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Capacity Building for Community Leaders in Participative Planning of Rural Development at Kondangjajar Village, Cijulang District, Pangandaran Regency

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Abstract

Community participation in rural development is not only in the implementation phase but also should start from the planning phase. Capacity of community leaders as actors who become representatives of the community will determine the amount of their contribution in formulating the development plan. This paper will describe the results of a capacity building study of community leaders in participatory planning of rural development. The study was conducted at Kondangjajar Village, Cijulang District, Pangandaran Regency through a workshop attended by community leaders from village officials, RW heads, dusun heads, members of BPD, and from the community itself. Aspects of the capacity of actors are examined on the basis of elements of the principles in the implementation of participatory planning: proximity, equity, commitment, verity, objectivity, and problem locality. The results of the workshop show that on the element of closeness there are still doubts about the thoughts of others. Although respect for others can be shown, but in the process of discussion there is still dominating efforts. Characters can accept collective decisions with openness to their personal attitudes. In looking at the reality of the figures still tend to be subjective according to their interests even though they can already limit the problem at the local level. The recommendation of this study is the reinforcement on the aspect of willingness to listen and observe other opinions and also objectivity in viewing common problems.

Keywords: community participation, rural development, community leaders, capacity building

Introduction

Planning is an important stage in the implementation of development. The direction and orientation of development are determined in the planning stage. The suitability of development activities to meet the needs of the community depends on how the planning is done; which in the process is influenced by the interests of the parties directly involved in the planning process. Therefore, when programme of development is only made by political elites who have better access to development planning, then the resulting development plans more accommodate the interests of political elites and support groups. As a result, the wider community's interest in development contents can not be accommodated or ignored.

Korten et al. (1988) argued that human development-oriented development, in its implementation requires direct involvement in the recipient community of development programs. Because of the participation of the beneficiary, the results of this development will be in accordance with the aspirations and needs of the community. Therefore one of the indicators for successful development is

the participation of beneficiary. Similarly, according to Conyers (1994), there are three main reasons why community participation is so important in development: First, community participation is a tool for obtaining information about the conditions, needs and attitudes of local communities, without the presence of development programs and projects will fail. The second reason is that people will trust the project or development program if they feel involved in the preparation and planning process, as they will know more about the project. Third, the assumption that it is a democratic right when society is involved in the development of society itself.

Development planning is regulated in Law no. 25 of 2004 on National Development Planning System (Sistem Perencanaan Pembangunan Nasional/SPPN). In this system, development planning in Indonesia is carried out in Musrenbang Development Meeting (musrenbang) conducted with various levels of government, ie from village / village level musrenbang, sub-district level, district level, provincial level to musrenbang national level. To carry out the mandate of this law and Law no. 8 of 2005 on amendment to Law no. 32 of 2004 on Regional Government, in realizing the development of a good and planned village, the village government or all elements of society should be directly involved in the development planning process. The form of Development Plan (Rencana Kegiatan Pembangunan/RKP) is divided into three groups; Short Term Development Plan (Rencana Pembangunan Jangka Pendek/RPJP), Medium Term Development Plan (Rencana Pembangunan Jangka Menengah/RPJM) and Long Term Development Plan (Rencana Pembangunan Jangka Panjang/RPJP). In the process of preparing the development planning document it is necessary to do a good coordination between community figures or role of development planning in the village or RT/RW.

The community's understanding and ability to engage in planning is not so good enough. The community lacks sufficient capacity to be effectively involved in development planning; even often the community has no concern for the importance of their involvement in village development planning. Community leaders become the person who has closeness relation with the community can facilitate them to involve the community in planning pembangunna.

To ensure that the interests and needs of the broader community can be accommodated in the formulated development plans, the community-especially community leaders-should participate in development planning. In order to actively participate, the capacity of community leaders in planning needs to be improved. With the capacity building of community leaders in participatory planning, the community will have sufficient supplies to always be involved in development planning process. The process of making a development plan is not only dominated by those who have greater power both formally and informally. The existence of dominance of one or several parties to other parties in the planning process will cause the result of planning cannot be a common decision or accommodate the common interest.

