



## Priority Factors for Community Participation in the Planning Stage of Neighborhood Upgrading Shelter and Sector Project in Bandar Lampung

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### Abstract

The purpose of this research is to identify priority factors for community participation in the planning stage of Neighborhood Upgrading Shelter and Sector Project (NUSSP) in Bandar Lampung. The analytical method used is Analytical Hierarchy Process (AHP) to obtain the priority factors gathered from nine key informants, and factor analysis method to analyze data taken from 101 participating communities in Kota Karang settlement as the case. The result shows that the priority factors causing community participation are: 1) a good cooperation among the key stakeholders involving the local government, the village head, the chairman of the neighborhood association, the community's public figures, and non-governmental organization (NGO) represented in the community self-reliance organization (*Lembaga Keswadayaan Masyarakat/LKM*); 2) community inclusion by the NGO in the LKM; 3) community's cooperative behaviour in the neighborhood; 4) clarity of the program socialization by the local government with an easy-to-understand language; 5) the low-income community in decent life; 6) proper acknowledgement to community opinion; 7) community freedom to speak in the public meeting.

Keywords: AHP; community participation; factor analysis; NUSSP Program

### 1. Introduction

Community participation is one critical factor to succeed Neighborhood Upgrading Shelter and Sector Project (NUSSP). As a community-driven development program, the NUSSP sustainability is very much depend on the involvement of the local people to participate and working together for improving the quality of their neighborhood. The community involvement in this program is important as part of the fulfillment of infrastructure needs in a settlement which conforms society's requirements. Based on the previous research, there were several concepts of increasing community participation in order to improve the quality of settlements optimally, such as communication process and information delivery to the community since the beginning of the implementation until the maintenance period, effective community facilitation for the betterment of village improvement program, the implementation of monitoring program and regular evaluation during the program implementation (Allo, Silas, & Supriharjo, 2010). Allo et al., (2010) stated that there were several causes of community participation deemed necessary from the government perspective, such as labor savings and spending by involving the community, introducing socio-economic development, exercising political capital for the government to increase trust between communities and the government, encouraging community organizations to ensure project continuation against a timely consuming participatory process.

Actually, there are so many factors causing the community eager to participate. Thus, it is important to figure out the priority factors that can be used as a measure of high community participation in the program for improving the quality of slum settlements. Following Maslow's Theory, the community will be motivated to participate if there are a sense of security, social interaction, infrastructure, and means of

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settlement, awards, opportunities for self-improvement and potential, knowledge, society and government (Salam, 2010).

The successful program depends on community participation level. The form of community participation in the planning stage was that the community members have helped this program with their power, idea, and involvement in decision making. This program was based on both top-down and bottom-up development planning approaches. The role of government in the program implementation was just as a facilitator, allocating budget, and hosting training about NUSSP Program with the village community. The community in the NUSSP Program implementation was determined by the direction of program, supervisor, and the available environmental infrastructure that must meet the high-quality level of requirements. This paper aims to identify priority factor for community participation which caused them to participate in the NUSSP in Bandar Lampung.

The context of this research focused on one of the priority urban villages in the NUSSP Program, i.e. Kota Karang. The NUSSP Program implemented in Bandar Lampung City was the NUSSP Program Phase II following the completion of the Phase I implementation in 2006. The selected case study referred to the information from the Development Planning Agency at Sub-National Level (Badan Perencanaan dan Pembangunan Daerah-BAPPEDA) of Bandar Lampung City as the program facilitator which suggested the high community participation practice in Kota Karang compared to the rest five prioritized urban villages, i.e. Kangkung, Pakuon Building, Srengsem, Bumi Raya, and Pidada. This research aimed to figure out the strongest factors causing the community willingness to participate in the NUSSP Program implementation. The research was limited to the planning stage at the village level. The planning activities were completed as a guarantee of the transformation process through controlling the direction of development activities in accordance with the direction of program objectives (Azhari, 2011). The results can be used as a guideline for the government in succeeding the NUSSP Program.

## 2. Literature

Community participation can be defined as the involvement of people in the program or project to solve their own problem. People should be involve in the project to give them the opportunity to decide what is better for their lives (Bens, 1994). Therefore, the involvement of community in a project or program to address social problem has become more commonplace (Poulin & Kauffman, 1995). There are several definitions of community participation in housing programs. Turner (1976) explained in his book entitled "*Housing by People*" about debates on different local participation and development in the rich and poor countries. The more recent practice has exemplified a self-home construction by the under-nourished and over-worked people without credit (Conyer, 2004). In the economic perspective, it is known that local community participation is generally involved in housing programs through design, construction, management, and other stages depending on the level of the activity. Conyers (1994) defined that community participation is a voluntary action based on a public awareness on the development program. In addition, community participation in the NUSSP Program implementation in Kota Karang was seen through the active community participation in forms of giving idea sharing to the program, giving their power to the program implementation, and their presence in all activities to implement the program. Hersey & Blanchard (1986) proposed community participation forms, such as empowerment, capacity building, upgrading program effectiveness, and improving program efficiency.

