA (Participatory Reflection and Action). He explained that the term participatory planning comes back to the ideas of Paulo Freire in Brazil case study that empower poor people to address their own problems and shift from top-down to bottom-up planning. Freire’s root is easily understood as a pedagogical method of ‘conscientisation’ where it still raise many debates among scholars. Roberts (1996) however description of popular term of conscientisation with.

‘conscientisation consists in the movement of individuals through a succession of distinct stages, with each stage being defined by certain attitudes and behaviours.’ (1996, p.179).

Meanwhile, a power-embedded realm of planning become an emergent issues that separate the ideal communicative rationality with cruel reality of politics as in Foucauldian understanding. However due to its nature of contextual and locality of politics that attached in action, the discussion or focus of politics in planning practice can only be explained within a case study context explained by Flyvebjerg (1998) and Flyvebjerg & Richardson(2002). Beaumont & Nicholls (2003) present that power tensions would possible to create conflict in a pluralistic society during consensus, and Stein (2008) explain in context of the World Bank paradigm that shift from neo-classical economist to institutional development due to the concerns of public projects ownership and sustainability as it differs in reality when is proposed with different actors (government vs community).

Understanding the term of ‘Participatory Planning’ in general, therefore should be put within the belief of building a liberal society, how the pragmatic concept translated by the will and motives of the actors and how lesson learned in each context of the project describe the process, instead of the end purpose.

2.1.2 Pragmatic Concept of Participatory Planning Process

1. PRA (Participatory Rural Appraisal)

In its course of development, implementation of participatory planning process that is applied in the case study of this research is conceptually similar with the understanding of Participatory Rural Appraisal (PRA - different from Participatory Reflection and Action or PRaA), or even RRA (Rapid Rural Appraisal as explained by Chambers (1994) and Fisher (UN-Habitat). The similarity of PRA concept in participatory planning with World Bank's concept of Community Based Development is evident by the strong role of facilitator in guiding participatory process through sets of rules, matrix, project evaluation methods, and performance indicators. Chambers (2002) explains four (4) principles dedicated to the PRA practitioners in handling community by: (1) 'handing over the stick', (2) 'self reflection or critical awareness', (3) 'personal responsibility', (4) 'sharing'. These principles are meant to allow community's self-expression. In the other hand Chambers also point out how the method allows personal bias by inexperienced facilitator or dominance within discussion group. To verify the result of the process, he proposes that Triangulation should be employed through:

- Making sure the validity of a groups' perspective, that at least the team consists of three representations with different perspectives (women's group/men's group, active members/non members, youth groups/senior citizen, etc.).
- Ensuring the varieties of representation have been covered and the provided information have been verified at least by three different sources (women/men, old/young, diverse ethnic groups, etc.).
- Methods to collect information address the same issue by using variety of aid mechanism (historical interviews, spatial maps, seasonal calendars, etc).

Although the origin of participatory planning that derives in the World Bank case study differentiate from Habermas's classics roots, a classic reference from Arnstein's Ladder of Participation (1969) gives link to these two perspectives of how 'the ideal' participatory planning is conceptualized on a liberal stand of view where citizen hold highest authority at its best. One's may question of what level of community engagement is occurring in the participatory process in the research

context. According to Arnstein proposal, there are 8 tier of participatory level that is categorized into three distinct classifications. The classification indicates that there are those that confirmed participatory process as a disguise of certain agenda identified as 'nonparticipation'. Secondly, are the procedures that involved community and citizen as input provider but are disengaged from power and decision making circle in 'tokenism'. The last category are the types of participation that is regarded as the true form and the highest level of participation, where citizen holds the highest power to decision making process. The typologies aimed by World Bank's. Nonetheless, definition of citizen control in Arnstein explanation is based on the fact that when the article was written in 1970's, discrimination to black community still highly politicized in US setting. Therefore, her argument is lacking the paradigm of third world country and its wider socio-political context. In support to communicative planning ideals are the thought by Innes and Boheer (2001) that suggest at the highest stage of participatory planning process, tools and evaluation methods would have been generated from the community itself through a consultation procedure. In which, it includes the monitoring sequence.

2. Participatory Budgeting

In the study of institutional development and governance, ideals of participatory planning become connected with 'participatory budgeting' focusing on empowering government to fight for social justice. Government should promote deliberative action to allocate public funds for pro-poor planning, in which is connected with the 'deliberative practitioner' explained by Forrester. Evidence of how participatory budgeting is developed is taken from lesson learned in Porto Alegre, Brazil in 1989 (Shah, 2007: Menegat R., 2002: Cleuren H., 2008). In this case study it is found that local leadership that willing to create bureaucratic reforms are essential in creating this condition. Wampler (2000) explains participatory budgeting case studies based on experiences in the area of Porto Alegre, Sao Paulo (Santo Andre), and Northern Amazon (Belem). In these areas, an established group within yearly calendar allows citizens '*to allocate resources, prioritize broad social policies, and monitor public spending*', in which ripes success. However, there are preconditions that comes along with the success of

Participatory Budgeting in Brazil. Firstly, it requires progressive municipality and active citizenship involvement. Secondly, Brazilian success owe to the fact that legislative have no power to check budgeting proposed by the Mayor. Moreover, the Porto Alegre case study indicates that there are revenue substantiated by the action, and flexible policy that allows discretionary funding.

3. Community Based Development – WB case

Pragmatic concept comes into the development of bottom-up approach since late 1950's in the United States through urban area development and 'the new deal' projects. However, in the third world nation, ideals of participatory planning are mostly driven by donor countries or development bank that financed high-budget infrastructure projects (Stein, 2008). To understand the main concept of participatory planning in this research is to look at the reason how these program are developed based on the World Bank historical overview (Stein, 2008).

The Bank (or The World Bank) firstly started its vision from classical economic theory which eventually changes into the perspective of insitutionalist theorist. This shift was conducted after series of studies shows the lack of ownership from recipient countries with their own infrastructure financed by the World Bank. Thus, according to Stein, by borrowing the concept of Lewis Mumford, The World Bank took on a new approach by creating a bottom-up scheme project, through community-based projects ensuring that recipient countries will develop ownership and maintain their own project even long after the project have completed.

Community – Based Development (CBD) is an adaptation of PRA (and sometimes participatory budgeting scheme) by insitutionalist perspective. Mansuri and Rao (2003) point out how community-based development works. Although it claim that the method to participatory planning process is similar to PRA, lesson learned from CBD project reveals that the project is most successful when it focus on infrastructure development, but not when addressing poor people access and poverty. This is a sharp statement that contradict the aim of PRA. Perhaps Community Based Development concept that is used by The World Bank is more suitable to develop neighbourhood planning scheme, that focus on local community partnership with government especially when allocating government

fund, as explained by Peterman (2000). In his book, Peterman describes cases of neighbourhood planning that uses community based development thriving as a result of grassroots action. He describe neighbourhood planning by adopting Checkoway's perspective in which planners and citizen collaborated together and establish a democratic approach in design, plan and commence construction to deteriorating public spaces and facilities. This opinion follows on to the rising sentiment on promoting gentrification projects in the US in late 1960's and address the role of advocacy planning in urban projects, where planners promote issue of social justice to institutional forum.

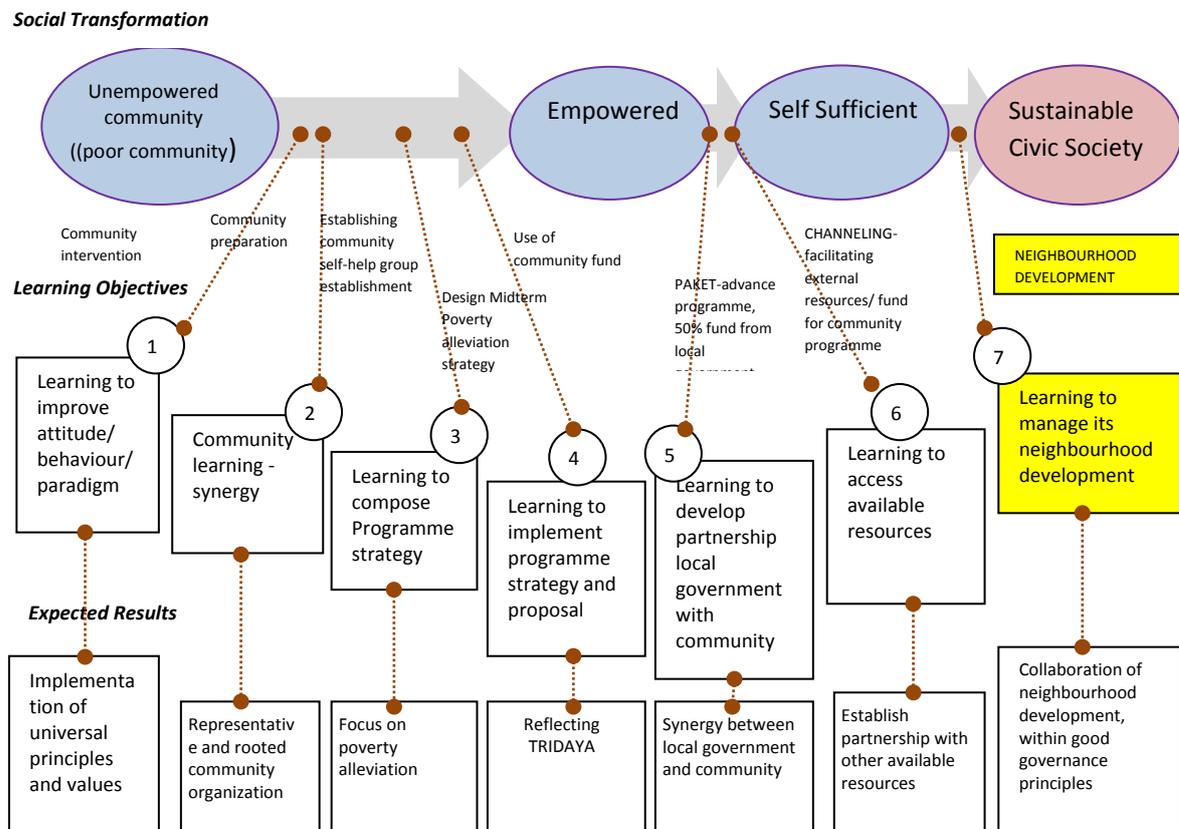
2.2 Neighbourhood Development Project

2.3.1 Participatory Planning ND Programme Context

In late 1990's, Indonesia was badly hit by economic crisis in 1997. Thus, the implication to that event created two (2) major community based development (CBD) projects in Indonesia. Both of the programmes claimed to use participatory planning approach. In rural areas the programme is represented with KDP (Kecamatan Development Programme) while in the Urban area is represented with UPP (Urban Poverty Projects). Community based development programme referring to the research context is taking its example based on Neighbourhood Development Project context in the framework of larger Urban Poverty project scheme as seen in Fig.2.1. Participatory planning concepts of ND Programme is therefore can be seen in the context of Community Based Development that lend its historical root of Freire's 'conscientisation' that is introduced in 1973 (Roberts, 1996).

Unlike the larger UPP project scheme that focuses on Tridaya (infrastructure-environment-socioeconomic), neighbourhood development project aim to integrate community-based planning output with the legal-binding land use planning system. This project is an advanced stage of Urban Poverty Project that is conducted during the period when an area have considered in a mature stage. The Fig 2.1 explains how overall Urban Poverty Project scheme is designed. In later stage of Neighbourhood Development Project, after gradual stages of learning process, community are expected to be able to develop their capacity into a self-sustain civic society, which is able to manage and address their own issues.

Fig. 2.1 Social Transformation in Urban Poverty Project Scheme
(Adopted from Pedoman PNPM Mandiri Perkotaan, 2008)



2.3.2 Conceptual Adaptation of Participatory Planning Principles in ND Programme

In its application, the ND Programme adapt some or more ideals from other theoretical perspectives that have been explained previously. However, the focus of its implementation revolves around three issues of:

- 1. Development of Local Democracy and Participation** by adoption of PRA Principles (Participatory Research and Action) concept as explained by Fisher (UN-Habitat), and also Stein (2008)

This is shown by the idea of empowering community based on the development of ‘tridaya’ (economic-social-environment) pillars (UPP Manual, 2008). Its final goal is to develop a civic society that can have the ability to conduct neighbourhood planning programme and collaborate with local government and other stakeholders. In pragmatic concept, UPP projects rely on facilitator’s active role to reach out community adopting PRA (Participatory Rural Appraisal) method. Community Planning procedure in Neighbourhood Development

Programme is different with its previous stage in the larger Urban Poverty Project scheme. In which, while the earlier stages are aiming at ‘open-menu’ output, this latter focus on infrastructure development of priority area. Another differences are how ideals in UPP such as ‘to pass the stick’ as co notated by PRA (Participatory Rural Appraisal) where facilitators lead most of the initial process in community meeting, now, it is substituted with stronger role of local government that gradually take charge over the role of facilitators, where facilitator slowly detached its function and act as network connect that bridge different perception between community members.

2. Institutional development and Partnership, by training of local community through stimulant funding and imposed local budgeting.

Stein (2008) argued that from the beginning of its inception, community planning project that was first introduced in US in 1960’s have evolved into the many arrays of community based development programme spreading worldwide, with prominent role of development Bank and foreign aid. The realm of political influence in community planning emerges in developing states thus is linked with ever persistent idea of maintaining the US’s world hegemony power. In his argument, the developments of WB projects are highly influenced by economic theories that over the years have shifted from the neo-classical economist moving towards the neo-liberal views. The WB view of empowerment is associated with poverty reduction agenda, listed in PSRPs – Poverty Reduction Strategy Papers (early 1990’s). Stein argued that the ideal of empowerment as a neo-liberal practice can be inappropriate in context. Stein, proposed that the WB has to moved on from empowerment strategy and shift the focus to institutional development, allowing local institution to understand their role and begin to engage in meaningful and mutual partnership with the community.

The scheme of Urban Poverty Project after the program completion identify the most advanced level of participatory ladder, of citizen power. In ND Programme, community is seen as an evolving power that can tackle their own inherent public ordeal and endure the tough and excruciating routine in order to solve their own problems, but only with the help of local government and other stakeholders. Thus, local government is expected to support the project financing even after the

project have completed. This puts the local government to the position of advocates to pro-poor planning and demand leadership and strong municipality authority in budgeting power.

3. The use of ‘Good governance’ principles (*that link communicative planning theory roots, Foucauldian planning, and Freire’s empowerment ideals*).

United Nation Development Program (UNDP) defines governance as ‘the exercise of economic, political, and administrative authority to manage a country’s affairs at all levels.’ Another International body Unescap refers the term as ‘The process of decision-making and the process by which decisions are implemented (or not implemented).’ The governance requires the interaction between 3 (three) groups of stakeholders and the stakeholders that are interconnected between these adjacent groups.

The first group is the government, as the ruling authority. The second is private entity represented by professionals, employees, having less access to power and decision making circle but because of their expertise is very useful, they are required in the process of decision making. The third category is the civic society or common citizen, where they are less hierarchical and lack of formal power structure, and gain less access to advance technology/information. The in-between stakeholders consist of groups of people that represent and affiliate between two or more groups (government, private, community) that can be legal or illicit.

The term ‘good governance’ is used by United Nation explaining 8 principles (UN-ESCAP). These 8 principles are of ‘participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law’. Note that good governance in this context defines participatory and consensus oriented in the same level of framework.

In participatory planning process, Healey (1998) in ‘Collaborative Planning’, aiming at pluralistic society when dealing with consensus planning. In which, this view is also supported by Sandercock (1998), that oppose to the rigid understanding of consensus, that are aiming at one-fix end goal.

In the application of Consensus planning, Arnstein’s theory of ‘ladder of participation’ that highlight ‘citizen power’ is adapted in ND Programme. Since, location criteria, programme priority, and stages of public planning and its

constructions procedure in ND Programme rely mostly on community consensus. This ideal however, is put to the test when we ask the question whether the consensus produced in the process have been for the most of the whole community or exist for the benefit of the few. Also, we need to question whether this consensus is to produce single fix-goal or allow changes in the future, in which will define how flexible the bottom-up planning process is conducted.

In order to describe parameters to collaborative planning processed in an ideal context of 'participative democratic governance', Healey (1997) ideas are similar with good governance principles such as accountable, transparency, responsive, inclusive and equitable. The similarities of good governance ideals with Healey's notion of collaborative planning principles can be explained as follows:

- Principles of inclusiveness that '*It should recognize the range and variety of the stakeholders concerned... and the complex power relations which may exist within and between them*' and again explained in point 4) '*It should foster **the inclusion** of all members of political communities while acknowledging their cultural diversity...and should recognize that this involves complex issue of power relations, ways of thinking, and ways of organizing...*' (1997, p.288)
- Principles of equity stated in point'... *that much of the work of governance occurs outside the formal agencies of government and should **seek to spread power from** government outside the agencies of the state but without creating new bastions of unequal power*'. (1997, p.288)
- Principles of Responsive...'that it **open up opportunities for informal intervention** and for local initiatives. It should enable and facilitate, ... rather than imposing single ordering principled on the dynamics of social and economic life' and then '*It should cultivate a 'framing' relation rather than a linear connection...*' (1997, p.288).