The process of formulating a development plan that is free from the dominance of some parties involved will provide enough space for all parties to contribute. The community can help determine the direction of development in the village so that the development organized in the village is in accordance with the needs of society as a whole, not only accommodate the interests of the village elite. Gradually, the ability of community leaders to participate effectively in making development planning will be transmitted to other community members.

Participatory Planning

An awareness of the need for citizen participation in development in line with the growing recognition of the rights of citizens in development. The public has the right to be able to determine the changes that will happen to him. Community participation in development is not only done at the time of implementation but also since the planning stage. As stated by Tjokroamidjojo (1993) that the success of planning and implementation of development depends on the active involvement of the community. The importance of community participation in development planning according to Islamy (2001) because when community participate in development process that it means: (1) giving them a real

opportunity to influence decision-making about their daily life problems and narrow the gap between the government and the people; (2) expanding political education opportunities for the community as a foundation for democratic education, so that the people become trained in setting priorities for different needs and interests; (3) with the participation of local communities in dealing with public affairs will strengthen the solidarity of local communities.

In terms of their involvement, the public must understand how the decision-making system works, and what choices exist for them so that they can participate effectively. In line with this Suprajogo (2003) states that in the context of regional autonomy, local people who better understand the needs and problems faced should be empowered or enhanced capacity so that they are better able to recognize their needs.

Capacity building is of major concern in the real participation of citizens in development planning. If using the level of participation as stated by Arenstein about the ladder of citizen participation, then the participation is meant participation at the highest level that is the level of Citizen Control. At this stage participation has reached the final stage where the public has the authority to decide, implement and oversee the management of public resources. This also means that when planning is interpreted as the best policy-making process that will be done in the future based on information, public involvement in dialogue and decision-making process becomes very important one.

Planning is not only understood as an output in the form of a plan document, but as an effort to empower the people and the communication process between the state and the people. In planning there is no more domination over the people, which is the balance of rights and obligations between the state and the people. In every development policy, especially concerning and pertaining to the interests of the community, there is one thing that must be considered and absolutely not to be missed is the participation of the community. Community participation plays an important role in development planning, as the present society should no longer be regarded as the object of development but should be placed as the subject of development together with the government. That is, the community should be encouraged to be actively involved in the development process from planning, implementation, monitoring and evaluation as well as maintenance and development of development results.

Related to the importance of community participation in development planning, Conyers (1994) states three main reasons why community participation is indispensable in development planning: First, community participation is the most effective tool for obtaining information on the conditions, needs and attitudes of local communities, , development programs and projects will fail. Second, people will be more confident in the project or development program if they feel involved in the preparation and planning process, as they will know more about the project and have a sense of ownership of the project. Third, the growing and growing perception that community involvement in the development planning process is a democratic right for the community. The community feels that they have the right to share their thoughts in determining the type of development to be implemented in their own areas.

The essence of participation is the power to be involved in decision-making. When communities are involved in decision-making on the development plan that is when community participation takes place. To be able to participate, Cary (1971) states that one of the components that must exist is the ability to participate. To be able to participate in community decision-making in the decision-making process required the readiness of the community. This means that although community involvement will be the guarantor for a good and right process, the capacity of the community in participating will determine the quality of participation. A series of efforts should be made to develop the capacity of the community so that direct community involvement will give many meanings, and not be a source of problems.

