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A MODEL FOR COMMUNITY BASED MANAGEMENT PROJECT  
a guideline for establishing  
a sectoral project at local level

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Institute of Human Settlements  
Agency for Research and Development  
Ministry of Public works

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A MODEL FOR COMMUNITY BASED MANAGEMENT PROJECT  
(a lesson taken from PSWS demo project)

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The Public Standpost Water Supply Demonstration Project is an action research project to develop a model for participatory project planning which takes into account the roles of the community as the key component to step to broader development activities. This project is carried out in collaboration between The Indonesian Ministry of Public Works and International Reference Centre for Community Water Supply and Sanitation, and took place in Regency of Majalengka, Regency of Cirebon, Municipality of Cirebon)

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#### 01. THE NEED FOR PARTICIPATORY PLANNING

The word top down planning and bottom up planning very often are used to denote a planning which is centrally decided or planning which is planned and decided by the Government and planning which is planned and decided by the Community, respectively.

In practice, the experience demonstrate that what are planned by the Government are not always accepted by the targeted community and vice versa.

In the case where the top down planning is imposed then what is likely to be happen is that the result of the project is not appreciated and properly utilized or maintained by the community.

On the other hand where the bottom up planning is practiced very often is rejected by the authority.

The main reasons which have led to that situation among others is, when the decision is purely on the hand of authority the project very often does not conform to the needs and priorities of the community, but when the decision is purely in the hand the community very often the project will be lacking of nationwide perspective and technically inferior.

Taking into account this situation the relationship between top down and bottom up planning need to be established in order to fill the gap between the two. On that basis a participatory project planning which accomodate the aspiration of the Government and the Community has to be developed.

## 02. THE LEGAL BASIS

The legal basis upon which the model for participatory project planning is developed are :

- a) National Basic Guideline 1983, which emphasizes the roles of the Government as "facilitator" in housing and settlement development.
- b) Ministerial Decree No 4/1981 (Inmendagri No 4/81) which encourages bottom up planning takes place in the villages
- c) Presidential Decree No 28/1980, the establishment of LEMD (Community Resiliency) as a means for community participation

## 03. THE PHYLOSOPHY

A community which is invited to take part in the development process of the environment particularly in the implementation stage or operation, maintenance and repair stage as commonly practiced to day is usually claimed as "community participation", although without any chance for the community to express what they want and what they don't want

In this situation the concept of community participation has been misused and even narrowed down as merely a tool to mobilize the community to do for others.

In this paper "community participation" is contualized as "ideology of development". Therefore, its basic element is awareness of the community to assess the situation and having

right of say concerning their situation.

So community participation has to deal more with decision rather than just with implementation and utilization.

It involves the community in the whole process of development right in the beginning, in defining the problems and setting the priorities until the operation, maintenance and repair stage in three levels as follow :

- a) involves in taking the decision
- b) involves in implementing the decision, and
- c) involves in assuming responsibility of the development

Among the three involvement, the emphasis is the involvement in taking decision<sup>1</sup>.

Nonetheless, the degree of involvement of the community in taking decision, in implementing decision and assuming responsibility varies from one to the others according to local condition (physical, social, economic)

level \ process	Defining problems	Setting priorities	Planning prog	Design	Const	O+M+R
taking decision	+	+	+	+	+	+
impl decision	+	+	+	+	+	+
assuming respons	+	+	+	+	+	+

Chart 1 : Relationship between process of development and level of involvement

This chart demonstrates that in order to get a good community participation, the community has to be involved in three levels, taking decision, implementing decision and assuming responsibility, although the degree of involvement is not necessary the same in each level.

1. Taking decision does not necessarily mean actual involvement the decision making process but also includes appreciation of decision which has been decided.

After all community participation has to put the community as the "subject" rather than as the "object" in the development process.

#### 04. THE CONCEPT

Among others, sense of belonging very often is put forward as the rationale of community participation which in turn will ensure the operation, maintenance and repair of the completed work/services.

That is particularly true when the sense of belonging is considered in connection with conformity to the needs and priorities, but community needs and priorities are not easily defined by outsiders.

Besides, a gift will remain a gift, although it might create or generate a sense of belonging as it might have some degree of conformity to the needs and priorities but it is still something which is planted by others and of course has no root in the community

But when a community is led to solve their own problem, then each step of the development will a learning process for them to have better understanding of their situation which in turn will change the community internally.

And as the community change the behavior also change and subsequently their needs and priorities also change.

So, it is quite convincing that the most important is not the sense of belonging but being part of the work itself. In order to bring the community to be being part of the work it has to start from the philosophy of the community participation which accomodate sharing of works, roles and responsibilities among actors involved.