Explanation from Innes & Boheer (1999) and Innes (2004) on the subject of 'consensus building' defines how the ideas of participatory planning in ND Programme and consensus meets. In Innes perspective, consensus building is aimed to reform policy, create new grounds, and improve a deadlock situation by dialogue and understanding, thus it is mainstreamed with collaborative process

and therefore the participants will reach consensus of mutual benefit. In community empowerment projects of ND Programme, a pluralistic society is guided through the use of PRA methods, by mapping, chart creation, and making statement to produce a planning output that aim at a single fix goal, a Neighbourhood Development Proposal. While at the same time pursuing an agreed single output, it is interesting to see which actors plays dominant role in the practice of bottom-up planning, and how effective does participatory quota indicators is used. This is in line with Flyvbjerg (1998) findings on Aalborg case study, His proposal explained that when power is embedded in planning, it can also cause some possible misuse of power to cover information access, and even allows corruption and closed agenda out of public scrutiny.

Ironically, good governance value such as ‘effective and efficient’ and ‘follows the rule of law’ can have the potential failure when applied in the participatory scheme. In the UPP’s community planning we may find it hard to release tension between planning for public interest and planning for political agenda. This argument is supported by Beaumont & Nicholls (2008). Their idea reflects on how governance can be driven by political views through representative democracy, when producing consensus. Firstly, because agreement is dedicated for majority rule that oppress the minority. Especially when time constraints are the issue to conduct planning in ‘effective and efficient’ way. Secondly, due the hidden agenda manipulation, with the use of political link to alter the course of public perception and outcome, this process is prone to violation of law, fraudulent practice and corruption. It is important to understand from case study of how safeguarding strategy is put in place when addressing the concept of good governance. Another example of how the meanings of good governance principles can be a bias situation, is when the principle ‘participation’ created conflict of interest. This occurs in a situation where it also need to create a ‘consensus oriented’ output since many of the stakeholders willing to participate may not agree to a certain predefined agenda. The same problem also question the concept of ‘responsiveness’ that contradicts with the principles of ‘equity and inclusiveness’. While government strive to create a breakthrough policy, informal

sectors and the marginalized are still out of the formal system, hardly reachable by the formal forum.

2.3 Proposed Arguments on the Use of Participatory Planning Quota Indicators in ND Programme Context

2.3.1 Participatory Quota Indicators Functions and Role

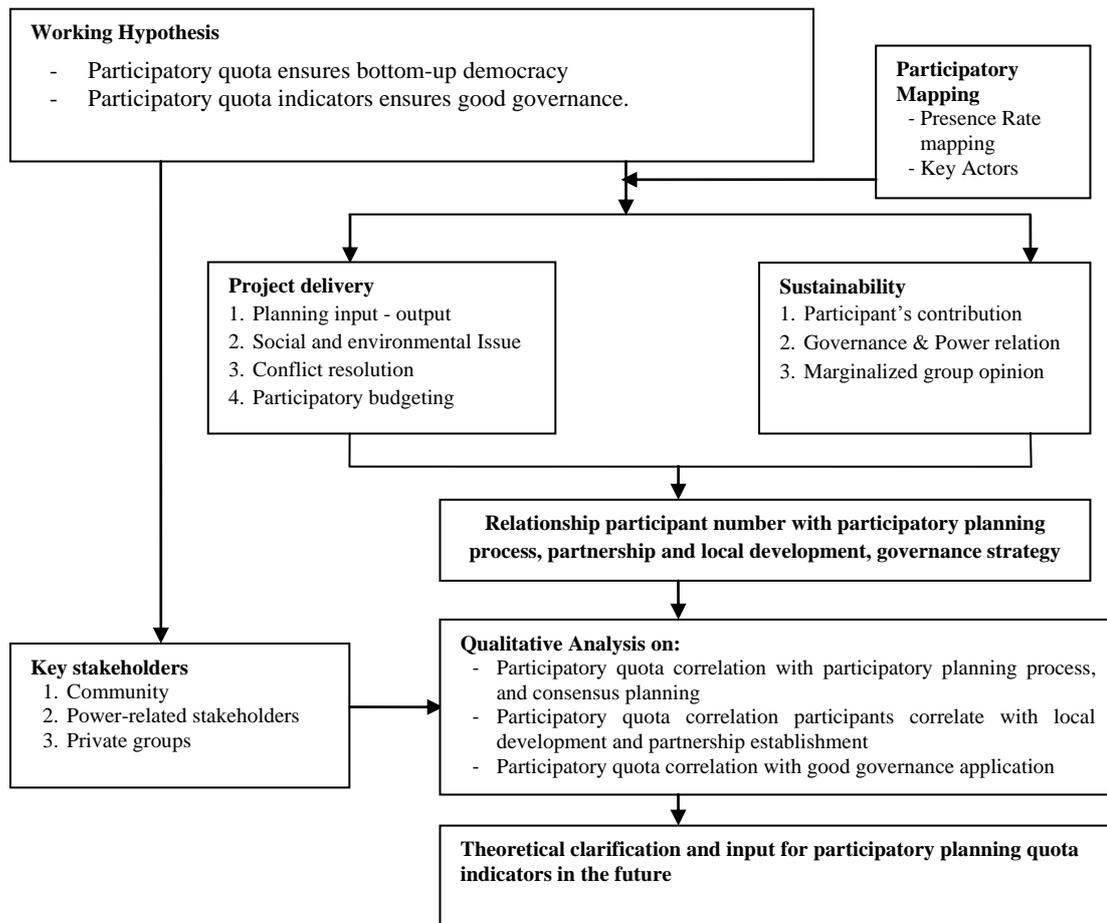
In Neighbourhood Development Programme, its two manuals: *Pedoman Pelaksanaan ND-Implementation Manual for Neighbourhood Development Programme* (2010) and the Project Appraisal Document of UPP (PAD) list participatory planning quota in project performance indicators. Explanation of the rationale on the use participatory planning quota therefore is traced within its functions and the motives of the World Bank.

1. Participatory Quota Indicators working hypothesis

Patterns of the participatory quota indicators used in ND Programme suggest that it is consider a good practice when participant involvement are predetermined before meeting is conducted to ensure minimum representation of community group/population. In the variables of participatory quota it identify several groups that needed to be address in the participatory process meeting including, community as a whole, the marginalized group, the women's group, and adult citizens. These groups resonate with the methods of triangulation principles and FGD (Focus Group Discussion) ensuring reliability and validity of the process used in PRA methods. Thus it's also assumes minimum limits of participatory rate will ensure key representations to be actively engage in participatory planning process, that will lead to good local democracy practice. Some working hypotheses then proposed, derived from assumptions on theoretical argument made possible based on two (2) main theoretical issues (the use of participatory planning quota indicators in Community Based Development, the aim to improve local and institutional development, and the good governance strategy). The working hypotheses are:

1. Participatory planning quota indicators ensures bottom-up democracy
2. Participatory planning quota indicators ensures good governance

Fig.2.2 Working Hypothesis of Participatory Quota Indicators



2. Participatory Quota Indicators as Project Performance Indicators

Participatory Planning Quota Indicators is seen as one of the tools to evaluate project progress. However, the basis of its use is highly argumentative. Innes (2000) describe four (4) types of indicators that can be used as reference in measuring performance, in which it includes; (1) the typical all purpose indicators such as used in Europe (European Common Indicators) (2) Combination of several indicators that merged into a single indicators such as GDP and GDI (3) Approach to elaborate aggregate indicators to detect certain issue such as poverty level, unemployment rate, etc; (4) The current issue of ‘re-invention of government’, that puts the weigh to the public satisfactory level and the measurement of government performance. Based on these explanations, participatory quota in the UPP project or Neighbourhood Development project act cannot be categorized as tools to measure performance. However, participatory quota as indicators can be categorized as policy and program measures. In this

aspect, Innes explain that 'System performance indicators' that gives input on how the community's condition outlook is functioning and useful for the whole community in general. Another argument suggested by Innes (2000) mentioned that community participatory quota cannot be used to evaluate programme or a project since indicators only allowed us to understand how the community condition is working. This means that participatory quota identify the quantification of people that attend meetings, but does not explain how their engagement in the process is measured.

First lesson derived from Innes reveals that the participatory quota should allows the planning of indicators made even before the program is introduced. Second argument suggest that indicators should allows for several tiers of inputs from both program and policy levels, and for personal use. Meanwhile, the overall performance indicators should be planned collaboratively, and connected to other issues, while allowing some flexible changes in the midterm to long time span.

2.3.2 Governance Issues in Local Planning

When it is linked with theories, participatory planning concepts in Neighbourhood Development Programme have strong community-based project rationale. In which, it focus on developing good governance principles to support bottom-up planning process. However, there are the latent tension of powers due to shift of planning paradigm in Indonesia that subject to give doubt of how there principles can be applied. The finding by Mansuri and Rao (2003), explained that many of WB type of Community Based Project rely heavily on the active contribution of local elites, local leaders, and external agents. Meanwhile, there is a tendency for facilitators and local community to think otherwise. Thus, to clarify whether in practice Neighbourhood Development Programme support local democracy, it require case study analysis.

2.4 Critiques on Neighbourhood Development Programme Concept

This last remarks proposed additional critique that lies in the concept and root of the empowerment project that conduct local planning with focus on collaboration, partnership, and good governance. In which, the use of participatory quota should be criticize, because of:

1. It is unclear of how the collaboration effort should took place. This is evident looking at the ratio number of participatory quota indicators that is written in percent, rather than a qualitative indication of which actors, or what activity should the part of community representation conduct in the process, that conclude to the second issue.
2. Who can be characterize as key partners that can have most impact to local development and support partnership in the participatory planning process, or included in the groups of majority or minority.
3. The rationale of participatory quota indicators that have been developed as a precondition poses a challenge to its future use especially when it's meant to evaluate program rather than to understand a participatory process condition in a region.
4. How the principles of equity and consensus building synergize when validation of participatory planning output is reflected by the number of people attending (within the PRA-Participatory Rural Appraisal understanding). This means, when consensus building is reached, there will almost always a probability that minority will be oppressed and emergence of power abuse.

In brief, this chapter argues that there should be a clarification of the use of participatory quota indicators in the future and that policy to improve local development and bottom-up planning process during paradigm shift should be studied carefully for its best use in it context.

Chapter III. Research Methodology

3.1 Research Area

The research area work in the context of World Bank's empowerment project in Indonesia, in the stage of Neighbourhood planning programme -Urban Poverty Project Scheme. It focus on a single case study that represent an extreme, that shows high performance of fulfilling participatory quota indicators according to project's evaluation report. Preference of a single case study is expected to bring an in-depth description of how participatory planning process occurs, assess role of participatory quota indicators to quality of participatory planning process, local development and partnership and application of good governance principles. In which, the scope of the research aim at identification of policy input regarding the use of participatory planning quota indicators in the future, in accordance to it changing context of planning paradigm shift.

3.2 Research Stages

From deeper theoretical arguments presented in chapter two (2), it is clear that as a project, neighbourhood development (ND) programme address both the issue of technical effectiveness of project management and the prowess of human management. Although these issues seems too lived in separate dimensions, when applied, these two aspects intertwined together, affecting and impacting the social dynamics within local governance. The argument is based on the fact that participatory quota indicators subjects are people and therefore its application also address network of relationship between actors and power distributions between stakeholders. Therefore, the methodology use will also require seeking explanation of the latter case, before finally conclude on how participatory planning quota indicators should be applied.

Research stages can be explained as follows:

1. The research open up by formulating contested assumptions on the use of Participatory Quota Indicators, based on its proposed rationale /theories.
2. Afterward, it moves on in explanation of Case Study (descriptive), presented based on findings of database in participatory quota indicators and its link to:
 - a. Identification of key component in participatory planning process

- b. Representations level of community groups and their significance in local project planning, in partnership development and local development.
 - c. Implication of its use in the context of governance strategy/principles, by looking at methods of interaction between key actors and marginalized groups, information distribution when conducting participatory planning process, and how neighbourhood Planning output reflects expectation from attending participants and the common public.
3. Thirdly, exposure of findings, seen in the context of the use and purpose of participatory quota indicators, and exposure of governance and power struggle issues affecting participatory planning process in context. This stage apply phronetic planning research method in analysis chapter. This means, the example from single case study will also be uses to give illustration of how far local democracy is present for all community groups, and each of stakeholder's role in each stage of participatory planning process. The focus would look at emerging power tension between different interests, and seek the underlying problem of why these tension emerge.
 4. Finally, recommendation of the effectiveness and appropriate use of participatory planning quota indicators, and how power distributions affect planning practice and governance.

3.3 Research Framework

3.3.1 A Case Study Approach

In general view, the framework of theoretical argument follows the study structure presented in the following fig 1.1. by analysing the concept of working hypothetical assumption found on the use of participatory planning quota indicators, and later on explanation of the condition of local governance and local democracy on specific case study. As a qualitative study, the method adapt to what Flyvbjerg cited as 'Phronetic Planning Research' approach using an in-depth analysis of a single case study, chosen because of its extreme values in such that made this case study reliable. From the Aalborg case study in Denmark (Flyvbjerg, 2003) explains how in practice this method applies by:

- a. Identifying power tensions
- b. Problematizations

c. Constructively provide inputs and support for better policy planning

The main rationale of using phronetic planning research, is due to the inherent power that is inevitable during paradigm shift of used to be centralized planning in Indonesia, with current practice of community based development in Indonesia. Moreover, phronetic planning research that seeks ‘tension points’ as Flyvbjerg (2006) point out, suit very well to address underlying issue of power relation with Neighbourhood Development Programme, considering that the community planning focuses on improving local community’s capacity, while at the same time demand intervention through public budgeting. This vivid example of the two exemplifies two side of power struggle. Thus, some essential case study description would focus on underlying problems of:

- The use of participatory quota indicators in context of participatory planing, spartnership, and local development.
- Application of governance

3.3.2 Adaptation of Phronetic Research

Adaptation to phronetic research in this master thesis still insist to took the liberal stand of view by uncovering the practice of participatory quota indicators practice, the key actors that is relevant with consensus planning and provide critique to system of local governance.

Box.3.1 Phronetic Research Framework

1. Power Struggle in Neighbourhood Development Programme

- a. Role and Concepts of Participatory Quota Indicators
- b. Power Struggle and application of local Governance

2. Problematization

Occurring problems on applied participatory planning quota indicators and governance dilemma in public planning

Originally, phronetic planning actively promote researchers to engage in public arena, and provide research releases to media. In which, within the time given to complete this research, the depth of the study may be inadequate for media

exposure. Thus, this research is limited to be exposed within the community and the local actors, and search for continuous feedback and responses in creating better policy planning inputs for the future.

3.4 Survey

3.4.1 Survey Methods

This survey is conducted through Fieldwork in 2010 and 2011. The initial fieldwork gather preliminary database and chose the extreme condition that is most suited to represent favorable location. Secondary fieldwork in 2011 is to conduct in-depth survey interviews and collect project reports. Some part of the survey at this second stage also look at how methods of participatory rural appraisal in ND Programme to measure Participatory Quota Indicators and gather evident or records interviews to support analysis. Since the case study is conducted within a qualitative research field, the methods apply some or several part of the following methods of Participant Observation, Non-participant Observation, Field Notes, Reflexive Journals, Structured Interview, Semi-structured Interview, Unstructured Interview, and Analysis of documents and materials.

3.4.2 Time of Fieldwork

Collection of databases and interviews scheduled between 9 May – 4 June 2011, on 3 (three) cities, which covers area of Semarang, Pekalongan, and Jakarta .

Table. 3.1 Fieldwork Schedule (3 weeks)

Time	Target	Location - Indonesia
9- 14 May 2011	<ul style="list-style-type: none"> • Regional and National Performance Indicator • Submitted Reports and databases • In-depth interviews to related stakeholders 	<i>Semarang,</i> MoPW Regional Office Oversight Consultant
16 - 30 May 2011	<ul style="list-style-type: none"> • 14-days Field Observation • Community Planning Database • In-depth interview with community groups • In-depth interview with facilitators • In-depth interviews with community, resides in the affected location 	<i>Pekalongan</i> BKM Office/community group office

2- 6 June 2011	<ul style="list-style-type: none"> • In-depth interviews to policy makers (national level) • In-depth interviews to WB representative • In-depth interview with National Management Consultancy Service and Advisory 	<i>Jakarta</i> National representative office
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3.4.3 Data Collection

Data taken in this research are classified into primary and secondary data. Primary data are directly taken from fieldwork mostly in the forms of direct interviews or questionnaire. Interviews as primary data is gather in the form of open question and guided questionnaire to find how participatory planning process and good governance is adopted and is perceived by the community in general. Secondary data is collected through reports, or internet database.