Abe (2002) states that in order to organize participatory planning it is important to note the basic principles that are important to be developed, namely: (1) in joint planning of the people, involving many people, it must be ensured that among participants have a sense of trust, and work together; (2) that all may speak and express their views fairly and freely, then among the participants there can be no higher in positions; (3) community joint planning should mean that the community as the formulation

participant can agree on the results obtained, which is a joint decision, both at the time of the process and thereafter; (4) a good decision certainly should not be based on lies and lies, so honesty is important in the delivery of information; (5) proceeds in fact, necessitating an objective way of thinking; and (6) the principle of participation will only be possible in a healthy way, if what is discussed is a matter close to the daily life of the community ie focuses on the problems of society.

Taking into account the principles of participatory planning, the capabilities that citizens must have in order to participate in development planning with regard to both mental and knowledge aspects. According to Cary (1971), the most fundamental is the breadth of knowledge and background that allows to identify priorities and see the context of the problem. With extensive knowledge, people can understand the problem more comprehensively and can formulate more accurate problem solving efforts. In addition, the skills to work in groups at forum meetings for the preparation of a development plan will be urgently needed; especially skills related to mental processes. Community capacity building efforts in pastoral planning cannot ignore the mental and knowledge aspects. Capacity building of the mental aspect for the interests of participatory planning is oriented towards the importance of mutual trust, cooperative, peer review, equality, openness and honesty, as well as objective and consequent to mutual decisions.

Nominal Group Technique for Decision Making

One of the problems that is often encountered in the group decision-making process is the dominance of the parties who have more power over the other side. This dominance is sometimes accompanied by intimidation against other parties. As a result, the parties involved in the decision-making process can not contribute optimally because it seems as if there are psychological barriers that limit them to develop their thinking in the discussion process.

Such situations can occur, among others, because the decision-making process is conducted through discussions that tend to be dominated by people who are socially stronger in society or by those who have the courage to express their opinions, although not necessarily better than others. And vice versa, those who are inferior tend to think their thoughts cannot be conveyed in discussion forums even though their thinking is better. To address the situation, the public needs to gain experience that will give impression about the process and relationship in decision-making based on proximity, equity, commitment, honesty, objectivity, and problem locality.

Techniques that can be used in decision making by providing wide opportunities for the happening of the optimal contribution of thinking is Nominal Group Technique (NGT). NGT is a problem-solving process that encompasses the process of identifying, deriving various forms of solutions, and making decisions (Delbecq and VandeVen, in Zastrow, 1985). As a decision-making technique, the NGT has structured steps that are used to delve deeper into each participant's contribution. In its use, this technique is very possible to be used in a variety of interests, from finding solutions to problems, to choosing the idea of developing more appropriate forms of service. From these ideas the priority of the problem will be followed up with the intervention plan.

Technically, the process within the NGT is implemented to prevent the dominance of the discussion by one person, encouraging more passive group members to participate in the discussion, and the outcomes of the process prioritize solutions or recommendations based on the identification of problems found in the field. This can happen because the nominal group is a group where individuals work in the presence of others but do not interact verbally (Zastrow, 1985). In nominal groups, each member has no identity other than as a group member who will solve problems and make decisions together so that they have equality in various things within the group.

In accordance with the character of the nominal group, the NGT is designed to better receive input from all group members rather than only more vocal or more aggressive members. Mechanisms in NGT do not allow group members to verbalize their ideas; all ideas are written down so that no fear of

thinking will be refuted or blamed. Thus, every member of the group can pour his ideas freely. The process in NGT is as follows:

1. Generating Ideas: the moderator delivers questions or issues to the group. Each member writes answers or ideas to moderator questions in the form of short sentences or statements without talking to each other. Each participant can write down his idea as much as possible.
2. Recording Ideas: Using round-robbin feedback techniques each group member conveys his thoughts in turns one by one until the written idea of the participant is finished and has been recorded. The participants' ideas are listed on the flip chart that can be seen by each group member. No ideas are noted twice; if the same idea does not need to be submitted. The decision of the idea is the same or different is determined entirely by the one with the other.
3. Discussing Ideas: Each recorded idea is discussed to gain clarity and know whether or not the idea is important. An explanation of an idea should not be explained by the idea maker, but can be explained by anyone in the group.
4. Voting on Ideas: Each member sets priorities to the ideas recorded. If the number of ideas recorded is sufficient, then each member can choose 3-5 ideas that have been recorded on the flip chart. Subsequent ideas are then tallyed to get the ideas most selected by the group members. If there is an equal number of these processes it can be repeated to get an idea that can be sorted prioritized.