There are eight levels of community participation ranging from the highest to the lowest levels of government-financed planning works, i.e. community control, power transfer, partnership, penetration, consultation, information, therapy, and manipulation (Arnstein, 1969). Community control is the highest level of community participation whereas the lowest one is manipulation. The following is explanation of each level of community participation:

- a) Control of the community: in this case, community control occurs in all aspects, e.g. environment;
- b) A delegation of powers: negotiations between government and society in decision-making, a single unanimous decision of community representatives to negotiate with the government will be selected;
- c) Partnership: an agreement for various planning and decision-making responsibilities;
- d) Penetration: communities begin to have a level of influence that is beginning to be apparent, but the implementation of community participation depends on the implementation of the priorities set by the elite;
- e) Consultation: the public is given the opportunity to give an opinion but there is no certainty that their opinions are taken into account.

Following the above mentioned categorization of community participation levels, the case of Kota Karang has represented penetration level. During the implementation of NUSSP Program, the community has influenced at the early stage of implementation including the program socialization hosted by the government. Penetration has influenced the level of the community participation that was apparent, but the implementation of community participation depends on the implementation of the priorities set by the elite. Community participation in Kota Karang was influenced by the role of relevant stakeholders, and there was a priority of environmental improvement based on community opinions.

Advianty & Handayeni (2013) explained that the size of slum level in a settlement is closely related to the level of community participation. When the slum level is at the highest level, then the level of community participation is on the third ladder with the role of information sharing. In addition, when the

slum level is at the moderate level, the level of community participation turns to the fourth ladder with the role of consultation moving up the ladder of the fifth participation level is the referral.

Similar to Tallo & Paramita (2015), there are seven capacity components in the community, i.e. (a) community leader: the presence of influential people in the group; (b) community technology: the existence of appropriate community technology to run its role; (c) community fund: the fund collected by and from the community; (d) community material: the existence of facilities in groups for group development; (e) community knowledge: the public view of the expectation of the economic services run by productive economic actors; (f) community decision making: community participation in decision making; and (g) community organization: the existence of community associations belonging to the group of organizations that manage the program.

Furthermore, there were three main obstacles in realizing participatory development: firstly, a structural obstacle, that is a condition where the environment less conducive, creating a hampering participation; secondly, an internal obstacles, that is when the communities lacking initiatives and thus limit the ability to participate; and thirdly, the other obstacles, that is, for example, the lack of information on methods to increase participation (Allo et al., 2010). In reality, the case of the research did not show significant obstacles because the community participation in Kota Karang was quite high than in the remaining priority program locations.

Astuti & Hardiana (2009) explained that there are some activities classified as community participation, such as idea sharing, discussion about good program alternatives, donation of power and materials or other participation forms, and supervision on program implementation. There are several important elements in the successful realization of community participation. According to Syam & Sir (2011), the more elements implemented, the more likely the community participates. Those elements are: (a) the existence of equal participants in expressing their opinions; (b) the advantages to the participants; (c) a balance of power and capacity of community participation; (d) patience to the community in implementing the program; and (e) the ability to learn the past condition related to community participation.

There are many forms of urban slum settlement program implemented, but the most important thing conducted by the government is to invite the community to participate, starting from the proposed program, planning, implementation to the operation and maintenance stages so that the programs are really useful for the community (Effendi & Sudirman, 2013).

The implementation of settlement development must apply the concept of *Tridaya*, as mandated in the Ministerial Decree of Settlement and Regional Infrastructure No. 217/KPTS/M/2002 about the National Housing and Settlement Policy and Strategy (*Kebijakan dan Strategi Nasional Perumahan dan Permukiman/KSNPP*) (Direktur Jenderal Perumahan dan Permukiman, 2002), which regulates the preparation of social aspects in the community, community empowerment, and community-based utilization of basic residential facilities and infrastructure.

Based on the NUSSP Guidebook, some criteria for achieving successful program in the planning stage of program implementation in district villages are:

- a. The formed cooperation of parties involved in the program implementation involving the village head, community activists, community self-help agencies, community self-help groups, and community members;
- b. The formed community's local institution recognized according to the prevailing law, and is independent to the low-income community needs;
- c. The implemented NUSSP principles and values from all parties are considered;
- d. The realized socialization activity from the local government in priority location;
- e. The community joins into the community self-help agency membership to share their idea in improving environmental condition through the program;
- f. The training at a village environmental level with purpose of the NUSSP Program implemented by region management consultant;
- g. The formed community habit to clean life;
- h. The increasing knowledge in the community to tackle environmental problems;
- i. The low-income community has been given a housing micro-credit suitable to their repayment capacity.