Moreover, it also requires the estafette transfer of the roles and responsibilities of the actors involved at different levels including the community, which lead into decentralization.

That means, the role of the Government shifts from being provider to facilitator

## 05. THE METHODOLOGY

### a) The Actors

As indicated before, that the important point in establishing a development project is the issue of "who decide" which is strongly associated as being part of the work

In this paper, therefore, the actors involved are classified in threefold :

- The main actor : The actor who conveys the message
- The participant : The actor who receives the message
- The facilitator : The actor who facilitates the development progress to take place.

The concept of main actor, participant and facilitator, however, is an abstract concept to make the distinction of the actors in relation to their function in particular step of development, which in turn will ensure the transfer of responsibilities as each actor subsequently will be the main actor as well (see the steps)

Finally the community will perform as the main actor who carries out the actual work/development and facilitated by the authorities.

### b) The Steps for Participatory Project Planning

The step which are demonstrated in the following pages basically can be grouped in four stages as follow :

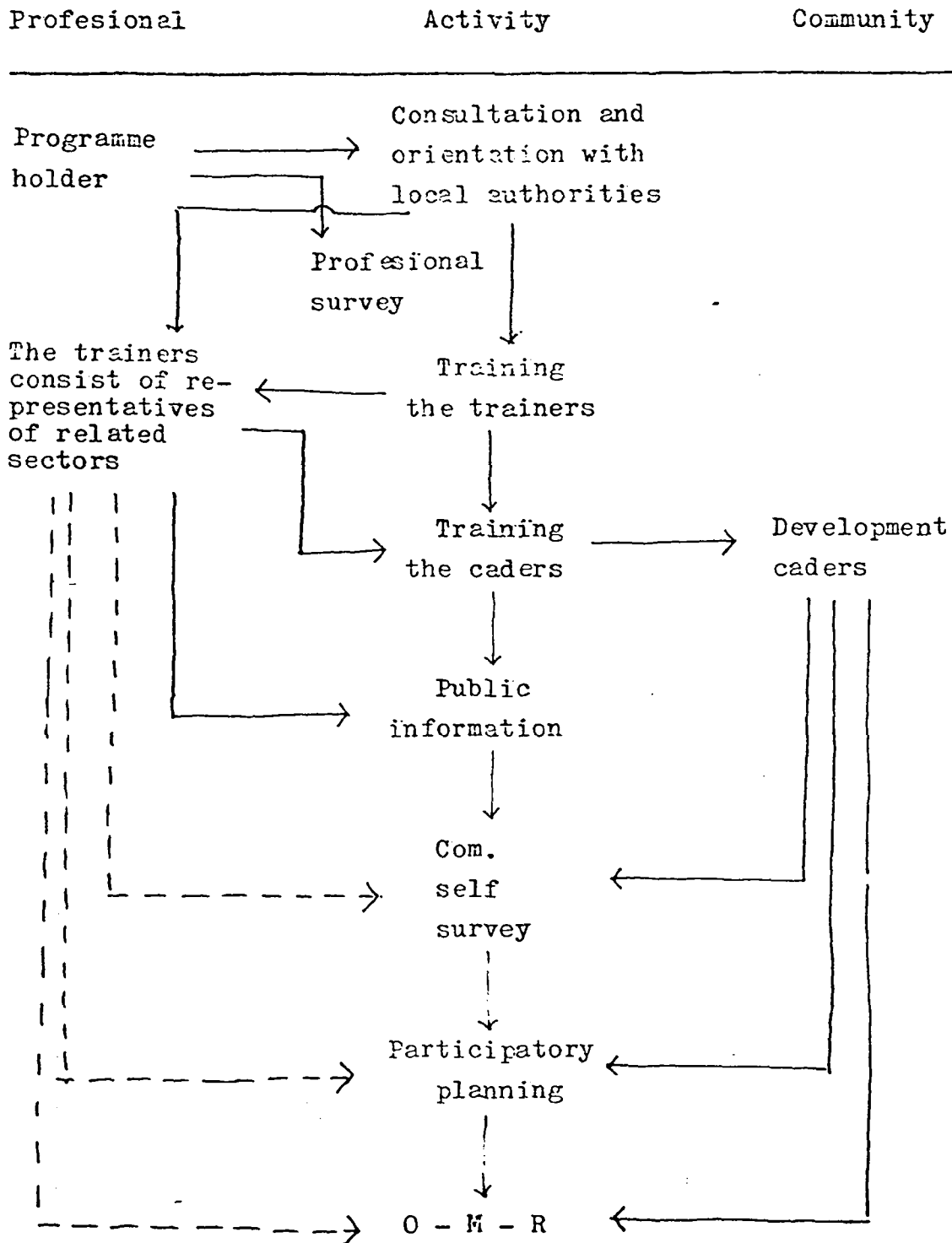


Chart 2 : General Development Framework

First Stage :

Mainly aiming at involving the local authorities in order to get general supports in handling the project and training the trainers and cadets to carry out and follow up the project.