As a decision-making technique, Zastrow (1985) states there are several advantages of NGT technique: (1) having a magical game that stimulates the interest of participants; (2) creative tension is stimulated by the presence of others that encourage individual commitment to the task; (3) avoids judgment of the proposed idea; (4) ideas that are not aligned, even contradictory, are allowed; (5) saving time, because it can be activated and inferred at a higher rate of group interaction. What is more important than the NGT process is that the NGT process provides learning to every member of the group that they share the same position, have equal opportunities, no one can limit the ideas conveyed, they are required to pay attention to the opinions of others, and they can be involved in decision making with equal power.

Capacity Building Through Nominal Group Technique

The study to strengthen the capacity of the community to participate effectively in village development planning is done through workshop on capacity building of community leaders in participatory planning of village development in Kondangjajar Village, Cijulang District, Pangandaran Regency. Community leaders who attended the workshop came from among elements of informal community leaders, members of the BPD, head of the hamlet, chairman of the RW, and village government officials. They are the people who are affirmed by the community in Kondangjajar Village, who are often involved in village-level meetings for various activities, including meetings that address the public interest.

Socially they already know each other quite well. Among them there is a view and understanding of each other. They already recognize each other's common characteristics so that they already know the trends of behavior and attitudes of others in a meeting. Likewise, the tendency that some people have to more often than not to think and submit decisions to others. This latter trend can be an indication of a discussion process in group decision making that makes some people unable to express their thoughts. It may be that the thoughts of these people are actually very good and in accordance with the needs of problem solving. Because the situation in the discussion does not give them enough space to argue, then the good thoughts are not conveyed.

In accordance with the stage of the NGT process described in the preceding section, the leaders present were asked to determine the topics to be the focus of the discussion. The criteria of the topic are issues that are being addressed or become a community problem in Kondangjajar Village. By using the brainstorming obtained agreement to select issues about the environment. Although there is still ambiguity on the topic, the participants can agree on the chosen topic.

In determining the topic, not all participants are actively involved. Only 5 participants from 12 participants submitted their opinions and participated in the discussion until the decision on the issue of environmental issues as a topic of discussion. Those who are active are people who seem to be used to speaking in a meeting forum or have good speech in expressing their opinions. The rest of the other participants tend to be more as observers or to reinforce the opinions of other participants in the form of short sentences and others who only express their opinions through the sections that do not look serious but can enliven the atmosphere.

Once the topic is agreed upon, participants are asked to write down their ideas related to the handling of the issue on environmental issues. When writing their ideas, participants are not allowed to talk or dialogue with each other. But in practice the participants talked to each other to discuss the intent of the agreed topic; in which there are also throw-throwing taunts make fun of other participants even while joking. Some even discuss the ideas they have with other participants in the generating ideas that should not have dialogue. As a result, the process of pouring ideas in writing becomes longer than the time it should be. Apparently there are concerns that they pour ideas wrong and not as expected, but they have been informed to be free in conveying ideas. Nevertheless, the hope of getting the thoughts of the participants can be achieved. Each participant succeeded in getting some ideas on the topic in question to be submitted to the forum.

After the agreed time limit, the participants convey the ideas they have written in the group using round robbin techniques. Each participant conveys the idea one by one alternately until the participant's idea runs out. In the process of delivering his ideas, there should be no other participants who comment, ask, or just clarify. But in reality some of the other participants are still doing actions that are not allowed. In some participants, the action resulted in the participant no longer expressing his thoughts freely.