Table. 3.2 Data Collection Framework

Objectives	Data	Sources	How To get It
To describe condition and relationship of: 1. participatory quota indicators with community representation roles 2. Participatory process consensus and local democracy 3. participatory planning process and improvent of local governance	Quantitative Data	<i>Databases</i>	
	1. Participatory rate in community gathering/ meetings 2. Project contribution fund for ND	Secondary data	
		1. UPP-PMU	Database
		2. NMC	Reports
		3. OC	Internet data
	Qualitative Data	<i>Field work</i>	
	1. Satisfactory statements by community for participatory process, consensus planning, and good governance principles 2. Local Participants statements to participatory planning process 3. Facilitator's statements for contribution and facilitation 4. Government's Statements for policy of participatory planing, partnership, and local development	Primary Data	
		1. BKM	Interviews (recorded) and observation
		2. Facilitators	
		3. NMC	
4. OC			
5. Local gov't			
6. UPP-PMU			
Secondary data			
1. BKM	Discussion Notes		
2. Facilitators	Records		
3. NMC	(if available)		
4. OC			
5. Local gov't			

Primary Data

- For fieldwork (qualitative), location is selected in pre-chosen locations that have been selected, after consulting the candidate location with NMC/OC

representative and condition of community for selection of several case studies reflecting a best practice location (high index on indicator performance record). The chosen location is considered Best Practice location, with high level of participatory quota.

- Data taken are also combined by interviews from policy makers (local government/provincial government/central government) to show their opinion on how participatory planning quota indicators is perceived, and how participatory planning process is expected to occurs.
- Interview to local stakeholders (local government/commmunity/private) to look for condition of participatory planing process in selected sampled location, the role of key representations, and how community responses to the participatory process and its output.

Secondary Data

- Data of participatory planning indicators results are collected from Historical data, presence list, and social mapping data of ND programme documents
- Data on classification and priority mapping of Neighbourhood Development Programme (infrastructure, economic and social groups data) recorded during the programme implementation.

3.5 Research Type

The study is intended to be a qualitative - descriptive study and uses a phronetic research approach based on theoretical arguments and evidence found in the case study. As part of qualitative research, it relies at most parts on description of case study to attract issues in participatory planning in its pwer-struggle context and how the use of participatory planning quota indicators are relevant with issues of local programme development, consensus building, and local democracy and provide policy improvement for its future use. Therefore the case study description would systematically address how variables of participatory quota indicators fits into the explanation of the issues at hand by using available theories connected with the use of participatory quota indicators. The case study will systematically address working assumptions in check with reality in while at the

same time collect information to be presented as findings that can alter future policy. Thus, it cannot be categorized as a rigid inductive or deductive approach.

3.6 Analysis Units in Case Study

Since the research is a qualitative analysis, some of the data presented may not be descriptively valued in certain unit but will be explained in narrative. The analysis units are described under the following topics of:

1. Stakeholder Analysis, in listing actors involved in participatory process and their role in planning process
2. Participatory Quota Units analysis showing identification of composition of participants in each level of the programme stage, proportion of dominant stakeholders and marginalized group in each level of the stages.
3. Contribution of Participants in participatory planning process, in proportion of funds or percentage aggregated by actors of governance components
4. Consensus Planning conditions, in description of example on process, feedback methods, and flexibility of planning changes.
5. Local planning process and partnership development, in proportion of conformity of planning process with local regulation and conflict resolution.
6. Satisfactory level on good governance principles, based on interviews results indicating high/medium/low results or presented in percentage average.

3.7 Samples

3.7.1 Location Sampling

In 2010, a preliminary survey has been conducted to seek locations that have been exposed to neighbourhood planning programme and have produced a substantial amount of planning product which is recommended and available at the time of the survey. The proposed location then verified with NMC (National Management Consultant) to determine which area is most likely to support survey with available database, supported by the community and open to discuss findings within research context. This preliminary research also observed the starting condition of how planning process occurs in 2010 and eventually compared it with the result after the planning process has finished in the year 2011.

Table.3.3 Location Criteria (Fieldwork, July 2010)

Sampling Criteria
Sufficient participatory quota (general criteria) <ul style="list-style-type: none">- min 30% of community participation is met, later on in 2008 the quota increase to 40%- 30% of total number of marginalized group and women participate in decision making process.- 30% of adult citizens participate in the community self-help group election.- 20% of minimum member of community self-help group are women
Have produce Neighbourhood Development planning product
Possibility to conduct survey

With the stratified random sampling of the pilot location (best practices), preliminary survey have been conducted in July 2010. Those areas include:

1. BKM Podosugih, Pekalongan, best practice (over 40% quota), have good representation by all stakeholders), on-going facilitation, on-going project, urban-regional location, pilot project location
2. BKM Kurnia Jaya, Cepiring, Kendal, best practice (over 40% quota), a best practice location, with on-going facilitation, abandoned location of project in 2006, peri-urban location
3. BKM Kramat Mitra Mandiri, Jakarta, best practice (over 40% quota), on-on-going facilitation, revitalized location, urban-metropolitan location.

From assessment made with consultation with OC and NMC, the possibility to conduct survey search for location based on completeness of data, support of community and relevant stakeholder's inputs, the preferred case study would be BKM kelurahan Podosugih, Pekalongan, Jawa Tengah.

3.7.2. Individuals sampling

1) Interviews Methods

The interview will be conducted with community in Kelurahan Podosugih Pekalongan, local government and central government, based on the proportion and consideration of the following category:

- a) Key decision makers (government (local/central/provincial, Facilitator team, community leaders)
- b) Marginalize community groups (female, interests group, people affected by programe)

c) Members/participants of BKM/KSM Podosugih

There are no maximum or minimum limit of subject samplings. However, the proportion of sample targeted minimum two (2) respondent for one issue questioned. The interview questions that follows guided interview use annex 1 & 2, as presented in box 3.2 especially address to formal planners. Meanwhile, open questions are given to local community to give a more objective and broad perspectives on findings.

Box 3.2 Interview Questions lists (Fieldwork, 2011)

Annex 1. Interview questions for Provincial Stakeholders

1. What is the most important role of local government in community planning?
2. Who responsible for supporting community group planning activity?
3. What kind of policy strategies available to conduct spatial planning and housing in general in Kota Pekalongan?
4. How does community planning output is integrated within local planning? (integration with spatial planning, local budgeting, mainstreaming with local program)
5. How much funding is allocated to support community planning?
6. How does community Aid and contribution is managed?
7. What kind of contribution provided by provincial office/consultancy office?
8. What kind of contribution is preferred by the program?
9. Is there any complaints for the planning process? What kind of complaints most likely to emerge during meeting?
10. Is there any flaw found in community planning product output? If yes, what are they?
11. How much planning proposals generated on a meeting (on average)?
12. What kind of community proposal is preferred by government?
13. What kind of community proposal is most likely to be accepted by the community?
14. How many percent of the community proposals are having follow-up after consensually agreed in meetings?
15. What kind of dispute most likely to emerge (conflict interest)? How does local government intervene?

Annex.2 Interview Questions for National-level Stakeholders

1. What is the priority of PNPM-P2KP, especially in the Neighbourhood Development Project location?
2. When assessing participatory process, what characteristics are required to measure that a community group have deep level of involvement?
3. Does participatory quota is important in creating a higher level of community involvement?
4. What kind of policy have been implemented in Kota Pekalongan to support community-based planning?
5. What is the value of community planning output within national spatial planning framework?
6. How does national government view community-based planning such as found in Kota Pekalongan in the future?
7. What is the current and future aim of the community based-planning in Indonesia? For the next 5-10years? What kind of policy setting/governance prepared for the present and future aim?

In this research, survey questionnaires are distributed to people living in the area adjacent to the Main Priority area for aiming respondents that are likely more impacted by the planning output. Minimum forty (60) respondent for questionnaire. The target group for individual questionnaire are members of households, representing female, poor households, adults, local leaders, and youth group.

The compositions of the respondent follows the composition of local demography in the city scale (with components of female, adult and marginalized following the average ratio of population). The questionnaire form scale the satisfactory level in the topics of participatory planning process, procedure of planning process, inclusion of participants in budgeting and how good governance principles are applied. The results show that from 14 questions given, most people regard the participatory process either satisfy or content.

Table 3.4 Satisfactory Questionnaire (Fieldwork, 2011)

No	Question	Scale of Satisfactory		
		dissatisfied	Average/ content	Satisfy
Score		0-3	4-6	7-10
1	Appreciation of opinion in participatory planning process			
2	Step-by -step procedure in conducting participatory planning process within community group meeting setting			
3	Time allocation available to prepare technically acceptable planning proposal			
4	Methods to conflict resolution through participatory approach			
5	Scope of environmental considerations in participatory process sequences			
6	Acknowledge Financial feasibility of the approved planning proposals in the community planning process			
7	The planning process have include all alternatives before consensually agreed in the community planning process			
8	The whole interest groups have their representation attending the community planning process			
9	Information distribution and planning facilitation			
10	Policy intervention by local government to support planning proposal			
11	Private contribution to provide financial support inside participatory planning process			
12	Community contribution to provide financial support inside participatory planning process			

No	Question	Scale of Satisfactory		
		dissatisfied	Average/ content	Satisfy
13	Result of participatory planning process is reflecting the general community's need			
14	Result of participatory planning have considered the need of the poor, marginal group, including those of who suffer the direct impact of development in the designated community planning proposal			

3.8 Definition of Variables and Indicators

In this research, data are categorized to present issues that measure Stakeholder's participation in each stage of participatory planning process, level of participants's engagement and local democracy, description of how consensus planning is conducted, local partnership development, measure good governance process, and future expectation of Neighbourhood Development Programme connected with local development process (open questions). The presented variables will be addressed as stated in table 3.5 to answers research questions in chapter 1 (1.5).

Table. 3.5. Proposed Variables and Indicators

Items measured	Units	Intervals	Descriptions
Stakeholders participation	Stakeholder's groups	Group category, structure	Elites/Stakeholders mapping
	Contribution made by participants	in fund percentage, and narratives of findings	To map roles of elites/key participants in programme
Relationship of Participatory Quota Indicators with Participatory and Consensus planning process	General participatory Quota Indicators result in ND stages	In percentage, and narratives of findings aggregated	Description the level of attendance in meetings and implication of PRA method
	Participatory Quota on Marginalized/female/interests groups/ engagement in ND Stages	In percentage, and narratives of findings	Description of Involvement of marginalized/female/interests groups each meetings, and in decision making
	Participatory Quota Indicators on participatory meetings.	In percentage, and narratives of findings	Description of meetings and participatoty planning process
Relationship of Participatory Planning Quota indicators with Local Development and Partnership	Participatory Quota Indicators in development of local partnership	In percentage, fund number, and narratives of finding	Description of partnership developed, local strategy

Items measured	Units	Intervals	Descriptions
Partnership, Local Development Strategy and governance in Neighbourhood Development Programme	Methods of Flow of inputs/feedback to ND planning process	N/A, In example programme implementation	Description of how inputs to local development is managed
	Capacity to accommodate inputs/feedback to ND Planning Process	N/A, In example, programme implementation	Descriptions of how programme goal/objectives is developed and achieved – open or fix goal
	Conflict resolution Management	In percentage of case study, narratives	Description of conflict condition, mitigation strategy
	Integration of infrastructure planning and environmental problems	N/A, In example, narratives	Description of integration of local planning document with public documents, future strategy
	Satisfactory level to good governance principles, partnership, and local development	In percentage of respondents, narratives	Description of perceived condition of partnership development (community, government)
Participatory Process and Local Development	N/a, open questions	N/a, open questions interviews from different levels of stakeholders	Description of future strategies and expectation of participatory process through ND Programme.

3.9 Reliability and Validity

The verification will check for any error in data inputs, location, and distribution of data. Error in translating community response will be checked during field observation. In which in each of interview subject, there will be minimum two (2) representations of different views that consult the issue. Meanwhile, database check will be verified by at least three component of Neighbourhood Development programme database and reports that are available during fieldwork between 2008-2011 of Neighbourhood Development case study, with research focus on fieldwork findings in 2010 and 2011.

3.10 Assumptions, Problems, and Limitations

3.10.1 Assumptions

The research understand that during program adjustment of Urban Poverty Project II into National Community Empowerment Project Scheme, PAKET, and its latest form of Neighbourhood Development Project, some important data cannot be retrieved or missing and therefore, composition of database will focus on the latest data or on the most complete and available reports. Assumptions of the use of participatory planning quota indicators are formed within the understanding of

theoretical background, due to the fact that it use is predetermined before the programme started.

3.10.2 Problems

The research focus mainly on two stage of the participatory planning process, on the first stage (socialization and initial planing proposal preparation) and the third stage of Neighbourhood Development project (planning construction). This condition is cause some problem that can emerge during the data reports/finding. Firstly, since first data collection conducted in 2010 is at the first stage of the programme while database and interviews conducted in 2011 are in the last stage it is unavoudable to have different opinions that can emerge when referring to satisfactory level of meetings, consensus building or conflict resolution due to the social dynamic differences in each stage. Therefore, explaining findings would be best by presenting first, how Neighbourhood Development is conducted, to then provide more accurate description of participatory planning in context.

3.10.3 Limitations

An adaptation to the phronetic planning methods in this research take into account of the different time and length of the study from the referenced Aalborg case study that span over 10 years compared with this research compared with the period of 6 months with fieldwork less than a month. This is due to the fact that this research is conducted as a part of a master thesis project, with the limitation of human resources and financial means. Therefore, this research limits itself to criticize on specific aspect to the use of participatory quota indicators and its correlation to local development (governance, partnership, democracy). As part of phronetic research methods, it may reveal issues of power misuse that is conducted by representations of stakeholders or community groups. However, it is deemed necessary that the report keep individual identity undisclosed when revealing sensitive issue that is considered a violation of legal system. Moreover, some findings that cannot be verified further will be kept for future discussions, when it is possible to conduct a more in-depth research or put as a remark in the conclusion chapter of the possibility to address the emerging issue in the future.

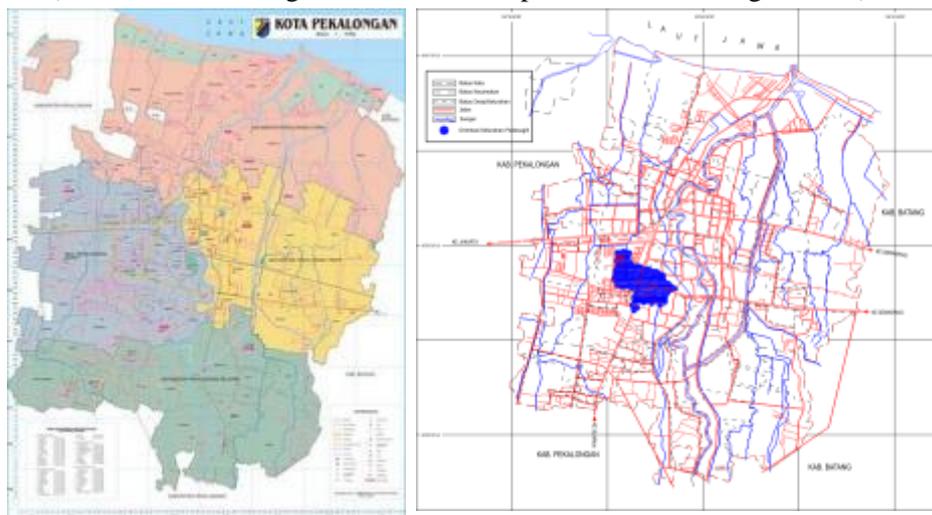
Chapter IV Research Results

4.1 Demographic Background

Kelurahan Podosugih is located in the heart of Pekalongan city in the Province of Central Java. The city is categorized as a small city with population of 277.065 people and divided into 4 Kecamatan (Districts) and 47 Kelurahan (Sub-district). As a part of Kecamatan Pekalongan Barat area, Kelurahan Podosugih is in the center of Pekalongan city administrative area of dense urban settlement (122 people/Ha). This area typically have a high mix-use pattern of business and urban settlements, with common problems of lacking basic necessity such as education facility, clean water, lack of sufficient road works and lack of adequate sanitation (RPP, 2010; PJM Pronangkis, 2011). In general, like most Pekalongan population, main economic activity in Kelurahan Podosugih is batik (home-industry), fisheries, and trading. The lack of sanitation and waste water treatment facility provided by the city, and the ever increasing batik industry in Pekalongan have resulted in problematic management of toxic waste discharge in the city's rivers. In which, the city is still on its way to plan an toxic-waste facility, educating local home-industry on waste management, and finding financial resources to support the project.