### 3. The Research Method

The research method used is quantitative method. The data collection was done through the distribution of questionnaires to stakeholders and community in Kota Karang Village. The sampling technique used was purposive sampling technique for the key stakeholder respondents, and proportionate stratified random sampling technique for the community respondents. The purposive sampling method becomes one of sampling technique with the way not proportional. The other sampling technique was probability sampling technique undertaken through proportionate stratified random sampling technique on the basis of productive age cohort.

The proportionate stratified random sampling method is a technique used if the population has an element not homogeneous and proportionally stratified. Besides, the sampling method included in the probability sampling as it gave the same opportunities for every population's elements to be selected as the sample elements (Soetomo, 2014).

The criteria of selecting sample from the stakeholders group are:

- a. S/he had an active involvement in the NUSSP Program implementation;
- b. S/he had to represent an involvement in the level of sub-district administration and local government institutions;
- c. The caring groups as a community representation of those belong to expertise in their fields.

The following Table 1 shows the number of samples source from the selected stakeholders with based on the abovementioned criteria.

Table 1: The Number of Samples (Stakeholders)

Respondent	Total
The village head of Kota Karang	1
The chairman of neighborhood association in Kota Karang	1
The community's public figures in Kota Karang	1
The head of the local Non-Governmental Organization	1
The head of Physical and Infrastructure Division at the BAPPEDA of Bandar Lampung City	1
The head of Public Works Department in Bandar Lampung City	1
Non-Governmental Organization	1
Planning Consultant	1
Academics	1
<b>Total Sample (Stakeholders)</b>	<b>9</b>

Source: Authors Analysis, 2016

Furthermore, the samples source from the community consist of 101 respondents. The counting some of the samples was based on the sum of the population in every neighborhood association with productive age cohort. The sum of the population in priority district village of Kota Karang was 5326 lives. The distribution was based on the community based productive age in every neighborhood association priority in the implementation NUSSP Program. The following Table 2 shows the number of samples taken from the community of Kota Karang.

Table 2: The Number of Samples (communities in Kota Karang)

Slums Area (RT)	The Number of Community with Productive Age-Based					Total
	A	B	C	D	E	
<b>Village Area I</b>						
RT. 03	1	1	4	1	-	7
RT. 05	1	2	2	1	1	7
RT. 07	-	1	3	1	1	6
RT. 08	1	1	4	1	1	8
RT. 09	1	1	1	4	1	8
RT. 11	1	-	1	2	2	6
RT. 12	-	-	1	3	1	5
<b>Village Area II</b>						
RT. 01	1	1	1	2	1	6
RT. 04	1	1	3	4	2	11
RT. 05	1	1	1	5	1	9
RT. 07	1	-	-	7	1	9
RT. 08	1	2	2	9	3	17
<b>Total Sample (communities in Kota Karang)</b>						<b>101</b>

Source: Authors Analysis, 2016

The information about the A, B, C, D, E symbol above explained about sample distribution with age-based:

A: age range from 13-17 years old

B: age range from 18-25 years old

C: age range from 26-40 years old

D: age range from 40-55 years old

E: age range from >55 years old

The methods of analysis used was Analytical Hierarchy Process (AHP) and factor analysis. Factor analysis applied by using the procedure for identifying some of the variables based on its similarity. The similarity was shown through the high correlation value. The factor analysis method consisted of exploratory and confirmatory analysis methods. This research used confirmatory analysis method because this research have first determined the variables and indicators of research included in the research design (Munir, 2006).

The AHP method was a method or decision making technique with a systematic but complex issue (Saaty, 1987; Syaifullah, 2010). The method was used to analyze the first objective, that is the identification of factor priority to community participation in the planning stage of the NUSSP Program based on stakeholders' perspective. Furthermore, the factor analysis method was used to analyze the

identification of factor priority to community participation in the planning stage of the NUSSP Program and the positive impacts according to the general communities' perspective.

#### 4. The Research Result

This research established research design with two objectives: the formulation of research design source from the last related research and the general guidebook of NUSSP Program. The following Table 3 shows the first objective's variables and indicators.

