

Microplanning in the Neighborhood Upgrading Program: Creative Connectivity of Community in the Poor Settlement

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Abstract: Microplanning is a process which seeks to build linkage between local and central need (or between local program and National Policy) and so to reach consensus among participants on priorities. This method is usually used in a small-scale community-based upgrading programmes. Microplanning has been a tool for the poor people to include and participate in the settlements development, which enables programmes for neighborhood upgrading to be prepared locally and collaboratively, since the planning process. Therefore, this will be a tool for sustainable rural settlements development, which generates transformation of attitude, encourages self-community management and entrepreneurship. The research aims to identify the stages of community in conducting microplanning method in PLPBK (Poverty Alleviation Program) and to analyse the spatial patterns of relation between community and space. This research used the method of PAR (Participatory Action research) where the researcher involved in the process as a Planning Assistant Expert. The results of PLPBK-ND document have shown that there is a strong connectivity between community organization involved in the Program as well as connectivity between space and social life and activity of community.

Key words: Neighborhood upgrading, microplanning, settlements, connectivity, poverty alleviation.

1. Introduction

Microplanning is a community-based process in design and development, which enables programmes for neighborhood upgrading to be prepared and implemented locally, collaboratively and quickly. This process is based on building the capacity locally to manage upon decision as well as implement project work [1]. Because of its collaborative conduction of the process, this planning method is belief to improve community organisation capacity of the neighborhood, especially in the poor rural settlement. Empowerment of the community organization plays important role in strengthening planning sustainability. Difficulties of the poor rural settlements in escaping from the poverty are usually due to limited empowerment of the community organization. This is partly because of community organization and institution established in

the poor rural settlement does not have opportunity for having access to *social inclusion; empowerment, and security* [2]. Therefore, this needs model of community empowerment for slum settlements or sustainable poverty alleviant [3, 4].

2. Connectivity between CBOs (Community-Based Organizations) and NGOs (Non-government Organizations) in the Process of Neighborhood Planning

Microplanning can be included in neighborhood planning, where planning is conducted by bottom-up planning; community-based and involves the development of plans and programs by and for community residents themselves. Therefore, neighborhood planning leads to community empowerment [5]. Chekaway stated that the type of organization is known as a CDC (Community Development Corporation). In some cases

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of community-based housing development, the terms are defined as CBO, which are self-managed by local residents. In the community-based planning process, the CBO is associated with NGOs, which are organized by outsiders, usually from higher-income social sectors based in major cities and often by foreigners [6]. On one hand, NGOs have basic relationship with CBOs, but on the other hand they have relationships with supra-local organizations of state and market-based, national, and international kinds.

Connectivity between CBO and NGO in the process of planning can be recognized as four intrinsic advanced roles of the NGOs as follows [6]: (1) Communication role, where by their high access to electronic communication, NGOs have extraordinary possibilities for sharing experience and information to the CBO; (2) Networking role, where NGOs have relative freedom for communication, make them easier for having contacts and networks with individuals, groups and local organizations with similar aims and views; (3) Mediation role, where NGOs are in a better position to be trusted by those who are suffering from poverty and marginalization. They are relatively independent from both state and market forces; and (4) Coordination role, where by their roles as managers or as community developers as the non-directive, consultative and mediating roles, this makes it possible for NGOs' coordination of public agency roles in project development

3. Connectivity between Community and Space in the Neighborhood Planning

Product of planning, which results from community-based approach and collaborative approach, tends to have high degree of connectivity between society and space. This creates space with social content and society with spatial content, as recently the paradigm of space tends to be *space as being without social content and society without spatial content* [7]. Space is a function of the forms of social solidarity and those are in turn products of structure of society.