Fig.4.1 Orientation Map of Kelurahan Podosugih in Pekalongan-Indonesia

(RPP PLP-BK –Neighbourhood Development Plan Podosugih, 2010)



Total area of the community plan in Kelurahan Podosugih is 80.5434 Ha, comprising of 9 RW-Rukun Warga (Community Cluster) and 41 RT-Rukun

Tetangga (Neighbourhood Cluster) in which, more than 25 % of its households lived below Rp.400.000/month or equivalent to below US\$ 1.5 per day (PJM Pronangkis, 2011). Relying on poverty number identified in community planning document, currently 880 household or 2.532 persons (1.027 male, and 1.505 female) lived under poverty level with income below Rp.400.000,- per month (PJM Pronangkis, 2011). These poor households reached more than a quarter of the population of Kelurahan Podosugih of 10.438 people (2.661 households). The poverty number potentially grows even further when poverty scale is increased based on World Bank's Urban Poverty Project scheme (US\$ 2 per day per person) and will exceed even more when it uses minimum wages standard set by the government (Rp.750.000,- per month per person). The growing spatial, social, and economic disparity between the demand to accommodate urban expansion and high number of urban poor is the key issue in City of Pekalongan. Below pic.4.2 gives a description of population concentration in 9 RW in Kelurahan Podosugih. Among the highest concentration of population in RW 1, 2, 3, and RW 7 are located along Binatur River riverbank, a target for spatial and environmental improvement in Neighbourhood Development Project.

Fig.4.2 Population Concentration (RW-Community Cluster) of Kelurahan Podosugih in Pekalongan-Indonesia (RPP PLP-BK ND Plan Podosugih, 2010)



4.2 Neighbourhood Development Programme Stages

Neighbourhood Development Programme (PLP-BK, 2010) identified several crucial participatory planning process:

1. Preparation Stage (4 weeks)

In this stage, there are three (3) main activities. The first is the Orientation Workshop for Neighbourhood Development Programme in City/Municipality Level. Main actors are: local government of the City of Pekalongan, city agencies, the Kecamatan officials, Community leaders, Technical Assistance team formed by local city government, and facilitator team, and resources are provided by Provincial office of Ministry of Public Works and Local government office in charge (Bappeda – Pekalongan Development Agency). Main output is provide mutual understanding to develop essential strategic planning and integrating local program available in their jurisdiction level. The second activity is Programme Orientation in Kelurahan Level. Actors involved in this stage are the Chief of Kelurahan Podosugih as caretaker. The participants are Chief of Kecamatan (District), Staff of Kelurahan office, Heads of RW (Community Cluster), Heads of RT (Neighbourhood cluster), local government agencies, and local leaders. In second stage facilitators plays dominant role to bridge between different perceptions of local leaders, and create a consensual agreement on integrating program between various levels of agency within the neighbourhood planning scheme. The third stage is general socialization, where local government plays role as the caretaker of the event aiming at spreading information and promoting the upcoming neighbourhood development programme to citizens of the City of Pekalongan.

2. Participatory Planning Process Stage (26 weeks)

- Community Socialization
- Volunteer outsourcing
- Establishing TIPP (Core team for Participatory Planning)
- Basic Training for Participatory Planning
- Detail Planning Schedule for Neighbourhood Development Plan
- Initial use of block grant

3. Marketing Stage (32 weeks)

Preparation to Community Participatory Planning Process

- Training on Recruitment of Community Development facilitator
- Recruitment process for Urban Planner-facilitator

- Socialization series for technical, administrative and legal aspects on housing and settlements development
- Capacity building of Community Self-Help Organization, its implementing units and community self-help groups.

Preparation to Neighbourhood development on Macro scale

- Socialization of planning rules and regulation on city level. Also review neighbourhood planning proposal
- Pemetaan Swadaya (Community Mapping) uses Venn diagrams, charts, matrix and superimposed graphics to generate and identify community assets and potentials.
- Community meetings, Focus Group Discussions
- Meeting series to have accommodate and formulate consensus on Neighbourhood Development plan.
- Meeting series to formulate community rule, including meetings of women's group and marginalized group.
- Public consultation and review of proposed neighbourhood development plan, including with women's group and marginalized group.
- Agreement of Neighbourhood Development Plan
- Socialization of Neighbourhood Development Action Plan

Preparation to Neighbourhood development on Micro scale

- Formulating requirement for neighbourhood development action plan
- Formulate neighbourhood development action plan
- Public consultation and reviews
- Agreement on Neighbourhood Development Action Plan product
- Socialization of Neighbourhood Development Action Plan to the community
- Work Reports Submission (to complete stages allowing next stage-grant to be disbursed)

Marketing the Area of Priority

- Establish marketing team
- Technical assistance on formulating Marketing main area of priority

- Recruitment process to hire marketing-facilitator, or to re-hire previous planner-facilitator as marketer.
 - Establish marketing planning schedule
 - Proposal for second batch of grant disbursement
 - Community socialization for Neighbourhood Development Action plan for main area of priority
 - Formulating detail plan for approved sub-projects
 - First stage of physical construction
 - Marketing promotion for planned area
4. First Stage-Physical Infrastructure Stage (22 Weeks)
5. Second Stage-Physical Infrastructure (22 Weeks)

Neighbourhood Development Programme that is conducted by BKM through KSM demand technical adequacy of facilitators, and strong capacity of the actors (community, government, other related stakeholders) to internalize externalities, define problems and potentials that previously outside their interest to become part of their focus. This last key emphasis perhaps distinctively point out how since the beginning of its inception, final goal of the series of Urban Poverty Project including ND Programme is to enable community in addressing issues of public work facilities, plan, proposed and even conduct construction process that have previously rely solely on local government budget.

4.3 Stakeholders Participations

4.3.1 Stakeholders in Neighbourhood Development Programme

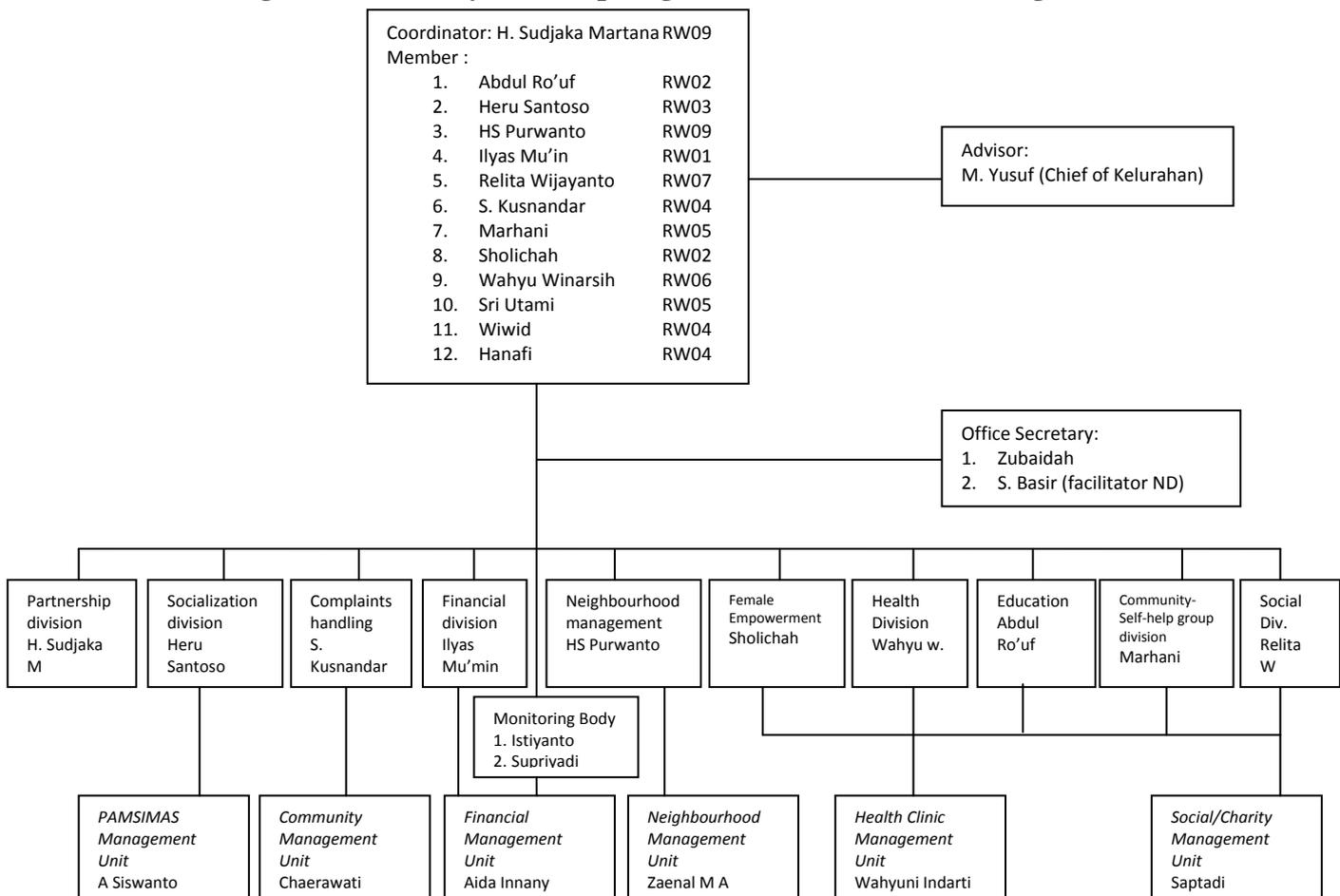
1. Community in general

Every adult in Kelurahan Podosugih have the same rights to join community planning process as part of participatory planning in ND programme scheme. Thus, this means around more that 6.000 adults are entitled to have sufficient access to information as well as opportunity to understand how their neighbourhood will be developed. However, in order to actively involve in neighbourhood development programme, the citizen is required to participate in meetings held by existing community groups in the location, which is coordinated by BKM (Community Self-Help Organization) Podosugih, or its affiliation.

2. Community Organization and Community Group in Kelurahan Podosugih (BKM and KSM)

In Kelurahan Podosugih, implementation of Neighbourhood Development Programme mainly utilize community-self help Organization called BKM Podosugih to organize and promote community based Programme to the majority of population in Kelurahan Podosugih. BKM act as an indispensable part of the program, since they are responsible to accept community grant, received through direct disbursement account by central government from World Bank loan/grant. BKM receive direct disbursement of aid fund to finance approved infrastructure project with the help of its implementing units (Unit of Neighbourhood management, Financial Unit, Social unit), Community self-help groups (KSM) and volunteers recruited by the community interest groups. Their membership is determined through 3-years of election cycle involving some portion of community in which the representation is determined valid through fulfilling the minimum ratio of participatory planning quota indicators.

Fig.4.3 Community Self-Help Organization Structure Podosugih



BKM Podosugih currently runs by 20 people, and integrate Kelurahan official (Head of Kelurahan Podosugih) as its advisor and programme facilitator as part of its office secretary (Fig.3 describes the structure of BKM Podosugih and their membership status). KSM or Community Self-Help Groups are community groups that are formed under BKM advisory and consultation meetings with the community. Under Neighbourhood Development Programme that is planned for 2009-2014, there are four (4) KSM that already have accepted proposals and will start first phase of Neighbourhood Development project construction in 2011.

3. TIPP (Tim Inti Perencanaan Partisipatif) or Leading Team for Participatory Planning

This team is formed under consensus between community and government with facilitator's assistance. Main rationale of the development of this team is to have consistent key personnel that accommodate, record, and shares key information during meetings and socialize the result within the general community in Kelurahan Podosugih. This team formation is not required in the ND program scheme, and is specific to Kelurahan Podosugih. In 2009, TIPP consist of 23 personnel coming from local government representatives and local community. Since the TIPP is a collective group developed under ND programme scheme, it is expected that 30% of the members are female.

TIPP also function as bridge between local government and community members in providing the latest conforming spatial planning resources available in the city of Pekalongan. This means, TIPP ensures that local planning output will confirmed to local regulation and internalized within the scope of local planning agenda and budgeting.

Table 4.1 List of Members in TIPP (RPP PLP-BK ND Plan Podosugih, 2010)

No	Name	Official Status in Institution	Team post
1	Kaelani, ST	Kasubag Perencanaan dan Evaluasi pada sekretariat Bappeda Kota Pekalongan <i>Head of Planning & Evaluation in City of Pekalongan Planning Agency</i>	Co-ordinator
2	H. Sudjaka Martana	Koordinator BKM Podosugih Kecamatan Pekalongan Barat <i>Coordinator for BKM Podosugih- Legislature Member, C-commission (budgeting)</i>	Vice-coordinator
3	Adriyanto, ST.MT	Kasi penataan, Pengelolaan Perumahan dan Permukiman pada DPUPT Kota Pekalongan <i>Chief of Division management and development – on Housing and Settlements Public works agency, City of Pekalongan</i>	Secretary

No	Name	Official Status in Institution	Team post
4	Solekha	Staf Kelurahan Podosugih, <i>Staff member of Kelurahan Podosugih</i>	Treasury
5	Hariyo Milatno, SH	Sekretaris Dinas Pendidikan, Pemuda dan Olahraga Kota Pekalongan <i>Secretary of Education, Youth and Sports agency, City of Pekalongan</i>	Member
6	Mujio, Skm	Kasi Penyehatan Lingkungan pada Dinas Kesehatan Kota Pekalongan <i>Chief of Division environmental Sanitation, Health Agency, City of Pekalongan</i>	Member
7	Afid Maharyono, SH	Kasi Transmigrasi dan Perluasan Kerja pada Dinas Sosial Tenaga Kerja dan Transmigrasi Kota Pekalongan <i>Chief of Division Transmigration and Employment opportunity, Employment, transmigration and Social Agency, City of Pekalongan</i>	Member
8	Murtono, Bsc	Kasi Data dan Informasi pada Dinas Perindustrian, Perdagangan, Koperasi, dan UMKM Kota Pekalongan <i>Chief of Division Data and Information, Industrial, Commerce, Cooperation and Small Scale entrepreneurs Agency, City of Pekalongan</i>	Member
9	Khaeruddin, ST	Staf Dinas Pekerjaan Umum, Perumahan dan Tata Ruang Kota Pekalongan <i>Staff of Public Works, Housing and Spatial Planning Agency</i>	Member
10	Zaeni Zarkony, BA	Kasubid Kelembagaan Masyarakat pada Pemberdayaan Masyarakat, Perempuan, Keluarga Berencana dan Ketahanan Pangan Kota Pekalongan <i>Chief of Division community institution on Female empowerment, Female, Family Planning and Food Resources, Pekalongan</i>	Member
11	Supriyatno, Spi	Kasi AMDAL Kantor Lingkungan Hidup Kota Pekalongan <i>Chief of Division Environmental Assessment, Environmental Management Office, City of Pekalongan</i>	Member
12	Amin Subekhi, SH	Kasi Pengaturan dan Penataan Pertanahan Kantor Pertanahan Kota Pekalongan <i>Chief of Division Regulation and Land Management, Land Office, City of Pekalongan</i>	Member
13	Endang Heruwati Hadi	Kasi Pemberdayaan Masyarakat pada Kecamatan Pekalongan Barat <i>Chief of Division Community Empowerment on Pekalongan Barat Sub-District</i>	Member
14	S. Purwanto, S.IP	Lurah Podosugih Kecamatan Pekalongan Barat <i>Head of Kelurahan Podosugih, Kecamatan Pekalongan Barat</i>	Member
15	Mudlofir	BKM Podosugih Kecamatan Pekalongan Barat	Member
16	Jito Raharjo	BKM Podosugih Kecamatan Pekalongan Barat	Member
17	Abdul Ro'uf	BKM Podosugih Kecamatan Pekalongan Barat	Member
18	Wahyu Winarsih	BKM Podosugih Kecamatan Pekalongan Barat	Member
19	Heru Santoso	BKM Podosugih Kecamatan Pekalongan Barat	Member
20	Saptadi	BKM Podosugih Kecamatan Pekalongan Barat	Member
21	Suseno, SH	BKM Podosugih Kecamatan Pekalongan Barat	Member
22	Bodro Irawan	BKM Podosugih Kecamatan Pekalongan Barat	Member
23	Winarto	BKM Podosugih Kecamatan Pekalongan Barat	Member

4. Youth Group-KONTAK, a media for communication to younger generation, education of the importance to have a healthy, safe, and secure environment,

and ensuring that community self-help organization will have skilful resources in the future.

5. KBP – Kelompok Belajar Perkotaan (Pekalongan city Study Group), provide network to scale up the information in the city level, works with inter organizational group informally through information sharing. Allows open discussion between community, private entity, NGO's and government agencies.
6. PKK – Woman Initiatives for Family Improvement. This group exist in every Kelurahan in Indonesia as a result of government programme to educate society on family planning and welfare improvement since the new regime started in late 1970's through empowerment of women. Membership of PKK is associated with the role of their husbands, for example the wife of Head official of Kelurahan Podosugih automatically becomes the Head of PKK group in Kelurahan Podosugih. Most activities provided in PKK include social activity, charity, and arisan (a form of monthly revolving fund activities).
7. Satker Provinsi (Ministry of Public Works, Provincial office). Responsible to validate reports and approve block grant disbursement to the community
8. Private Agents. Currently there is an MoU between BKM Podosugih and private entity (Bank BRI) so that banking industry will provide additional financing to the community with soft-loan (0.5% interest per month or 6% interest per year), a comparatively cheaper offer than commercial loan interest that reach 12% to 18 % interest per year.
9. PPK Kota Pekalongan (Public Works Agency, City of Pekalongan office). Officials from local government, responsible to monitor and check reports before approve the proposal for submission to the provincial office.