The ideas presented by participants to solve the problems in the environment are quite diverse. The ideas presented by some participants have similarities so that they are not listed more than once. At least seventeen ideas were generated from the participants in the recording stages. These ideas are recorded on a flip chart that can be seen by all participants. During the recording process, participants can learn ideas submitted by other participants as well as assess the feasibility of any ideas recorded for solving environmental problems in Kondangjajar Village. They can assess and learn from other participants in understanding the situation and responding in the form of thought to solve the problems they understand. Indirectly the process provides an opportunity for the participants to jointly learn and understand the condition of the village.

The next stage, which is the stage of discussing the idea. The participants get a chance to explain the ideas it conveys. Explanation of an idea cannot be explained only by the participants who convey the idea, but can also be explained by other participants. The process at this stage is filled to explain the idea, not to question the idea, because it wants to give everyone the opportunity to be able to contribute in the group process without any concerns that the explanation will be mocked or debated. Each participant has the same opportunity to speak and explain the ideas that have been submitted in the group.

In the discussion phase of this idea, participants are not allowed to argue. Participants are conditioned to listen to an explanation of an idea without questioning or arguing an explanation of an idea. Comments that other participants can ask for more detailed explanations in order to better understand the idea so as to assess the feasibility of the idea as a solution. Without arguing, participants can freely and openly convey their thoughts, so statements that were initially unintelligible in the previous stages become understandable.

Although it has been explained about the process to be done by the participants, there are still participants who argue or question, even criticize and blame the ideas submitted by other participants. As this happens, the group discussion process becomes tense and makes the participants more alert because they fear the explanation is wrong. This situation allows the facilitator to mediate the

discussion and to re-explain the process to be done. Once the situation returns to the expected process and the participants are invited to compare it with a discussion process that is colored by debate and criticism, the participants can feel the benefits of the process that should be, that everyone is free to convey the idea's explanation without blame.

After all the recorded ideas are explained and understood by all participants, the next step is to vote to determine the idea that is most appropriate to solve the problem. Each participant is given the opportunity to choose five of the seventy ideas recorded and subsequently in-tally. When choosing an alternative problem solving, participants can choose a form of problem resolution that at the moment identifies the idea submitted by other participants. Ideas submitted by the participants may be better than the ideas conveyed. Selecting ideas from other participants at this stage indicates a consent to the thinking of others.

From the results of tally obtained eight alternatives problem solving, which is then determined five most preferred alternatives settlement that is determined as an alternative problem resolution with the order of priority. The participants no longer just choose the ideas they have. Ideas submitted by other participants and have been described to be an alternative solution to the problem chosen. Participants also have the opportunity to explain their ideas so that they can be an alternative problem solving that other participants can choose. Against this tally result the participants seemed satisfied and were able to receive the results obtained because they had become part of the priority setting.

Taking into account the processes that occur in the nominal group technique (NGT), it can be found the existing condistion of community leaders in Kondangjajar Village that are involved in the discussions so that the process in the NGT will be able to provide learning on the interaction required in the participatory planning process. Such conditions include conditions of proximity, equality, commitment, verity, objectivity, and problem locality. For the aspect of proximity among the community leader it appears that pre-figures have very close social relationship. They can dialogue straightly and do not seem to be hidden. A community leader can explain the background of others well; at least in terms of his family, his position in society, his career's career, and his habits when he was in discussion.

These close social relationships make it easy for the participants to interact personally in groups and raise participants from awkwardness as they know who they are in dialogue with. But also this closeness can be a barrier for a person to express his opinion in a straightforward discussion, in contrast to when dialogue outside the discussion forum. They already have views on other participants about how they will respond to themselves which make participants worried. But when informed that there will be no verbal response to one's thinking, the participants become more straightforward in conveying their thoughts. Close social relationships among participants in the discussion process are needed to build an intimate interaction for a more open dialogue process.