Connectivity between community and space can be seen in terms of Hillier and Hanson [7]: (1) Spatial Configuration, where according to Hillier and Hanson [7], a spatial configuration is the degree to which the ordering of space appears as a conspicuous dimension of culture. Organisation of community can be seen within the spatial configuration; (2) Correlation, where in the traditional system, correlation is the result of a strong integrating core that links the interior of the system with the outside, thus producing more journeys through the system. So, integrating space is a part of shortest route, but might be shallower to other spaces; (3) Hierarchical forms of spatial arrangement, where hierarchisation of space was good for relation among groups, and that space could not be important to society by virtue of being identified with particular, preferably small group, who would prefer to keep their domain free of strangers; and (4) Territoriality, which the organization of space by human being is said to have originated in and can be accounted for by a universal, biologically determines impulse in individual to claim and defend a clearly marked "territory", from which others will be selectively included

4. Menuran Village as Field Survey and Methodology

Menuran Village is located in the Baki District in Sukoharjo regency, Central Java, Indonesia. It consists of 4 dusun/kabayanan and 9 Community Units (RW: *Rukun Warga*) and 29 neighborhood Units (RT: *Rukun Tetangga*), situated about 10 km South of Sukoharjo regency. The study area covers 234 ha with a poverty rate of approximately 34.36% and population of 1,844 people in 2010 [8].

General characteristics of the area are [8]:

- Domination of agricultural land use in about 50% of the study area (116 ha), which consists of 80 ha of wet paddy field, 30 ha of corn field, and 3 ha of fertile fruit field. Around 30% of the people work in the agricultural sector.

- The Industrial sector in the area consists mostly of home industry, which produces bricks, nata de coco, furniture, guitar and kulinaire goods. In RW II and RW III 70% of the people are working in the brick sector.

- Other income generating activities are farming and working as a government officer.

Community-based Human Settlement's Planning—Neighborhood Development (PLPBK-ND = Perencanaan Lingkungan Permukiman berbasis Komunitas) has been initiated by the Ministry of Public Work through the PNPM (National Program of Community Empowerment) and an advanced urban poverty alleviation program (P2KP advanced), supported by the World Bank. This is an Indonesian government's program, which introduces comprehensive community

development as well as human settlements development for achieving sustainable social life and health, productivity, identity and harmony. The focus of PLPBK-ND program is to strengthen and to empower social capital through development of universal value and local knowledge; to strengthen community services and to initiate community entrepreneurship in creating resources for human settlements development. Outputs of this program are development of participatory human settlements planning documents called RPLP (Community-based Human Settlements Macro Plan) and RTPLP (Community-based Human Settlements Micro Plan, community institutions development and implementation).

The stages of the program of PLPBK-ND are as follows:

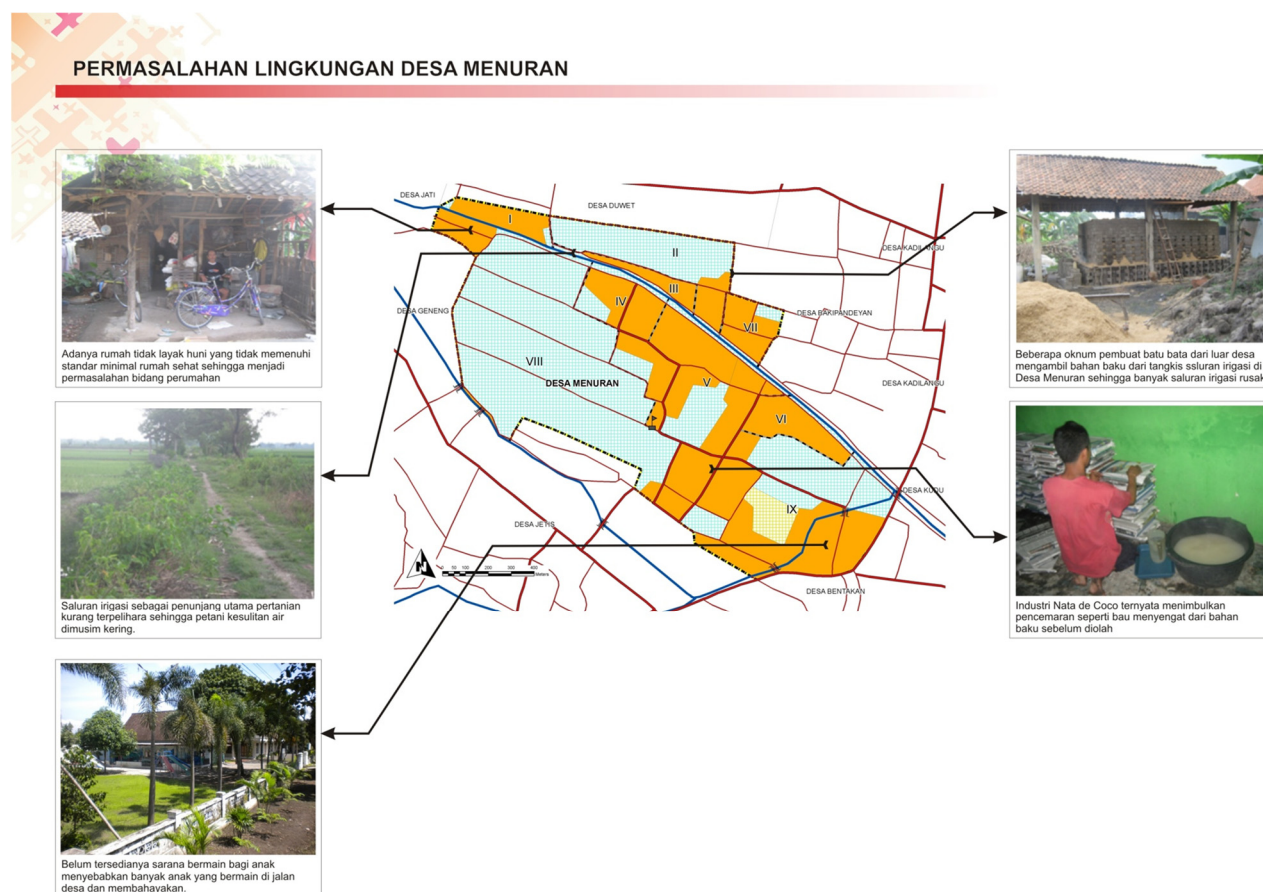


Fig. 1 Map of potencies and problems of Menuran Village.
Sources: Ref. [4].

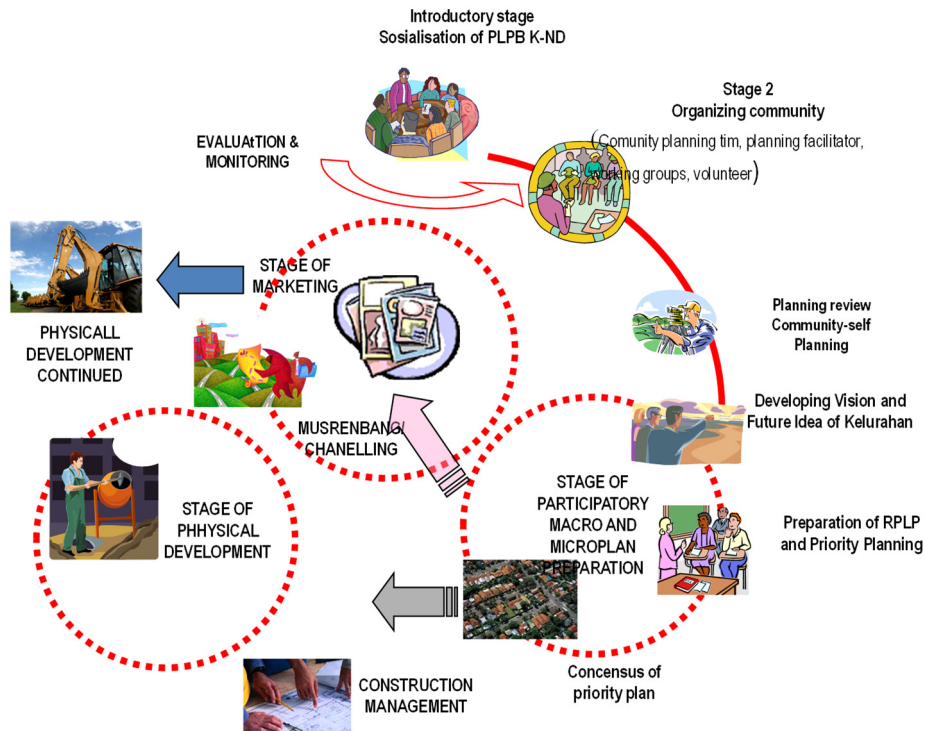


Fig. 2 Circles of planning in the PLP-BK-ND.