4.3.2 Identifiable Contributions

1) Funding Proportion

In the Neighbourhood Development scheme, funding composition from block grant: community contribution: local government contribution in the first stage of Neighbourhood Development Programme is disbursed in the amount of Rp.249.0400: Rp. 22.641.000: Rp. 62.000.000 or in proportion of the funding allocation 74%:7%:19% (SIM P2KP, March 2011). Block grant is the fund

managed through BKM and distributed through the KSM's. Community contribution is voluntary fund collected by local community in Kelurahan Podosugih. Government contribution is the amount of public budget allocated to support the project in each phase per one year annual budget.

2) Allocation of funds

According to the report, local government have integrated the financial planning of Binatur Riverwalk inside local budget up to 2014. In the first construction stage of the Neighbourhood Development Programme scheme, there are 4 KSM listed to have approval in conducting community planning project with each KSM managed around Rp.50.000.000,- worth of contract per sub project in priority area of Binatur Riverwalk Development. This fact support policy on ND Programme that more than 70% of BKM block grant is allocated in infrastructure projects, while local budget is allocated in operational cost and monitoring purposes.

In total, until 2014, community contribution is expected to have minimum ideal number Rp.60.000.000,-. In 2011, current community contribution gained for the project is appear to have exceed the proposed community fund planned by the local government. Nonetheless, it is relatively low compared with government contribution. Moreover, most of the stated fund are used for BKM self-mobilization and socialization purpose or in the form of material for construction, food, accommodation, or cheap labour that is converted into monetary values.

4.4 Participatory Quota Indicators & Satisfactory Questionnaire

4.4.1 Participatory Planning Quota Indicators Assessment

There have been differences in actual data collected in the location that measures participatory quota listed in the Neighbourhood Development Programme with the current stage of Neighbourhood Development Programme. Based on previous Urban Poverty Project database, all requirements of participatory quota have been met and therefore Kelurahan Podosugih is eligible to conduct Neighbourhood Planning Development. In general, as part of the Urban Poverty Project scheme, participatory Quota indicator should meet the following performance indicator ratio:

- a) 30% of the community participate in the community planning process. Through annual cumulative counts.
- b) 30% of total number of marginalized group and women are participating in the decision making process. It have met minimum number of women and marginalized group presence.
- c) 20% of adult citizens participate in the community self-help group election. It has met the requirement to minimum adult participants in annual meetings (more than 1.500 adults attend election meetings).
- d) 30% of minimum member of community self-help group are women. (Out of 20 members, 6 people are female).

1) Participants in participatory planning process

Findings suggest that in 2010, a couple of years after conducting Neighbourhood Development Programme, participatory quota indicators use cumulative count. It means that representation is counted based on the number of person attend meeting of a certain topics. A sample of detail presence list indicate that there have been many cases of participants double counting, referring to one of previous report for Annual Poverty Reflection in 2010 (Refleksi Kemiskinan, 2010). In this report, although there are several series of meetings, some people regularly attend these meetings, while some others attend occasionally or once. This single report indicates that although the participatory quota (general) have been met according to the minimum requirement, it is unlikely that it reflects the real number of people attending the meetings.

Separate interviews are conducted with two (2) community representation (Zubaidah-BKM member; Juliono – KONTAK youth group) to identifies how there are lack of participants in the participatory process - consensus. The comment/interview findings reveal the reason of difficulty to meet participatory quota besides the use of cumulative counts on several meetings in general is due to:

- Difficulty to organize a single meeting that meets the time availability of the whole majority of citizens in Kelurahan Podosugih.
- At general meetings and Programme sounding/socialization, invitation should be open to all members of the community. However, in distribution of

invitation, BKM assumed that not many citizens in Kelurahan Podosugih have sufficient understanding of the urban poverty project scheme and its later development. Mostly because the limitation of their educational background or different perception due to their lack of interest in the initial stage of the Programme. The Community Mapping report in Kelurahan Podosugih (2011) shows staggering number of 2.296 people that only reach elementary education and 1.704 people receive a 9-year education (equivalent to junior high school). Meanwhile, less than a thousand people receive diploma above 9-year basic education (below 10 % of total population, or 1/6 of adult population). Thus, invitations are selectively given, where at more specific meetings especially crucial to finance and technical procedure, invitation is most likely to include community leaders, prominent members of society, with few marginal members of society that are actively engage in community activities, regardless of their economic or welfare status. Mostly the community member invited are from permanent residence (>5 years). Meanwhile, less vocal or less active community member are to be least invited.

- At focus group discussion, invitation is restricted to community clusters (youth/women/poor community). However, due to the time availability, people attending these specific group meetings are relatively low in numbers compared to general meetings. Participant's presence records from Poverty Reflection documents reveal that Focus group discussion participants number on average are 9 to 12 participants per meetings.

2) Marginalized Group's level of Engagement in Decision Making Process

Beside general rules, there is a specific Manual for Neighbourhood Development Programme (Manual ND, 2008) which listed impact indicator and result indicators. Under this guideline, in a specific kelurahan area, participatory quotas have to meet the following:

- a) Min. 40% of participants is of people below poverty line and marginalized group in each of decision making process meeting.
- b) Min. 40% of participants is female in each of decision making process meeting.
- c) Min. 20% of participants is coming from interest groups in social marketing meetings.

d) Min.60% of community rules are consensually agreed between community and the government, and enacted as a binding rule for the Kelurahan-stated by Chief of Kelurahan (Sub-district).

After evaluation, some results funding indicates that in the relationship with marginalized groups engagement (pont a-c):

a) On min. 40% of participants is of people below poverty line and marginalized group in each of decision making process meeting: finding from report (SIM ND, March 2011) suggest this number is not achieved. Marginalized group are recorded to participate in Preparation Stage, Preparation to Neighbourhood Development in Macro Level, and in third stage of Micro Level but absent in other stages.

- In the first stage of public socialization of the program, out of 1.500 participants, only 275 are coming from marginalized groups.
- In the second stage, under public consultation and review of proposed neighbourhood development plan, 9 people attended out of 62 participants. Under community mapping activity, 16 people of marginalized and poor people attended out of 125 participants. Under Meeting series to formulate community rule, including meetings of women's group and marginalized group 15 people of marginalized groups attended out of 140 participants present.
- In the third stage, under Formulating requirement for neighbourhood development action plan series meetings, only 17 people from marginalized group attended out of total 140 participants. In the Public consultation and reviews activity, 25 people from marginalized group attend the meeting out of 305 participants. In an Agreement on Neighbourhood Development Action Plan product only 40 people from marginalized group out of 531 participants attend the meeting. Socialization of Neighbourhood Development Action Plan to the community activity is attended by 52 people of marginalized group out of 366 participants.
- There are lack of marginalized group representation where only 8%-18% of marginalized group/poor people attend meetings. Also, no representation from marginalized group and women attend meeting after third stage of the program scheme, in which also means they are unable to contribute to planning process.

b) On the min. 40% of participants is female in each of decision making process meeting.

Based on the report (SIM ND, March 2011), female participation is recorded to be present in each stage of the Neighbourhood Development Programme.

- In the first stage, in workshop and socialization the minimum participatory quotas have been met. However, afterward in activity concerning trainings, technical expertise and membership of technical Assistance team these quotas have not been met.
 - In the second stage until the final stage, female membership is far below the quota but is slightly better than the marginalized group representation.
 - The participatory rate range of female participants range between 7% (in trainings) to 30% (socializations), are still below the minimum result desired.
- c) On the min. 20% of participants is coming from interest groups in social marketing meetings.

This statement is not reported exist in the database. There is confusion regarding which of 'special interest groups' category belongs. Since, the category of special interest group have never been applied in previous database. Most reports identifies number of participants, in female or marginalized groups (poor people). However, this data is also missing especially in social marketing meetings.

3) Participatory Quota Indicators and Consensus Planning

The Manual for Neighbourhood Development Programme (Manual ND, 2008) required that there should be a binding regulation made by the community and for the community in regard with management of assets and environmental management. The minimum participatory quota indicators listed that min.60% of community agrees on community rules, and the rules are consulted between community and the government, before enacted as a binding rule for the Kelurahan-stated by Chief of Kelurahan (Sub-district). Result of the database shows that out of 140 participants attending meeting to produce the community rules, 29 participants are female and 15 are from marginalized group, in which is considered sufficient in proportion of more than 30% of female and marginalized group. However, the 140 participants recorded in the meeting only represent total of 2.3% of total adult population in Kelurahan Podosugih. Thus, the community

rule that is proposed in the meeting have not yet gain agreement with general community nor it has been enacted as a binding regulation by local government, due to lack of people attending meetings. Further interview made with local government suggests that community requires follow-up meetings before the new neighbourhood rules can be accepted as binding regulation. According to a local leader (Muhsin, Head of RW 05), future plan of the initial product of community rules as result of consensus is to be socialized after the third stage, after construction process is finished.

4.3.2 Satisfactory Questionnaire Assessment

In this research, out of 60 questionnaires distributed, 48 people responded. The compositions of the respondent are of 25% female: 75 % male. With 35% of the participants are of from low income group. These numbers represent people living RW 02, RW 03, and RW 04, RW 05, RW 06, RW07, and RW 09 that are randomly selected, with more than 50% of the sample are living near the Binatur Riverbank –the main priority area for development. Total population of the target location is 7.606 people or around 75% of the population. Thus, the sample represented 3% out of total adult population in community group discussion annually (1.500 people), or total of 11 % of the people attending socialization of Main Priority Area for Development in Neighbourhood Development Plan (366 participants). The results show that from 14 questions given, most people regard the participatory process on Neighbourhood Development Programme either near satisfactory or content (average result).

Table 4.2. Satisfactory Questionnaire results (48 respondent)

No	Question	Score/Scale	
1	Appreciation of opinion in participatory planning process	6,90	satisfy
2	Step-by -step procedure in conducting participatory planning process within community group meeting setting	6,81	satisfy
3	Time allocation available to prepare technically acceptable planning proposal	6,42	content
4	Methods to conflict resolution through participatory approach	6,34	content
5	Scope of environmental considerations in participatory process sequences	6,38	content
6	Acknowledge Financial feasibility of the approved planning proposals in the community planning process	6,27	content

No	Question	Score/Scale	
7	The planning process have include all alternatives before consensually agreed in the community planning process	6,30	content
8	The whole interest groups have their representation attending the community planning process	6,17	content
9	Information distribution and planning facilitation	6,47	content
10	Policy intervention by local government to support planning proposal	6,62	satisfy
11	Private contribution to provide financial support inside participatory planning process	5,21	content
12	Community contribution to provide financial support inside participatory planning process	6,10	content
13	Result of participatory planning process is reflecting the general community's need	6,85	satisfy
14	Result of participatory planning have considered the need of the poor, marginal group, including those of who suffer the direct impact of development in the designated community planning proposal	6,61	satisfy

In initial stage, the planning process have include all representation and that community is allowed to express their opinion in meetings, in which many of the respondents feel satisfy with the initial process (point 1 & 2). However, in point 3-9 and 11-12, many respondents questioned the issue of information, time allocation, funding allocation, environmental regulations and enactment, the lack of taking into account alternatives plans, possibility of more contribution from community, and resulted in the less that satisfy result. Nonetheless, they are mostly feel staisfy with the output of the programme and especially the benefit that the community received after construction phase is commenced (point 13-14).

4.5 Participatory Planning Process in ND Programme

4.5.1 Flows of Input and Feedback to Local Planning Process in ND Programme

The ND planning proposal comprises planning development for each RW in Kelurahan Podosugih. In this way, every RW is entitled to propose, develop, and calculate how much financing is required to support their plans. TIPP plays a major role in promoting the overall neighbourhood plan and integrated the plan within local government agenda (TIPP, 2009). This is seen in how the planning is conformed within government planning agencies policy, where the ND Proposal is listed the within the topics of:

- Land and building
- Institutional Planning (Empowerment)
- Population Planning
- Economic Development Planning
- Land use Planning
- Education Facility Planning

Meanwhile, the structure of the planning proposal is designed and focuses on providing basic utilities (roads and bridges, clean water, drainage system, electrical network, telephone, solid waste, sanitation system) and divided based on local land use plan in each RW as seen in fig 4.4. Land use planning in Kelurahan Podosugih, in which is developed based on community input and feedback. Integrated planning provide a more thorough proposal in each RW, including the basic utilities plan as an indicative strategy for future development, finance by local government through participatory budgeting mechanism and partnership with local community.

Fig.4.4 Land use Planning Kelurahan Podosugih
(RPP-PLP BK, ND Programme, 2010)



In 2011, the funding for construction is on its first stage, and focus on development of Binatur Riverwalk, a priority area of development covering pedestrian projects, connecting bridges, and levees improvement. Naturally, the funding is disbursed through BKM and from this local institutions, each of four (4) KSM – community self-help groups receives the funding to improve infrastructure facilities crucial for this first stage (paving, drainage works, retaining wall, levees, and pedestrian furniture). Binatur Riverwalk also acts as the highlight of planning

development initiated by the community and located in the priority location of City of Pekalongan Spatial Planning. Integration of the planning is vividly seen by the technical drawings presented in the proposal, in which acceptable technical drawing standard proposed by the government in other project. In this matter, local government provide supporting database and synchronize local plan through TIPP with the help of hired planners to produce a technically accepted community plan

Fig.4.5. Priority Area 2011 (RPP – PLP BK –ND Plan, 2011)

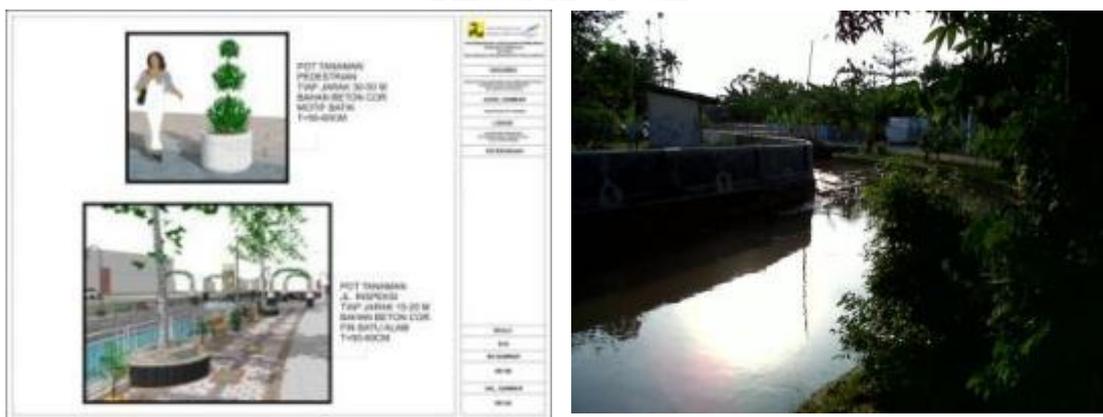


4.5.2 Characteristic of ND Programme- Flexibility of Changes

The proposed planning of Binatur Riverwalk is located in the slum area and is in the borderline of RW2, RW3 and RW 7. Thus, the main beneficiaries of the first phase of ND project are the community reside in the area. Main objective of the project is to create a habitable neighbourhood and in the future, potential development for tourist attraction site. Initially, Binatur Riverwalk proposal (2010) budgeted more than Rp.8.000.000.0000, - (8 billion rupiah) for overall project to complete until 2014 in which is equivalent to € 675.000,-. This number is very

high compared to the expected amount of block grant that the local community will receive (to be planned total 4 billion rupiah in 4-year period). In which the proportion goes mostly for infrastructure financing. Local government feels that they are not ready to allocate more than the block grant amount to finance a single project for several years, and local community is still hesitant whether they are able to get the voluntary fund they needed to complete the project on time (by 2014). Funding became a major concern when local government budget is limited and there are many questions arising from the design. In 2010, the planning proposal is considered to be too imaginative and over exaggerate. The main reason is that the Binatur Riverwalk was located in the slum area in which if the condition is highly lacking of public facilities. Therefore local government's concern is not to apply advance aesthetic facilities but rather preparing adequate facilities (lighting, roadwork, levees rehabilitation, provide adequate drainage and sanitation system, etc). Pic 4.1 (a-b) provide illustration of how scepticism is formed in initial planning stage. It is seen in 4.1 (b) the river is extremely unpleasant due the building up of domestic waste and toxic discharge and building pedestrian walk seem an exaggerated idea.