Table 3. Research Design from the First Objective

The First Objective	Variables	Indicators
Priority factors of community participation	Socio-cultural	Program socialization
		The community has habit to undertake mutual cooperation in their environment
	Program	The community follows activities in the NUSSP Program from the beginning
		The community knows the NUSSP Program purpose
		The implemented principles of the NUSSP Program
		The community knows the location and infrastructure that will become the NUSSP Program priority to develop
		The appropriate community contribution (idea, power, and material) with community power in general
		The community provides place for doing planning activity
		The community gets self-registered in the program activity
		The community has been given a freedom to express their ideas
Institution	The community statement is taken into account with the implementation of idea through environmental needs and recorded in the Neighborhood Upgrading Action Plan document	
	The community gives a training in district administered by village headman related the environmental problem solving	
	The formed local institution in district administered by village headman level	
	The formed cooperation between the related parties (a village headman, the head of local organization, the community self-help agency, the community self-help group, non-governmental, non-governmental organization, and general communities)	
Economy	Low-income community gets micro-credit of housing appropriate repayment capacity	
	Low-income community gets a decent life	

Source: Authors Analysis, 2016

Based on the results of data processing with the AHP method and factor analysis method, the results explained as follows.

##### 4.1 Identification of Priority Factors for Community to Participate According to Stakeholders

The result of data processing using the AHP method found some priority factors inside the community to participate with the highest priority vector value, such as: the formed cooperation between the related parties (a village headman, the head of local organization, community self-help agency, community self-help group, non-governmental, non-governmental organization, and the general communities) (priority vector value: 0,267); the formed local institution in district village (priority vector value: 0,181); the community has a habit to do mutual cooperation in their environments (priority vector value: 0,158); the implemented program socialization (priority vector value: 0,082); the low-income community got a decent life (priority vector value: 0,079); the community statement was taken into account with the implemented of idea through environmental needs and recorded in the Neighborhood Upgrading Action Plan document (priority vector value: 0,052).

This value had significance on the identification of priority factors causing the community to participate in the planning stage of the NUSSP Program based on the stakeholders' perspective in Kota Karang, such as the formed cooperation between the related parties, the formed local institution in the district village, the community had a habit to do mutual cooperation in their environments, the implemented socialization program, the low-income community got a decent life, and the community statement was taken into account. Considering the relevant stakeholders in the implementation of the NUSSP Program in Kota Karang, the community participation occurred because of the formed cooperation between the related stakeholders in the program implementation. Since the community in

Kota Karang has a good relationship with the related stakeholders causing their leading role in the program implementation, so that their good character could be a role model directly to the community stakeholders. Besides that, the community has a good habit to do mutual cooperation in their environment in Kota Karang. The other factor priority caused community participation based on the indicator criteria of the successful program in the planning stage of program implementation according to the guidebook of NUSSP Program.

#### 4.2 Identification of Priority Factors for Community to Participate According to Community in Kota Karang

The result of data processing based on the general communities using the factor analysis method revealed some factor priorities of community participation, such as the community as a member of local institution (factor loading value: 0,884); the community statement was taken into account with the implemented of idea through environmental needs and recorded in the Neighborhood Upgrading Action Plan document (factor loading value: 0,872); the community was given a freedom to express their ideas (factor loading value: 0,85); the low-income community got a decent life (factor loading value: 0,736). The value of loading factor resulted from factor analysis set the previous determinants on variable indicators related to this research. There was called with research design with the source from the guidebook of NUSSP Program and previous research. The analysis factor was done to get information about the community opinions in Kota Karang, especially the participating communities to find out what caused them to participate in the NUSSP Program in their neighborhoods.

The identification of priority factors causing the community to participate in the planning stage of the NUSSP Program referring to the community in Kota Karang includes: the community as a member of the local institution; the community statement was taken into account; the community was given a freedom to express their idea; and the low-income community got a decent life. The result showed that the highest value was that the community was a member of the local institution, because referring to the book of preparation of the Neighborhood Upgrading Action Plan it is explained the parties related to NUSSP Program implementation, such as village headman, community activator, community self-help agency, community self-help group, and communities. Besides that, the other variables with value variables which were a source in one of indicator-variable determinants in the research design, and these variables had strong contribution to the success of NUSSP Program. The stakeholders and community had no many different opinions since they have shared similar perspectives on the planning stage of NUSSP Program in improving the quality of slums.

### 5. Conclusion

Priority factors for community participation in NUSSP planning stages in Bandar Lampung by stakeholders and communities are established through collaboration between related parties, i.e. village headman, community organizations, non-governmental organizations, self-help groups, and communities. Local institutions established at the village level are managed by village headman and community leaders as members of local institutions. The community is accustomed to cooperate through socialization programs. The relationship between the community and stakeholders is well established in the program implementation process, making it easier for the discussion to find the best alternative in completion and fulfillment of the program. Communities as members of local institutions in the implementation of the program will be more responsible as they are both program implementers and beneficiaries. The government can play a role in providing socialization, so that people know the existence of the program. Socialization must be accompanied by community participation through a statement about the condition and needs of the community.

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