Sources: Ref. [9].

5. Results and Discussion

5.1 Connectivity Between CBOs and NGOs in the Process of Conducting Microplanning in PLPBK

The preparation of Microplan in PLPBK Program started by development of community organization called TIPP (The main Participatory Planning Team: Tim Inti Perencanaan Partisipatif). Correlation between any parties in the TIPP is as follows:

The actors/institutions of PLPBK-ND are as follows (see Fig. 3 below):

The Main Participatory Planning Team (TIPP), which has a role as community-based organization is an ad hoc committee, which consists of the community empowerment bureau—Development Unit (BKM/UP-UP: Badan Keswadayaan Masyarakat—Unit Pembangunan) and interest group, supported by the Participatory Planning Assistant (TAPP: Tenaga Ahli Pendamping Perencanaan). During the implementation of the program, TIPP gets help from working Groups (POKJA) and Volunteers.

The consultant of PNPM including Facilitator of

PLPBK, city coordinator plays a role as NGOs, connecting CBOs to the technical team in the Regional levels. This also plays a mediation role, coordination role, networking role and communication role

5.1.1 Preparation of Participatory Macroplan

Macroplan is the document for developing future plan of the Village for the long-term periods (20 years). This process started by conducting planning review for integrating and synergizing the planning in the village level to the planning in the district level or regency level such as the document of RTRW (General Spatial Plan) of Sukoharjo Regency; and RDTRK (Detailed Spatial Plan) of Baki District and the document of medium terms program of poverty alleviation of Menuran Village. The NGOs play a role as mediation of TIPP as CBOs and Local Government in communicating the planning direction of the regional level to the village level

Community self-mapping (PS: Pemetaan Swadaya) is the process of identification of problems and potencies of several aspects of development such as:

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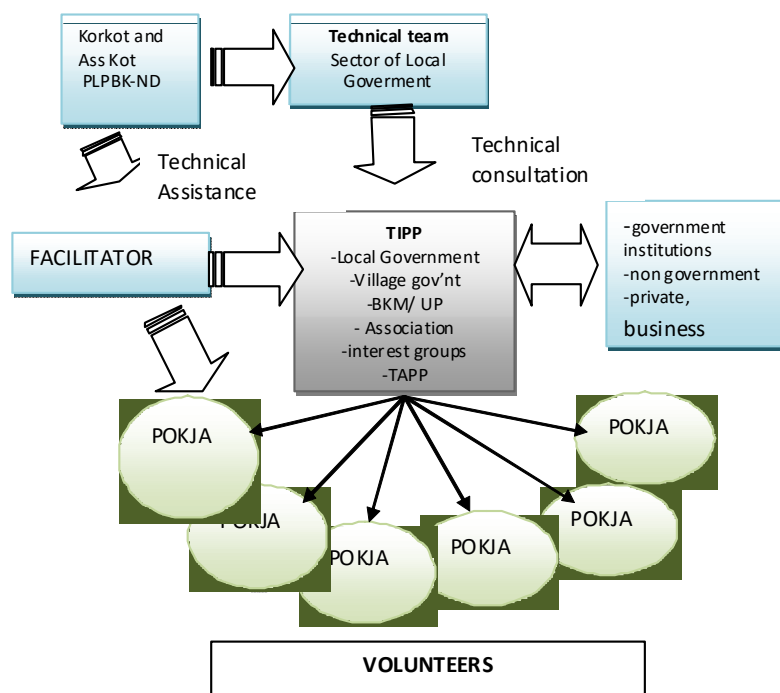


Fig. 3 Development Committee of PLPBK-ND.

Sources: Ref. [9].



Fig. 4 Process of community-self mapping of several aspects of development and in the RW level.