Pic 4.1 (a-b). Pedestrian Proposal and condition before construction in Binatur Riverwalk



Pic a. Proposed Pedestrian Walk (PLP-BK 2010)

Pic b. Condition of Riverbank in 2010

In the case of budget critique, after a year of negotiation and debate, in 2011, the proposal finally changed, by reducing the amount of total fund needed and reduce the aesthetic value of the bridge landmark resulting a more modest connecting bridge and acceptable amount of expenses. Example of the changes can be seen in Pic. 4.2 (a-b) below. In this picture, the initial design was a curve bridge, after

revision, the budget cut proportionally reduce infrastructure cost and design of the bridge to a more conventional, but sturdy design.

Pic. 4.2 (a-b) Proposed Bridge adjustment of construction in Binatur Riverwalk



Pic a. Proposed Bridge Design (PLP-BK,



Pic b. Final design and construction of Connecting Bridge in Binatur

4.5.3 Participatory Process and Meeting Conditions

1) Annual Community Meeting, RWT (Rebug Warga Tahunan) held by BKM Annual Community meetings are held in the government building, where most invitations are addressed to leaders of community groups. Process of the meeting is conducted with BKM (Community Self-Help Organization). BKM members act as the event organizer, moderators, and reliable resources sits in front of audience. Facilitator plays a role as moderator and bridge opinion and argument arising from the meeting. Women participants mostly come from KSM (Community Self-Help Group) active in providing free/cheap medical support to the community, micro credit and also from PKK (Woman Initiatives for Family Improvement).

The participants of annual meeting in 2010 reported around 75 participants, in which is a small fraction of the minimum report of 20% of adult resident in Kelurahan Podosugih. There is a paternalistic form of relationship exist between community and BKM, where formal invitation address mostly only important community members especially male and/or their spouse, while marginalized group who does not actively join BKM activity will have less chance to be invited.

Pic. 4.3 (a-b). Annual Community Meeting (PLP-BK, 2010)



Pic a. Panel of BKM members (PLP-BK, 2010)

Pic b. Local leaders participants (PLP-BK, 2010)

2) BKM Reguler meetings

BKM meeting is held whenever it is considered necessary, usually between 1-2 weeks periods. The agenda of BKM meeting focused in operation and management of the organization, and its financing. There is a clear structure of work division inside the BKM. All data presumably is open for public debate.

Pic. 4.4. (a-b) BKM Meeting (Fieldwork, 2010)



Pic a. Meetings in BKM office (PLP-BK, 2010)

Pic b. Funding Announcement of Project in poster (PLP-BK,

However, such condition never occurs, since BKM reports and complaints mostly resolved informally rather than formal (Ratna, Pekalongan City Facilitator, 20/05/2011). Another reason is that BKM detailed financing from the block grant is not made readily available for local community (not a member of BKM/KSM).

This is due to the fact of the voluntary nature of BKM membership and the limited capacity to produce easy-to-retrieve database and the protective nature of ownership of BKM members to their work result. A published financing of Block grant is provided in the form of poster during construction phase (pic 4.4 b) limited to the exposure of general amount and designated fund of construction works. Result of BKM members meeting is not open for public, unless it concerns new programs and would provide wider/larger effect for the community.

3) Community groups Meeting

Community groups meeting is held in each of sub-district and neighbourhood level by initiatives from in which the agenda are mixed with other concerns beside the Neighbourhood Development Programme. Paternalistic pattern of relationship is vivid as in Pic.4.10 (a) and (b) where before the meeting started, few opening words and issue will be addressed in hierarchical sequence starting from the opening word made by Head official of Kelurahan Podosugih, and ends with the closing remarks given by the host. Discussion is conducted in multi directional method. Most of the guest accepts the result of the meeting without debate or presenting any arguments.

Pic. 4.5 (a-b). Community Meeting in RW 02 (Fieldwork, 2011)



Pic a. Head official of Kelurahan Podosugih



Pic b. Local leaders provide remarks on Binatur Riverwalk

Meanwhile in youth group discussions, an informal discussion would occur. It is interesting to note that women membership is rare in youth group (over 17-30 years), except when there is a community event. In this case, youth group is represented by young entrepreneurs or male senior students. It is unknown whether their membership are related with their social and family relation. Out of five members of members of youth group interviewed in 2010-2-011, all of them are blood-related or lives on the same street.

4.6 Partnership Development and Local Development

4.6.1 Condition of Partnership Development

Currently there are no private contributions to both financial and non-financial aspect of the Neighbourhood Development Plan. In the manual of ND Programme (PLP-BK, 2008) there are no obligation in Neighbourhood Development Programme to include local entrepreneurs or local company to participate in community planning process. Some batik industry operating in the local premise have reluctantly join community planning process, due to the community rule obligation to submit the minimum toxic limit discharged in the river, in which are often violated by home-based batik factories (Juliono, 22/05/2011). Another factor contributing to the lack of private contribution is the withdrawal of marketing facilitator in the middle of its program implementation (Maizil, National Consultancy Office, 2011) that resulted in the failure to achieve partnership and conduct promotion to support financing from private stakeholders. Effort to gain financial support comes in the form of MoU made by BKM with local bank in Pekalongan (BRI). The agreement gives benefit to the BKM members who have good track records in micro credit, to apply for financial loan up to Rp.2.500.000, - per person/year with 0.6% interest/month, which is highly competitive compared to other banking industry. However, the nature of the loan scheme requires a form of individual bond / guarantor made on behalf of BKM. This request is hindering the progress to gain more financial means for improving BKM's, since BKM is a non legal, de facto institution, which made it impossible to have certain individuals agree to put their private assets for bond purpose (Ratna, Pekalongan city facilitator, 20/05/2011).

4.6.2 Management of Local Problems

Problem occurs in conflict resolution strategy where many of the land that is legally/illegally claimed by home-owners faces a-week-notice eviction or land plots readjustment. Since the people who face this problem came from low-economic background, they are facing difficulties to finance house adjustment following a one week notification letter. Also, people agreed on plot readjustment voluntarily does not necessarily agrees on the shape and conditions of the plan. These problems of land ownership, acquisition and readjustment of house plots on

Binatur river walks area delays on-time construction schedule and in effect, the land use plan of Binatur riverwalk project becomes irregular/differ from initial land plot. Out of nine (9) designated houses/lands to be managed, one (1) case remained unresolved due to disagreement on land settlement price (Bashir, Pekalongan city facilitator, 20/05/2011). Other two (2) cases of land/building settlements after series of negotiations agrees to cooperate, and individually find short loan to cover house renovation. After a while these funds are fully or partially recovered by local government, whether the status illegal or not. On the unresolved single case, a misunderstanding have developed, where the land owner refused to accept any form of land compensation because of the sentiment of being cast aside in the planning process. The conflict resulted to irregular land plot in Binatur pedestrian construction, in some places, the pathway clearance is less than 1 meter (below proposed 2 meter clearance) as seen in pic. 4.6 (1-b)

Pic. 4.6 (a-b). Irregular land plot on Binatur Pedestrian (Fieldwork, 2011)



Pic a. Newly built walls on the side of pedestrian walls



Pic b. Irregular shape of pedestrian walks (less than 1-m clearance)

4.6.3 Community Reports on ND Programme Practice

During the interview process, there have been accusations of fraudulent practice by BKM as reported by one of the citizen conducting the construction process (undisclosed data). This condition is yet to be confirmed by further investigation. However, issue of financial transparency or involvement of community in discussing financial matters is criticized by few of the respondent that were given questionnaire and even youth group leader (Juliono, 22/05/2011). It is evident that certain policy made within BKM in handling financial management is strictly closed within some members of BKM, or members of TIPP and facilitators,

including the process of producing detailed design and budget allocation of construction project.

In the questionnaire result, people that answer content or below the average scale reply that time allocation is considered limited or sufficient but takes too long to proceed (3 years since proposal for pilot program is submitted – 2009 to 2011). The answers listed that the time delays resulted in increase of price materials from previous estimated proposal, lowered/declining motivation, and breaking chain of information sources (questionnaire notes, 22/05/2011). From majority of respondents, many belongs to the marginalized group, but not all have the opportunity to join participatory planning process. When confirmed, only certain individuals express their satisfaction toward the planning process from its initial stage until construction phase (less than 10 personnel out of 48 respondents). More than 90% of respondents from marginalized group expresses that their involvement in decision making circle is minimal. This concern emphasized dissatisfaction of lack of community representatives' inclusion especially during the making of planning proposal and budgeting of the project (Stage 1, latter phase).

4.7 Participatory Process, Partnership, and Local Development

4.7.1 Government Perspectives

- **Central Government** (Project Implementation Unit UPP, Jakarta)

A key personnel from the central government is given questionnaire in regard to the several issue on facilitation on neighbourhood development (ND) programme in general, and are given formal answers. The answers (Mita, 3/07/2011) summarize as follows:

- Priority of UPP especially in the Neighbourhood Development Programme, is to establish:
- A representative and accountable local institution formed acting in behalf of community.
- Capacity building for local government and local community as agent of development

- Integrated planning development between community, local government, and private institutions
- 2) In assessment of participatory process, what is the main characteristic is essential to measure that the community have deep level of involvement?
- Number of adult citizen involved in community meetings and election of BKM
 - Level of female representation in participatory planning meeting especially important in decision making.
- 3) Does participatory quota is important in creating a higher level of community involvement?

Yes, it is one of important factor to create participation, while in UPP and ND the standard of participatory quota is set between 30%-40%

- 4) What kinds of policy have been implemented in City of Pekalongan to support community based planning?

In the framework of poverty alleviation program, the empowerment project policy is to (1) increase local community capacity, (2) increase the local government participation to assist community in giving advance understanding to the regulation for area/neighbourhood planning.

- 5) What is the value of community planning output within national spatial planning framework?

Community based planning is an effort to change planning paradigm from 'top-down to 'bottom-up' planning, by prioritize in community need. CBD is expected to provide input in national spatial planning.

- 6) How does national government views the community-based planning such as found in the City of Pekalongan in the future?

CBD based on local community need, involving society in planning process, and in the future it hope that the output can act as a base for area development, since it is considered more effective in area/neighbourhood planning and to tackle poverty issue.

- 7) What is the current and future aim of the community based-planning in Indonesia, for the next 5-10 years, and policy setting/governance prepared for this plan.

- Increase of community welfare

- Increase of IPM (Human Development Index)
- To establish a neighbourhood area that is habitable, having its own identity, and environmentally conscious.

- **PPK P2KP, Provincial Office** (Head of UPP implementing unit, Semarang)

Operationally, the Project implementation unit responsible in validating reports before verify the document and allows grant disbursement to BKM account. During the year 2010-2011 there have been personnel changes for facilitation (city scale, urban planner facilitator). Thus, current report financial report presented by BKM has decrease in quality (miscalculation and overestimate budget). However, provincial office does conduct certain monitoring schedule on how project reports is produce and still rely on facilitator in monitoring and conduct facilitation to BKM to produce the report. Interesting statement is given by the UPP officials stating that due to individual elite dominancy, BKM role is diminishing as quoted:

‘...because of the dominant role (undisclosed), BKM is currently not functioning, even facilitators are afraid although when we think about it the project should have been finished by 2010, and we’re now already in mid 2011...’ (Satker PLP, Semarang, 30/05/2011).

- **Mayor of Pekalongan**

Interviews conducted in preliminary fieldwork (2010) collect interview data from the Mayor of Pekalongan and Head of Planning Agency. Meanwhile interview in 2011 collect information from Head of TIPP. The first interview with M. Ba’ashir, Mayor of City of Pekalongan (14/08/2010) gives an outline of the general and specific agenda of the government. To support his agenda, it preceed by issuing government/mayor policy (Perwal), afterward, advocating for higer rank regulation, such as the ones encated in local regulation (perda no.11/2008). This regulation is created in support of the vision of mid-term plan (5 years), where city of Pekalongan is expected to have/be:

1. Create a self-reliant comunity, where every Kelurahan would at least reach at the same stge with Kelurahan Podosugih (a pilot project), throguh strengthening four (4) pillars (BKM, PKK, LPM, Youth Group).
2. All of high rank officials (echelon II/III) will each responsible for guiding and development of one (1) Kelurahan through reward and punishment system.

3. A religious city, in which it confirm to the religious norms.
4. Provide excellent service, education service towards education city, and provide best medical care, government service, and model for National empowerment programme.

By conducting its vision, current IPM (Human Development Index) is targeted to increase from 73,6 to 74,1. Concerns related to landuse planning in Pekalongan is certification process completion for all land plot in City of Pekalongan. In which, local government still have to face problem of coordinating local landuse plan with a centralized system of land certification.

- **Head of Planning Agency**

Interview conducted with Choiruddin, Head of Planning agency, city of Pekalongan focus on the capacity of local government conducting neighbourhood planning and its connection with Neighbourhood Development Programme in Kelurahan Podosugih. In essence, formal planning in Indonesia use a comprehensive planning model in hierarchical sequence (National Spatial Planning, Provincial Spatial Planning, City/regency spatial planning, Neighbourhood spatial planning, zoning plan). City of Pekalongan have previously prepared Neighbourhood spatial plan but due to budget constraint, it only focuses on strategic area, such as terminal area. In order to cover the whole region of the city, the city planning council currently have proposed several priority areas for 2009-2029. These areas include Taman Jatayu (historical area) up to the WR Supratman corridor, and Jl Sutomo area up to Mayor hall area, where there are existing batik industry outlet and culinary ventures. In financing the plan, provincial government/central government contribute up to 20%-25% of total budget. Meanwhile, for promotion effort and improvement of business, local community are expected to be self reliant and seek private funding resources.

- **Head of TIPP**

TIPP integrate local government spatial planning with community planning and proposed as designated economic area (Binatur Riverwalk). Community plan proposed the plan, and TIPP facilitate the proposal and connect community with local government agency planning. In the first stage, an intensive 1-2 week period of monitoring were carried out. However, during second stage (marketing),

monitoring were conducted in longer period (1-2 month periods). Currently in the construction stage, monitoring and meetings is conducted per three (3) months period. To gain feedback, local government received regular reports through informal communication lines (sms, personal visits). Interview suggest that in the first stage, local government conduct intervention to guide planning process. In the latter stage, strategic intervention is less impose, and more reliant with local community's input. Environmental concerns for batik waste is however already taken into consideration and local government have formulate a DED plan for toxic waste management and river normalization plan in year 2011, affecting river mainstream until delta area. This condition is revealed with the statement presented by Head of TIPP as quoted:

'..we (city of Pekalongan) do not have AMDAL – Environmental Assessment Report (on wastewater treatment plant for batik industry toxic waste) yet, since we are still on the effort on preparing a city-scale wastewater masterplan this year (2011)..' (Head of TIPP in Bappeda' office-translation, 19 May 2011).

Local government agreed that neighbourhood development programme is essential to ensure citizen understand the consequences of environmental problem caused by toxic waste and therefore a binding community rules for environmental protection is required to be enacted.

4.7.2 Consultant's/ Facilitators Perspectives

- **National Management Consultant, ND**

In every stage of neighbourhood Development Programme, NMC conduct visits to verify conditions and randomly evaluate progress. However, in overall project, there is a significant failure to the second stage of Neighbourhood Development Programme, where social marketing facilitator is unable to identify and conduct marketing strategy and find partnership from private institution to assist financial aspect of the proposed neighbourhood plan (Maizil, 03/07/2011). Lesson learned from this stage prove that recruitment strategy and criteria for social marketing resources is unclear.

- **Oversight Consultant**

According to OC team leader, facilitator's role is only to guide community in managing programme details since ND is at advance stage of community empowerment programme.

'...For networking, especially in Podosugih its already establish by the community, so facilitator's function is truly facilitate and knowledge transfer...' (Nur, OC Team Leader, Semarang, 16/05/2011)

OC Team leader provide background how community organizations that carried out ND programme already in advance stages by stating because of their capacity of partnership and mobilization of local community groups, as stated:

'...with the increase of local government concern and activity (in participatory planning), local community participation also intensified...'

He added *'...now, local community does not asked questions such as the role, function, effect , performance of BKM, or why there are unfacilitated area...the questions now are about why (some groups/person) are not active? ...or focus on running programme'* (Nur, OC Team Leader, Semarang, 16/05/2011)

In establish mindset changes to a stage of maturity, it took two (2) cycle of BKM's election (in period of three years) with consistent performance. Best practice it also shown by the capacity to improve innovation and partnership with local community groups. Innovation means there are visions that embedded within community groups. Meanwhile partnership is the capacity of BKM to include community stakeholders (PKK, youth groups) and most importantly partnership with local government. BKM Podosugih already have their own socialization team and consider this activity to be important. When questioned would the community planning can be better when certain agenda is brought by distinct visions or certain figures or elites. In which, according to OC Team leader, it does not harm the empowerment project values.

'...There is a trauma in regards to existent of dominant role of certain figures..., in which people consider them as elites, however, local practice shows that these people are required to capture ideas....I believe this would

not harm the concept of empowerment...' (Nur, OC Team Leader, Semarang, 16/05/2011)

Elites also required to provide good examples, otherwise their vision would not be acceptable by the community, as quoted:

'..I think in Javanese culture, examples of behavioural leadership is at the very priority... to legitimate decisions from visionary leaders...' (Nur, OC Team Leader, Semarang, 16/05/2011)

In regards with intervention support, now BKM Podosugih is supported with financial and technical resources and also skillful human resources according to the need of the program. The facilitator claims that the support contribute significantly to the successful implementation of the program, and give added knowledge to local community on planning resources (Law/regulation, neighbourhood management, etc).