The presence of participants who hesitate to precede other people in expressing opinions or to disagree with certain people openly indicates there is still inequality among them. Moreover, there is an awareness to them about the position of other discussion participants because of his position, age, wealth, or other aspects that make his social status higher than himself; likewise the consciousness of the other. This makes it seem as though among the participants there are inequalities.

The process in the NGT makes the participants to be equal. By reducing verbal dialogue in decision-making, participants only read out ideas that have been written before, so that participants have the same opportunity to convey thoughts in discussion forums. Participants do not hesitate in expressing opinions that occur at the stage of the delivery of ideas and stage of explanation of ideas; unlike during verbal discussions. Participants perceive their existence to each other in equal positions. This condition eliminates the psychological pressure for participants who can hinder the effectiveness of participation.

Participation in planning also requires commitment from participants, both commitment to joint efforts to produce appropriate development plans as well as commitment to the resulting formulation. The commitment in the process is demonstrated by the participants by thinking through the idea of solving the problem seriously in order to produce an effort to solve the problem appropriate and acceptable to

other participants. This earnestness is in accordance with their position as community leaders who are trusted by their citizens to behave in the name of citizens in making development plans. This seriousness has implications for the process and the results of joint decisions.

Commitment to collective decisions indicates a responsibility to the common good that is reflected by the support of common decisions. One of the consequences of the decision-making process by voting is the existence of an unelected alternative, which may be an unselected alternative it is an alternative it proposes. This commitment is related to the commitment to the previous process.

The process within the NGT shows a willingness to commit to a common decision because they have been involved from the beginning of the process. Each participant already has equal opportunities and the same chances to contribute. They realize that if they opinion is not selected as a group choice because of better opinion from other participants as they known in the process so that it is reason enough for them to be able to commit to group decisions.

In addition to commitment, the process of making decisions on participatory planning demands the openness and verity of all parties involved. The parties involved in the planning should be willing to accept the differences of thinking between them. All parties convey the information they possess clearly without any meaning. The experiences, hopes, and interests of each party will influence the thoughts conveyed in the discussion. The existence of different opinions can not be viewed as a form of conflict, but must be addressed to give the best idea.

In the NGT, there appears to be an underlying interest in the participants when conveying their ideas. This is understood by other participants because they do know the conditions that exist in the area where he lived. Like the idea to establish temporary garbage disposal *(Tempat Pembuangan Sampah Sementara/TPS)* for household waste because of there is no TPS in the area where they live, while in other areas already available. Altaough in the final decision when decision making of TPS proposal does not enter into priority, with openness among the participants, the decision can be accepted as a joint decision.

Another aspect that is required in participatory planning is objectivity, that is, planning should be based on actual facts and conditions in society, not on estimates. Accuracy in formulating development programs is dependent on objectivity in understanding the problems and resources. Therefore, for village development planning, the attention should be fully addressed to the daily life of the community ie focusing on community issues so that the plans made can meet the needs of the community.

In the NGT process, although the scope of the problem has been limited to the problems in Kondangjajar Village, the participants tend to be still subjective in viewing the problems that occur. They use their own understanding or based on their subjective experience in understanding the problems in Kondangjajar Village. There has not been a habit of presenting objective data yet, based on the results of the study or using reliable data sources.

Conclusions and Recommendations

Residents of Kondangjajar Village, especially community leaders, tend to develop communication in decision making verbally. Although in the aspect of closeness among community leaders is very close, but there are still doubts about the opinion from the others. They can show respect for others, but in the process of discussion there is still dominating efforts. They can accept collective decisions with openness to their personal attitudes. They still tend to be subjective according to their interests even though they can already limit the problem at the local level.

The recommendation of this study is the reinforcement on the aspect of willingness to listen and observe the opinions of others and objectivity in viewing common problems. Willingness to listen to the opinions of others will make communication more effective. The ability to see the problems objectively makes the plans are made in accordance with the community needs.

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