Photo author: Astuti [4].

infrastructure, housing, economy, social institution and public services. The process was conducted by TIPP and POKJA as the CBOs, assisted by the Planning Assistant Expert (TAPP). The NGOs (facilitators) play a role in communication to the CBOs in transferring information to the community related to the issue of environment and society. The next process was developing vision and mission of the village. This forum was organized by FGD in the 9 RWs (community units). The facilitator plays as NGOs, having communication with CBOs and community.

5.1.2 Preparation of RPLP (Macroplan) Document and Consensus of Priority Location Plan

Macroplan is the long-term development plan overall Kelurahan Menuran, which was developed by

participatory planning through development of strategies and plans according to potencies and problems of the area and resulted from the community self-mapping. The stage of Macroplan is finalized by consensus of priority plan to be used for the basis of planning of the Microplan (RTPLP) for the period of 5 years development plan. Consensus for priority plan resulted from the community forum called *rembug warga*, which was attended by about 50 stakeholders. From the *Rembug Warga*, this was decided that area of RW II and III of Menuran Village, regarded bricks home-industrial settlements as a priority plan. NGOs (facilitator) have an important role as mediating people in case of no consensus among community in the discussion forum. They also have a role as developing

communication between TIPP and stakeholders before the forum was conducted.

5.1.3 Preparation of Participatory Microplan (RTPLP)

Preparation of Microplan document was basically preparation for a medium-term plan of the priority plan for the period of 5 years. The priority areas of RW II and III Menuran Village were used for the basic data. Several programs of developing home-industrial area of bricks industry were developed including physical environment program, social-institution development program (brick cluster development), and economic development (capital improvement and increased access to financial resources). Microplan document was therefore brought to the public hearing forum for consensus building among community as a part of actor of development. The role of NGOs (facilitator) is very important in this stage because he plays communication role by transferring information of Microplan of RTPLP to community as well as networking role as transferring information and result of community-based planning to the local government for integrating and synergizing programs. This is the early channeling stage, in which the programs will be communicated with the local government and other parties through Musrenbang Forum and Marketing stages.

5.2 Spatial Configuration between Community and Space

Result of Microplanning preparation is document of RPLP as a long-term Development Planning and RTPLP as a medium-term Development Planning of priority area as Bricks Home Industrial Settlements in RW II and III. Product of document shows connectivity between society and space as a kind of moral science of design. It is moral in the sense that the products of document have resulted from the basis of some consensus among stakeholder acted by TIPP. Whenever, science is that its action must be seen to be based on some kind of analytic objectivity, because the document of planning was conducted through

facilitation of TAPP as planning expert, planning assistant and village facilitator.

The study area is characterized as a poor rural settlement dominated by home industrial economic activity of brick home-based industry. From the existing area of rural settlements there are some connections between community and space. This study identified spatial configuration of the area as follows:

Economic activity of Bricks Home-Based Industry creates a strong connectivity between the community and space. Typology of houses in the bricks industrial settlements is characterized as follows:

- (a) Houses with the single residential function
- (b) Houses with the multifunction as residential and production space, which have 2 types:
 - Houses with production space indoor;
 - Houses with production space outdoor (in the backyard or frontyard).
- (c) Houses with the single function for residential and sharing production space with others. This type of houses is usually identified as houses, which do not have enough space of backyard or frontyard. The sharing space is usually with the next houses or with the local street. Therefore, this situation causes the crowded area in the local street, where the local street therefore has a multifunction as access and production space.

Fig. 5 shows that the groups of settlements in brick home-based industrial settlement, configures of: houses without production space; houses with production space; production space apart from houses; and multifunction street as production space and public local access. In a wider area of settlement configures of several groups of brick industrial settlements with the communal brick fire facilities in between, the brick fire facility has function of firing the bricks after pressing process. Some brick fire facilities can be found spreadly in the settlements area.