'...Beside providing financial support to village...resources that fits to the necessary skill are required. Also financial and related technical consideration (knowledge) which essential for future development. This is significant to the implementation and successfulness...It gives more knowledge to Kelurahan Podosugih to manage their neighbourhood, (for example) knowledge on Land Use Law/regulation...' (Nur, OC Team Leader, Semarang, 16/05/2011)

4.7.3 Local Community's Perspectives

• Local Leaders

Local leaders interviewed during fieldwork identifies the importance of socialization process. An active local community leader (Muhsin, 20/05/2011) confirms that during initial socialization process, data and information in regards with the project is easily attained by the community. Gradually, after the project have been commenced, community act as recipients to the project, while decision making for the detailed proposed project are mostly conducted in separate forum. To maintain good relationship and networking within the community, local leaders feels obliged to keep track of the project progress, and inform the general community. Thus, they voluntarily act as a bridge between the general community and the programme implementation. Example of this case is where regularly they

take shifts on keeping the pedestrian path cleaning (from wild grass), and put a post on walls for the citizen to keep avoid littering.

- **Youth Group**

Interview conducted with a personnel from Youth Group (Juliono, Head of Youth Group, LPM Member, 22/05/2011) gives opinion on the topic of community contribution, volunteers, information and transparency, and leadership.

On the topic of community contribution, he explained the that in meetings, not all part of community are proactive, only few are willing to give their time and effort to think about the programme, and are less proactive. For example, most community members would volunteer only engage in neighbourhood cleaning activity (gotong royong). Meanwhile, ideas that are proposed by the community are not always accepted in the planning ptoposals and being realized. This is due to budget restrictions, and because local community inputs must be taken into account with the visionary guidance of public planners. Also the culture shift of a regional city into a more urbanized city changed the paradigm of ‘Kampong’ togetherness, as he stated :

‘..because Kelurahan Podosugih now is mor urbanized, (character) of community tends to be more self-centered....’ (Juliono, 22/05/2011)

Moreover, he mentioned about the culture of keeping complaints informally, to avoid complication. Since, most complaints would not be expressed openly in public, unless provoked. On the voluntary work, approximately only half of the coluntary work would be done with pure intention to contribute with the community, while the remaining half would shown their personal interests during meetings (for political, project purpose, batik industry sales).

‘...there are genuine volunteers that actively engaged because of pure motivation to contribute...half have their own interests of politics, project, or batik...’(Juliono, 22/05/2011)

In essence, he does not support the idea that local community in general have a significant mindset changes, and stating merely half of the population in RW03, RW07, or RW02 undergo these changes of mindset (due to the ND Programme in Binatur Riverwalk). On the implementation of Neighbourhood Development Programme, he feels that there are lack of information. In planning stages, the

information and socialization of the project up to public announcement by far most is the best of overall project implementation. Nonetheless, after a while, during marketing stages, there is a stagnat 1-year period (2010), project implementation seem to have stopped. Yet, for programme details especially on financing, and project accountability reports, everything are managed within the management circle (BKM and facilitator).

In participatory process sequence, he feels there were some restrictions to accommodating local inputs. During planning stages, there were lack of transparency by the management and even by the volunteers. Also, since the programme have to comply with local government programme, synchronization affect local community's proposal design in which from previously a minimalistic design, changed into a typical traditional-religious Batik concept as preferred by local government.

Chapter V. Analysis of Research Findings

Neighbourhood Development Programme offers a vast opportunity to accelerate local governance and local development in Indonesia. Through empowering local community, it opens up a new chapter in the methods of creating more sustainable public projects and create breakthrough of policy from once a highly centralistic nation to a participatory society, holding the beliefs that democracy is in the hand of its citizen. After examining the Participatory Planning Quota indicators used in the programme, this research began to uncover the mismatch of the practice with its conceptual root and the effectiveness of such measures. Moreover, it reveals the underlying problems in the systemic nature of the programme and how this problem require effort on specific policy implementation so that in the future, the programme will have the most benefit for all citizen and not just for the few.

5.1 Power Struggle in Neighbourhood Development Programme

5.1.1 Misconceptions of Participatory Planning Quota Indicators

According to Innes (2000) indicators in a real bottom-up participatory planning are planned by and for the community in an open arena. This statement is in contrast with how participatory planning quota indicators are applied in Neighbourhood Development Programme. In the beginning of the project, participatory quota indicators are highly regarded as a safety measures ensuring the smooth operation of bottom-up planning and listed as performance indicator for project success benchmark. Table 5.1 describes how the participatory quota indicators in Neighbourhood Development Program are perceived differently with theoretical concepts. These differences are shown in the category of appropriateness of its use, the effect of its use connected with partnership and local development, and its relationship with good governance principles.

Table. 5.1 Conceptual mismatch on Participatory Quota Indicators

	Conceptual Ideals	Practice in Neighbourhood Development Programme
Appropriateness of Participatory Quota Indicators		
Methods to establish indicators	Innes (2001), made by the community through participatory process	WB paradigm, to ensure minimum number of participations in the process present.

Aim of Indicators	To develop understanding of existing conditions of society	As performance indicator, benchmark of project achievement
Flexibility and adaptiveness	<ul style="list-style-type: none"> • Can be change when community requires • Adaptive to social condition, demographic data 	<ul style="list-style-type: none"> • Cannot be changed as it is stated as binding contract between government and loan/grant provider, rigid
Usefulness	As project based indicators, provide inputs for policy maker/ community	As project base indicators, for annual monitoring
Effect of the Use of Participatory Quota Indicators		
Relationship with PRA principles	Higher representation of community ensures more individuals in local community to practice their rights to engage in social arena	Required to be practiced as list of project checklist before submitted to provincial office for accountability report
Relationship with Local Development of Partnership	<ul style="list-style-type: none"> • Higher representation promotes network building and provides grounds for common understanding (Healey, 1998). • Participatory quotas ensures local government present and actively coordinate with local community, since Participatory Budgeting is required to support local community project and is considered as the unique characteristic. • Higher representation to ensure higher acceptability of project / consensus 	<ul style="list-style-type: none"> • Network building is built through TIPP. The elites in TIPP are responsible in making sure that the planning, construction and commissioning project is on time. • Participatory Budgeting is enforced through government agreement before ND programme is commenced, and local government agreed to financed some of operational expenses. • Although representation of meeting is adequate according to participatory quota, consensus requires further socialization to have impact to general community • Partnership is between community and local government, excluding private entity
Relationship with good governance principles	<ul style="list-style-type: none"> • Healey (1998), consensus planning required inclusiveness, accountability, information to ensure acceptability • Good Governance (UNDP) refers to the process of discourse and public discourse with three major components of stakeholders and its affiliates 	<ul style="list-style-type: none"> • Inclusiveness is limited and prioritized local leaders and their connected affiliates especially in the participatory planning that focus on budget and detailed planning. • Governance is currently refers to the public discourse between local community leaders (community affiliates) and government, and leaving out private entity.

1) Working Hypothesis verification

In addressing two (2) issues of proposed working hypothesis underlying the argument to use participatory quota indicators, the analysis of findings suggest:

First working hypothesis:

Participatory quota ensures bottom up planning process

It can be said that the first working hypothesis is partially true. The hypothesis is true that participatory quota Indicators works well in ensuring the presence of key decision makers, local community and local elites at early stage of the program, but does not works well to ensure the marginalized group (women, poor households, interest groups, people impacted by the programme, community outside BKM/KSM structure) to be present at every level of community meeting. Community Planning Inputs are still heavily reliant with the role of local leaders, elites and local government, in which it agrees with Mansuri & Rao (2003) that criticized WB's empowerment projects. In which, participatory process is facing problems of domination of local elites in majority of decision making process.

The working hypothesis and assumption is not true when relating the key elites support development of partneship or even local development. This is seen in the case when local elites are more dominant, while currently there is no mechanism to address the problem of lack of marginalized group's inclusiveness in each level of participatory planning process or fair distribution of information and resources to address local planning. Also, inclusion of partneship limits itself in the boundaries of local government and local community that are presented by few of active members of society. Therefore, the first working hypothesis should be corrected and stated as:

Participatory Quota Indicators ensures elite representations are present in the early stage of the Empowerment Projects.

Second working hypothesis:

Participatory quota indicators ensures good governance

In the root of consensus planning principles seen both from the perspective of communicative rationality or good governance, minimum quorum or ideals of representative democracy is inevitable. Therefore, participatory quota indicators act as measures to ensure local democracy is met through minimum set of

numbers of representation. This is the rationale of the second working hypothesis that support the use of participatory quota indicators as performance indicators. However, in the real case study it seems that acceptability of local democracy demanded ‘citizen power’ put at first priority, despite elites domination. Therefore the second working hypothesis is false. The last output of hypothetical analysis concludes several possibility of why the assumption to the effect of participatory planning indicators is not effective. The results show that it is due to the existence of:

- Unclear position and methods of use of participatory planning quota indicators
- Dominancy of elite’s decision
- Lack of inclusiveness mechanism
- Paternalistic and religious nature of society
- Lack of information and resource distribution for general community

Box 5.1. Explanation of Second Working Hypothesis

Explanation: The local community prefers to be included in the meetings in all level of meetings, and reject consensual agreement that does not include them. Such case is present on land resettlement effort in a conflict resolution findings where land owner reject to accept compensation for their land to be used in the programme.

2) Appropriateness of Participatory Quota Indicators in Local Community Planning

Based on the case study and analysis of conceptual understanding, it suggests that current practice of putting participatory quota indicators as performance indicators is inappropriate, due to several reasons as follows:

- Participatory Quota indicators are seen as goals of project (as performance indicator) rather than tools to identify project condition and provide inputs for policy making, in which it resulted in its use in project accountability reports. Thus, it harms the essence of its purpose to safeguard participatory planing process, because potentially produce unreliable methods of mapping participants and disregard marginalized and non-active community members participation.

- Participatory Quota Indicators used in the context of case study are not sensitive to context of demographic structure, due to its proportion that was pre-determined.

Box 5.2 Explanation to demographic context

Explanation: The population structure between community groups will not affect the minimum representation set by participatory quota indicators applied in any Neighbourhood Development Projects. Such practice ignore the fact that more than 25% of the population in Kelurahan Podosugih are from poor households, meanwhile minimum representation of poor households are set only within minimum limit of 15% of presence according to assessment.

- Participatory Quota Indicators support local elites to be dominant in Participatory Planning Process.

Box 5.3. Explanation to Elite Preference in ND Programme

Explanation: When conducting participatory planning meetings in the subject of funds and detailed design, the elites is much more preferred to be present even by facilitators and volunteers. Meanwhile, when asked questions to the local community, this rises a question and even rejection to the result of the meeting, because they feel abandoned in the process, and only seen as recipient of the project rather than active

5.2.1 Who says what? Local Government, local actors, elites and general community in discourse

Tensions occurs in Neighbourhood Development Programme between the local community (marginalized group, affected individuals, and community groups excluded from decision making meetings) and local elites (local government officials responsible for carrying out projects, local leaders presenting and managing the program, BKM members and some local leaders). Also, it is note that open discourse between local community in general and adoption of local inputs are lacking due to factors of internal and external problems embedded within the elites interests. This condition hinders the development of bottom-up planning and local development that starts from community. Rather, elites are dominantly present and steer the development of the programme. This condition is descriptively analyzed in Fig 5.1.

In the systematic analysis diagram 5.1, the analysis of findings reveals there are two (2) aspect that affect the development of elites, which in turns cause a chain

reaction of systemic problems. The External factors focus on problems of the gap of decentralization policy and the latent external motives of donor body (World Bank). Meanwhile, the internal factors suggest three (3) rationale used by each elites group.

A. External Problems

1) Gap between decentralization policy and local government capacity

In the presence of Indonesian political change, decentralization of power is an important political agenda practiced in every section of the public policy. This condition give impact to the management of Neighbourhood Development Programme where beside it set higher benchmark for bottom-up planning output, it also enforced decentralization of responsibility from centralistic procurement of infrastructure to a community-based procurement and planning. In reality, local government capacity is not fully adapted to such changes, and financing advance infrastructure project even in the scale of neighbourhood development can be a burden to local resources. The lack of resources spans in several sectors, ranging from lack of human resources capable of handling complex information, up to the minimum public facilities provided to support participatory planning meetings. Thus, elites would focus on prioritization in conducting public planning in preference to the strategy ath hand.

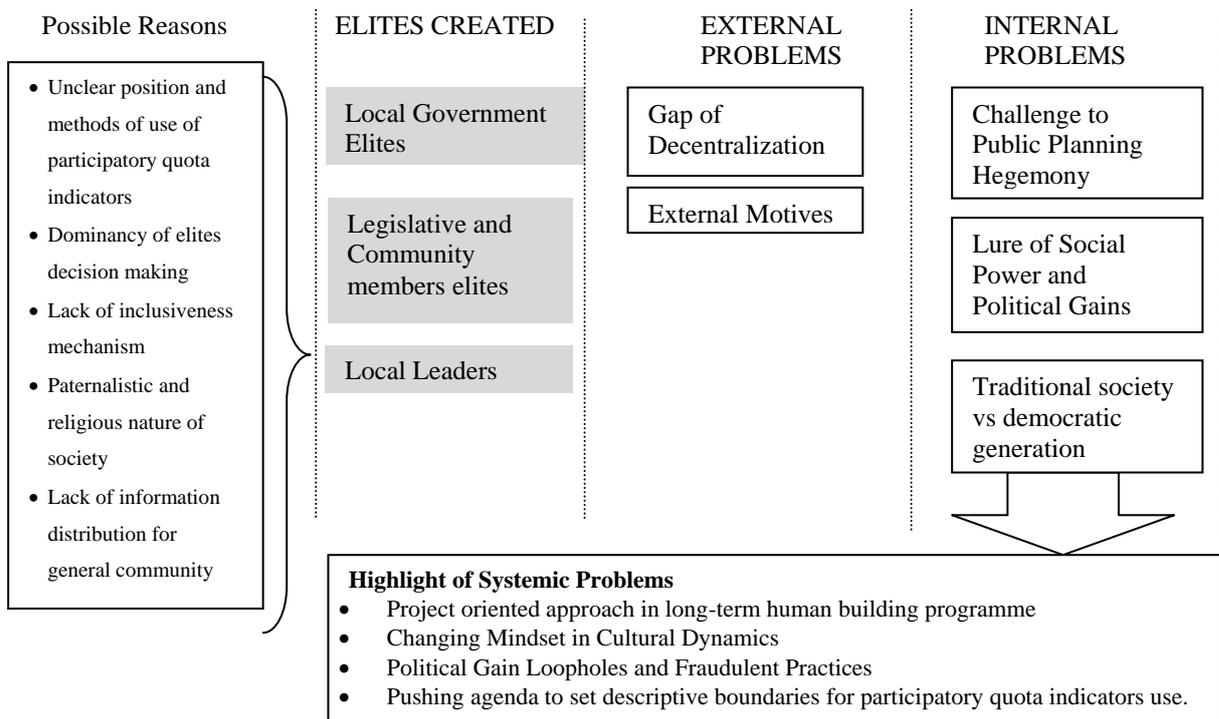
2) External Motives

In conducting local community planning under ND Development Programme scheme, community are expected to follow guides and manuals provided by central implementing unit. Some agenda that are suited with comunity based empowerment project such as PRA methods, and guidance on good governance principles the applied. Nonetheless, impact to a rigid guidance especially on the use of participatory quota indicators as performance indicators have resulted in an unwanted effect. The real condition of participatory planning process remained unmapped, and marginalized group remained untouched by the participatory process meetings.

Participatory Quota indicators were firstly seen as part of the measures to develop local democracy. To support inclusiveness, a thorough mapping of local demography is required before invitations to participatory planning process are

given. Systematic mapping of stakeholders requires a longer preparation time and unfortunately this is not available in the context of Neighbourhood Development Programme. Since, the programme is started by centralized screening in national level looking at the performance indicators result and the availability of local budget to accommodate some portion of the project. In simple way, although it adopts a bottom-up planning procedure, Neighbourhood Development Programme is not pure local initiatives collaboration. Some aspects of planning are highly influenced by the push factors of external agent's agenda (WB, Central Government – Ministry of Public Works, MDG Goals to eradicate slums by 2015). Therefore, inclusiveness measures are in effect to be limited when local community is expected to prepare community proposal, and information distribution system is only made available for report purposes after the programme runs. In which, this situation diffracted from the original ideals found in the participatory planning root of development.