The first stage includes :

At Province Level

## Step One - Consultation with Provincial Authorities

Objective : To draw general supports and establish coordination

Main actor : The programme holder

Participant : Pembina LKMD/PKK at Province level

## Step Two - Cross sectoral and programme meeting

Objective : To draw general supports and integration of programme

Main actor : Bappeda DT I

Participant : Related sectors and programme holders

Facilitator : The programme holder

At Municipality/Regency Level

## Step Three - Consultation with Authorities of the Municipality/Regency

Objective : To draw general supports and establish coordination

Main actor : Bappeda DT I

Participant : Pembina LKMD/PKK at Municipal/Regency level

Facilitator : The programme holder

## Step Four - Cross sectoral and programme meeting

Objective : Integration, synchronization and consensus of handling the project

Main actor : Bappeda DT II

Participant : Related sectors and programme holders

Facilitator : The programme holder



#### Step Five - Establishment of Trainers

Objective : To select and assign the trainers  
 Main actor : The Mayor/The Regent  
 Participant : Related sectors  
 Facilitator : The programme holder

#### Step Six - Training the Trainers

Objective : To form a group of trainers trained in  
 participatory project planning  
 Main actor : Dinas Kesra  
 Participant : Selected representative of related sectors  
 Facilitator : The programme holder  
 Related sectors

#### At District Level

#### Step Seven - Consultation with District Authorities

Objective : To draw general supports and consensus  
 of the plan of action  
 Main actor : Bappeda DT II  
 Participant : Pembina LKMD/PKK at District level  
 Facilitator : The programme holder  
 The trainers

#### Step Eight - Cross sectoral and programme meeting

Objective : Synchronization of plan of action among  
 programmes/projects at District level  
 Main actor : Camat  
 Participant : Related sectors and project officers  
 Facilitator : The trainers

#### Step Elevent - Training the Cadets

Objective : To form a group of community development  
 cadets who will act as mediator/motivator  
 for the community in the development process  
 Main actor : Camat and the Trainers  
 Participant : Representatives of the community  
 Facilitator : The programme holder and Related sector

At Sub District Level

Step Nine - Consultation with Sub District Authorities

Objective : Consensus of detail plan of action and exact location

Main actor : Camat

Participant : LKMD, PKK, LED

Facilitator : The trainers

Step Ten - Establishment of Development Cadres

Objective : To select the development cadres nominated by the community

Main actor : Lurah

Participant : LKMD, PKK, RW, RT, outstanding persons in the community

Second Stage :

Mainly aiming at conditioning the community and carrying out the participatory planning

This stage includes :

At Community Level

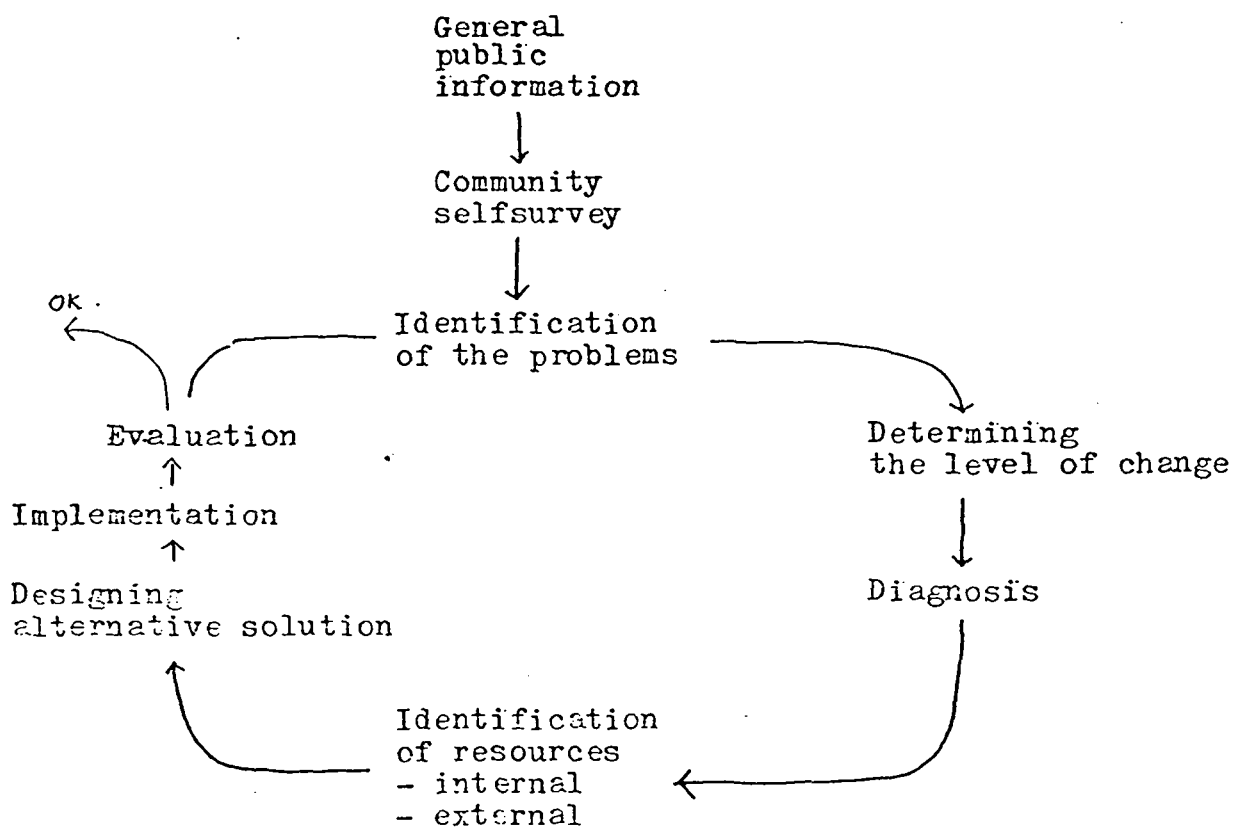


Chart 3 : Guided Process for Participatory Planning

Step Twelfth - General Public Information

Objective : To stimulate the felt need  
 Main actor : The cadets  
 Participant : The village inhabitants  
 Facilitator : The trainers  
                   The programme holder

Step Thirteen - Community Self Survey

Objective : To identify the problems, obstacles and  
                   potential of the community  
 Main actor : The cadets  
 Participant : The household of targeted community  
 Facilitator : The trainers

Step Fourteen - Community Gathering 1

Identification of the problems

Objective : To get consensus of the problem formulation  
 Main actor : The cadets  
 Participant : The households  
 Facilitator : The trainers  
                   Related sectors  
                   The programme holder

Step Fiveteen - Community Gathering 2

Determination of level of change

Objective : To get consensus of the direction of  
                   the development and level of services  
                   required  
 Main actor : The cadets  
 Participant : The households  
 Facilitator : The trainers  
                   Related sectors  
                   The programme holder

Step sixteen - Community Gathering 3

Diagnosis

Objective : To find the obstacles which prevent the level of change to occur before

Main actor : The cadets

Participant : The households

Facilitator : The trainers

Related sectors

The programme holder

Step seventeen - Community Gathering 4

Identification of resources

Objective : To get consensus of the contribution of each member of the community and possible resources from outside

Main actor : The cadets

Participant : The households

Facilitator : The trainers

Related sectors

The programme holder

Step eighteen - Community Gathering 5

Design alternative solution

Objective : To get consensus of the physical target of development

Setting the development committee to carry out the construction on the field, and the operation, maintenance and repair of the product.

Main actor : The cadets

Participant : The households

LMD, LMD, RW, RT

Facilitator : The trainers

Related sectors

The programme holder

Third Stage :

Mainly aiming at the implementation of the alternative solution agreed in the step 18

This stage includes :

Step Nineteen - Community Gathering 6  
Construction

Objective : To discuss the management of the construction of the services as agreed and planned in the step 18

Main actor : The development committee

Participant : The households

Facilitator : The cadets  
The trainers  
Related sectors  
The programme holder

Fourth Stage :

Mainly aiming at the evaluation of the project by immediate actors involved

This stage includes :

At Sub District Level

Step Twenty - Village Gathering 1  
Evaluation

Objective : To have internal evaluation by immediate actors involved in order to increase their confidence which in turn will sustain the community self reliance  
And to seek possible improvement in the future

Main actor : The lurah

Participants : The cadets, LKMD, PKK, LMD

Facilitator : The camat  
The trainers, Related sectors  
The programme holder

Note :

The document of alternative solution defined in the step 18 should include :

- a. The design of the facility/services
- b. The description of the works and technical specification
- c. The budget planning and resource allocation
- d. Planning for operation, maintenance and repair after construction, including the organization.

This document could be sent to Camat or even higher as a "project proposal"