Fig. 5.1 Elites Dominancy in ND Programme



B. Internal Problems

1) The Lure of Social Position and Power in Paternalistic Society

Internally, through decentralization policy, triumvirat ideals (legislative, judicative, executive) add to the complexity of local politics. In the case of ND

programme in Kelurahan Podosugih, agenda of politics easily mixed with the proposed planning scheme of priority area to gain local electorate voice. In effect, there is a constant force to keep the power of knowledge remains in the hand of local politician, due to the political and financial benefit of knowing the project agenda and keeping financial aspect under public scrutiny. In this research, holding power of knowledge is practiced from the legislative side up to the BKM members (local representative's elites).

2) Challenge of Hegemony Power of Local public planning

Decentralization policy means that policy of public budget will gradually decentralized and burdened to local public budget. Since the future of neighbourhood development programme will rely more on local budget, more elites in local government agencies integrate local planning inside their perspective of comprehensive planning and insist on accepting local input only when the funding and design is adapted to the common/general view of acceptability in the local government circle. Such attitude stood in the way to create an open budgeting scheme such as practiced in Porto Alegre that allows private entities to join the programme financing, because of the lack of conceptual understanding and limitation of references. Private entity in the case of ND Programme are lacking the opportunity to enter and engage in public planning.

3) Traditional Society vs Democratic generation

Local leaders as local elites plays an important task as connectors between the interests of officials and local elites while at the same time, maintaining their status as the respected community leaders in paternalistic society. However, in the long run, the effort to maintain this paternalistic pattern becomes obstacles to regeneration effort. Regeneration is crucial to ensure community empowerment sustainability. Since, a democratic generation that is needed to support the development of true bottom up planning process and open new partnership. Unfortunately, youth groups, marginalized community, and women are at the very heart of the problem when it comes to leadership regeneration. Pekalongan is a city with deep Islamic traditional root / culture. This kind of society naturally put men as leaders, and women as followers. Some cases of women leaders shows their connection with higher rank local leaders or family relation (through blood

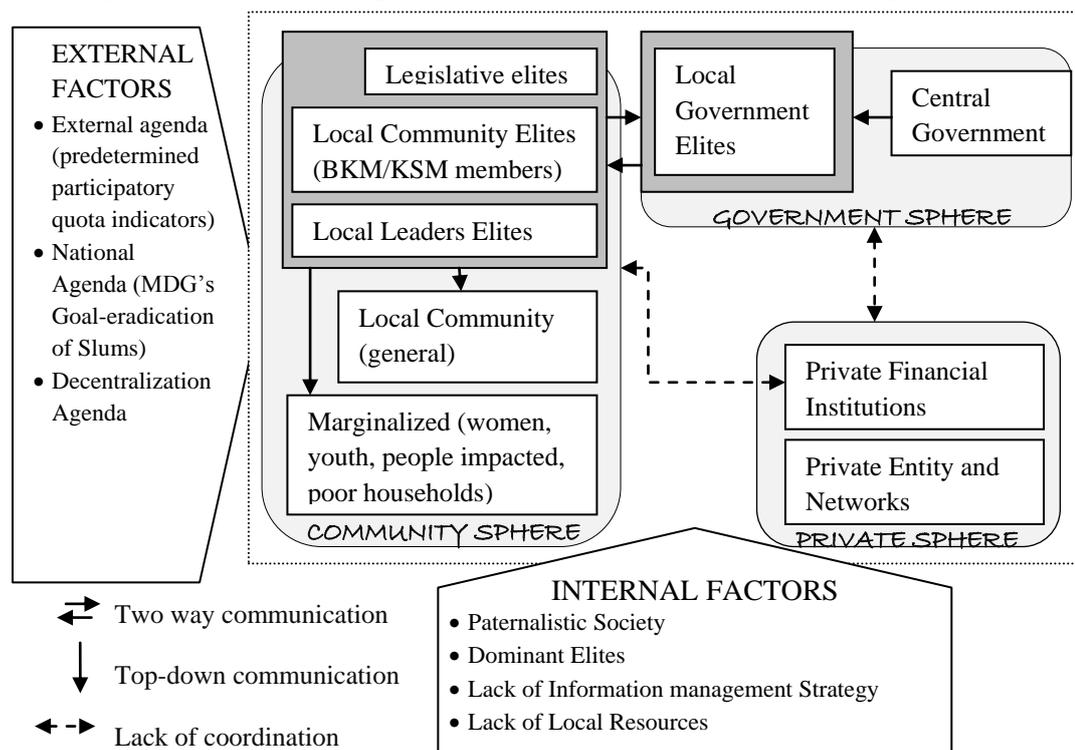
ties or marriage) or because of their involvement in BKM/KSM. Youth groups or marginalized community can have possibility to have their voice heard under circumstances of their social achievement. People considered with lack of social stance or access to community elites will have the least chance to join training programs or even voice out their opinions in common meetings.

5.2 Underlying Problems of Governance

5.2.1 Disconnected Governance

Neighbourhood Development Programme that is introduced in Kelurahan Podosugih proved to endorse the development of local elites and thus, hinder the possibilities of partnership with private entities.

Fig. 5.2 Governance Sphere and Power Relation in ND Programme



Financing adaptation of participatory budgeting is a problematic issue in Neighbourhood Development Programme, since there is not a serious action to include private financing integration inside public planning. This is due to the fact that there are many central agendas integrated within the programme, that highlight the importance of local government's role in financing the programme through imposed budget sharing, programme sharing, etc. The demand is not supported

with adequate information resources and an open democratic governance. Main information only revolves around elites, while local community in general and marginalized group are facing difficulty to enter the decision making circle (see fig.5.2).

5.2.2 Problems of the Development of Local Governance

The analysis indicates that power dominated by local elites is forced by external and internal factors that amplify the development of local elites. Meanwhile, governance principles are not entirely practiced within the context of participatory planning process in ND project. Therefore, it is unlikely that local democracy will thrive. Thus, a further explanation sees how there are several points needs to be addressed in developing local governance in the system of participatory Planning Process through Neighbourhood Development Programme.

The first idea proposed technical reasoning and project management cycle in building human capacity. Next, it highlights the effort to establish equity principles and mindset of mutual understanding in a paternalistic society. Third idea focuses on the safeguarding strategy to avoid loopholes advantages that benefit the political practitioner and fraudulent practices in which kept local community to be suppressed. Finally, it addresses the initial question of the project, to push agenda for more flexible and adaptive measure of participatory quota indicators. The explanations of the underlying problems are as follows:

1) Project oriented approach in long-term human building programme

In the project scheme of Neighbourhood Development Programme, each phase is conducted within one annual budget year. Therefore, planning input and process to synchronize opinion should be ready within the one-year cycle. In the case of empowerment project, conceptually a long-term process is required outside certain time limit (Healey, 1997; Chambers, 1994). However, ND programme expected its project outcome to be as reliable as similar project applying PRA methods as a practical guidance. This mismatch adaptation of project cycle adopting the technical construction phase forms an uneven spread of information in the local community, an uneven proportion of local capacity, and gap of mutual understanding between individuals.

UPP and its later stage of Neighbourhood Development Programme contribute to the improvement of local capacity and accelerate discourse and local partnership between local government and the community, in which the extent of the local development financing can be very limited since private financing are not prepared to enter the programme scheme. Conceptually, this condition is not the aim of local development that allows flexibility of financing and integration of all part of society to engage in public arena. Since, as a visionary model of bottom-up planning process, the end goal of Neighbourhood Development Programme is to build strong local community named a strong civic society capable of managing issues of social-economic-infrastructure.

2) Changing Mindset in Cultural Dynamics

The second critique look at the cultural dynamics that renders the society lifestyle in Kelurahan Podosugih. From a paternalistic society, a given assumption that leadership sprung only from local patrons is in fact hindering progress and the practice of good governance principles. Thus, an adaptation strategy is required to be developed in the future to open up opportunity and spread of crucial information for more accountability and openness to public.

3) Political Gain Loopholes and Abuse of Power

In practice, issues of decentralization and public budgeting have put local elites in the higher bargaining position. Local elites that have access to public planning, shares similar power of public planning and are able to benefit (financial and social, and political) from their shares of knowledge in elite circle. When local virtue of Davidoff 'advocacy planning' is a common priority for all the elites, ideally there would not be a problem with power abuse. Nonetheless, in the case of Neighbourhood Development Programme, such value shared by Davidoff (1973) is not equally understood as there are reports of information keepsake or even attempt to gain profit from voluntary works not stated in the reports (undisclosed report). Perhaps the biggest loopholes in tackling the abuse of power lies in the hand of local society. Currently, the effort of the programme is to wait until local individuals fight for their deliberation on public arena, and maintain the channel of public discourse until that time comes. This measures, however is proven inefficient and counterproductive. In the realm of participatory planning,

one of the misconceptions is to fully give responsibility of communication to community without lack of control made ready by available Judiciary system. This paradigm to ignore role of local judicial control, threat the future accountability of the overall empowerment programme in a representative democratic structure.

4) Pushing agenda to revise the use of participatory quota indicators

The application of participatory quota indicators should be restored in accordance to the participatory planning ideals to provide more flexibility and contextually suited with local demography. Current application of participatory quota indicators is insufficient to ensure local democracy and local empowerment to thrive. Thus, to ensure that local governance is built, it required strong motivation by policy makers in pushing the agenda of improvement. It also means, it requires sufficient time allocation to conduct stakeholders mapping before any project started.

The main obstacle of improving tools to measure local democracy (including participatory quota indicator) is the feeling of content on project cycle, when quantitative outputs reveal satisfactory result. These arguments points out the weaknesses of letting participatory quota to be put as performance indicator. Project cycle also act as a double-edge sword, while it helps community to accelerate participatory planning stage, at the same time, the speed of understanding of programme content is relatively uneven within the social structure. In which, inevitably some component of the community will be left out in the process. Thus, the critique to the pragmatic use of Participatory Planning Quota Indicators is it lack of adaptiveness, flexibility, and sensitivity to local context. Therefore, its current use in Neighbourhood Development Programme is inappropriate with the aim of the empowerment project if the rationale is to develop strong civic society and improve local governance.

Chapter VI. Conclusion and Recommendations

6.1 Summary of Thesis Work

In the beginning of the thesis work, we question on the purpose of the use of participatory planning quota indicators in participatory planning scheme of community empowerment programme. This issue arise due to the unclear rationale behind the given criteria imposed by project. Theoretical understanding in chapter II reveal several possible reasons why this condition occurs, and provide several working hypothesis that needed to be verified in the context of case study. However, chapter II also present other argument along with the assumptions underlying the use of participatory quota indicators. In which, it question the use of such indicators as project performance indicators with rationale that it exist to intensify community engagement in planning, to support partnership and local development, and to support governance development. Thus, in order to understand the following issue, a phronetic planning methods is applied as stated in chapter III, focused on the power struggle occurs in the context of case study, and highlight underlying problems that is connected with governance strategy in support of participatory process, partnership, and local development. Chapter IV moved on with the description of the case study, looking at findings both in a quantitative result of participatory quota indicators in each stage of planning process, the community satisfactory questionnaire results, and examples of project implementation found during planning phase up to construction stage. It also highlight statements of representation by community that have been interviewed during fieldwork research in order to understand how participatory planning is perceived and how representation and governance is formed in practice. In this Chapter V Conclusion chapter, we can therefore begin to analyze the research questions presented in the early chapter I. The analysis finds answers to the questions of which key representations that plays role in participatory planning process, the significance of these indicators in supporting acceptable consensus, local partnership, and local development, the appropriateness of its context as performance indicators tool, and issue of good

governance practice that support participatory planning ideals in neighbourhood development programme.

6.2 Thesis Conclusion

In essence, the research questioned the use of participatory planning quota, in terms of its rationale and the effectiveness of its use. It also asks for the impact and conditions that also affecting local governance in Neighbourhood Development Programme. The research finding suggest that participatory quota does ensure bottom-up planning process but only elites (that representing all community groups and different interests) in overall project. The emergence of local elites in governance scheme contributes to some of the problems found during participatory planning process. The problems includes the lack of social inclusion in the planning process (only include marginalized groups in socialization phase or at distribution of meeting results) and lack of open and accountable procedure in handling local inputs and information.

First explanation of how the measures of ensuring local democracy by using participatory planning quota fails, lies in its conceptual mismatch with the pragmatic application. Set of participatory planning quota indicators is perceived as given strategy and not act as input for policy. Therefore, the implication is that it is lacking flexibility and capacity to adapt to social demographic changes. Second conclusion of the research also suggest that in practice, Participatory Quota indicators considered as checklist similar to other tools applied through PRA methods. Since, matrix of evaluation used in PRA provides the similar basis of understanding when community was asked in evaluating participant's presence chart. Community that conduct planning process easily perceived participatory planning quota as one of the chart that needed to be completed in the report rather that acknowledge its original value to ensure smooth bottom-up planning process. Third conclusion of the research identifies the participatory planning quota indicators in relation with its use in developing partnership. In this case, local government elites play a major role in financing and operating the future of the Neighbourhood Development Programme. However, the lack of cooperation strategy with private entity has created a gap between local government as public planners and community as local agents. Thus, in addition to maintain power

hegemony in public planning, the rooted traditionalistic society creates a strong sense of strong local government elites that provide future resources for the community projects.

Fourth conclusion concerns good governance practice that has been deviating from the principles of good governance promoted in the beginning of the project. Local elites and local leaders plays the higher paternalistic status in commencing and drive program agenda, while local community in general and marginalized group is perceived as beneficiary of the programme.

6.3 Input to Planning Theory, Policy and Practice

On the review of how participatory planning process is conducted in Neighbourhood Development Programme, some important issues are proposed for the inputs on the field of theoretical research, Policy making and pragmatic practice.

6.3.1 Input for Planning Theory

The first input address theoretical understanding of Participatory Planning Process, the role of participatory planning quota, and its consequent result. Thus, this research confirm finding made by Innes & Boheer (2002), Healey (1997), Friedmann (1987), Flyvbjerg (1998) among many others that conceptually participatory planning is to deliberate local citizen to gain access to public planning. In spite of the tension of powers that keep exist in the process, it is not the reason why participatory planning process can accept the block of powers domination against local voices. Thus, in the light of the concept, therefore, participatory planning indicators role should be perceived as the tools to achieve improved local governance and democracy, and therefore adaptation strategy to alter current concept in practice is necessary. Therefore, the measures puts local community in charge as proposed by Innes and refuse the predetermined conditions as this measures proves to be inadequate.

6.3.2 Input for Policy Maker

Second input address the culture of policy making, the hegemony of power in public planning, especially when put in the context of decentralization era. Therefore, value of public planning is put to the test. When looking at triumvirat ideals, local government as future key decision makers should be acknowledge as

the facilitator, or ‘deliberative practitioners’ (as coined by Friedmann,1987). This conceptual understanding also affected the power of local legislative, holding the power of collective community in representative democracy. Thus, a measure to utilize the legislative representatives and local government to the best use for the benefit of the public should be made ready by preparing resources to sufficiently distribute information and shares innovative strategy beyond achieving short-term project agenda. By improvement of information channel, and its retrieval system, improvement of monitoring system ensures fraudulent practice and abused of power can be minimized or settle through established judicative body responsively.

6.3.3. Input for Practitioners

Finally, input to policy practitioner in regards to the application of participatory Quota indicators is to abandon the current practice and conduct a more feasible and separate assessment system. These measures proposed:

1. Reestablishment of Participatory Quota Indicators as measures to provide input of participatory planning condition in each stage of the process and not act as a general checklist in performance indicator report.
2. Provide participatory quota indicators as tools to ensure participation with the freedom given to the local community to determine its proportion according to local demography and its culture, or to alter the indicators when the local discourse (community-government-private) agreed.
3. Provide higher benchmark to push partnership not only local government and the community, but also private partnership aiming for the future to create a strong civic society. Thus, participatory planning quota should take into account the representation of private entity in local community planning process.
4. Preliminary stakeholders mapping before program is commenced is conducted to ensure all component of governance are present.
5. Prepare a mechanism of inclusion and strengthening facilitation network for bottom-up information distribution, in each level of the project.

6.4 Further Research

Arguments found in this research are contextually adapted to the case study conducted in Pekalongan, Indonesia during fieldwork in 2010 and 2011. There are several unanswered questions arising from the recommendation proposed. These questions argue on to search further:

- 1) How to find the effective ways to improve local governance within empowerment project framework that is heavily reliant with foreign funding?
- 2) How to change social paternalistic culture in a project-cycle timeline?
- 3) To what extent that the result of the research applicable in similar situation, when compared with other case study?

Arguably the effect of contextual variables such as culture of society or social political dynamics that renders the recommendation should be seen as fit to the spatial dimension of the location. In other cases, the recommendation can become redundant. Another point of discussion is that this research is conducted in a limited time span, resources, and financial means. Therefore, a more in-depth research is required to confirm the findings before exposure to media, as proposed in applied phronetic planning (Flyvbjerg, 2006).

In brief, final remarks in this paper point out that democracy belong to the citizen, and therefore public planning should be planned together with the community. This argues that public planning should be made not just for the benefit of the public, but also for the education of society, improvement of local capacity, and building strong civic society.

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