The connectivity of Community and Space is also expressed in the Planning Document of RTPLP. This planning has been conducted by several consensus

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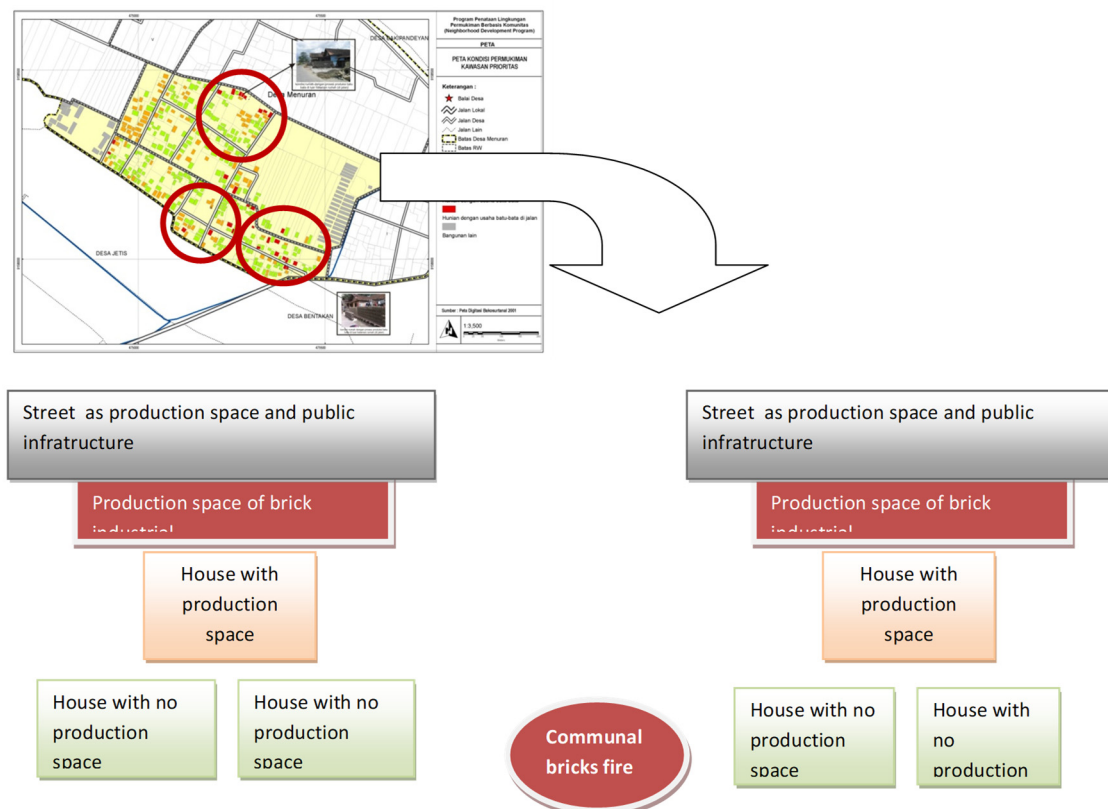


Fig. 5 Configuration of space of a cluster of bricks home-based industrial settlements in relation to another cluster.

Sources: Ref. [4].



Fig. 6 Situation of bricks home-based industrial settlement.

Sources: Photo author of Astuti [4].

process since in the beginning until public hearing process. The planning document makes intervention of the rural settlements development without changing the cultural and lifestyle of the community. Some facilities need to be provided for development of spatial as well as economic activity in this area, such as: communal brick fire facilities for communal production of brick industry and cooperation building. This mostly relates to the future program of the area to develop cluster of brick industry. Therefore, new configurations have been developed as follows:

Fig. 7 below shows the future development planning of the area resulted from the microplanning process.

The purpose of new development of the area is not for changing the economic and social life of the community, but for providing the community with facilities to improve social and economic welfare. The 20-year plan of the area shows that the area is predicted for development of “Brick-industrial Tourism *Kampung* (Settlements)”. Some facilities are developed such as cooperation building, which is a multi-function as community center; welcoming gate of Kampung Improvement Program, and other physical, social and economic development. Therefore, new configuration of settlement which will be developed in the future is as follows.



Fig. 7 Future development planning of the area resulted from microplanning process.

Sources: Ref. [10].

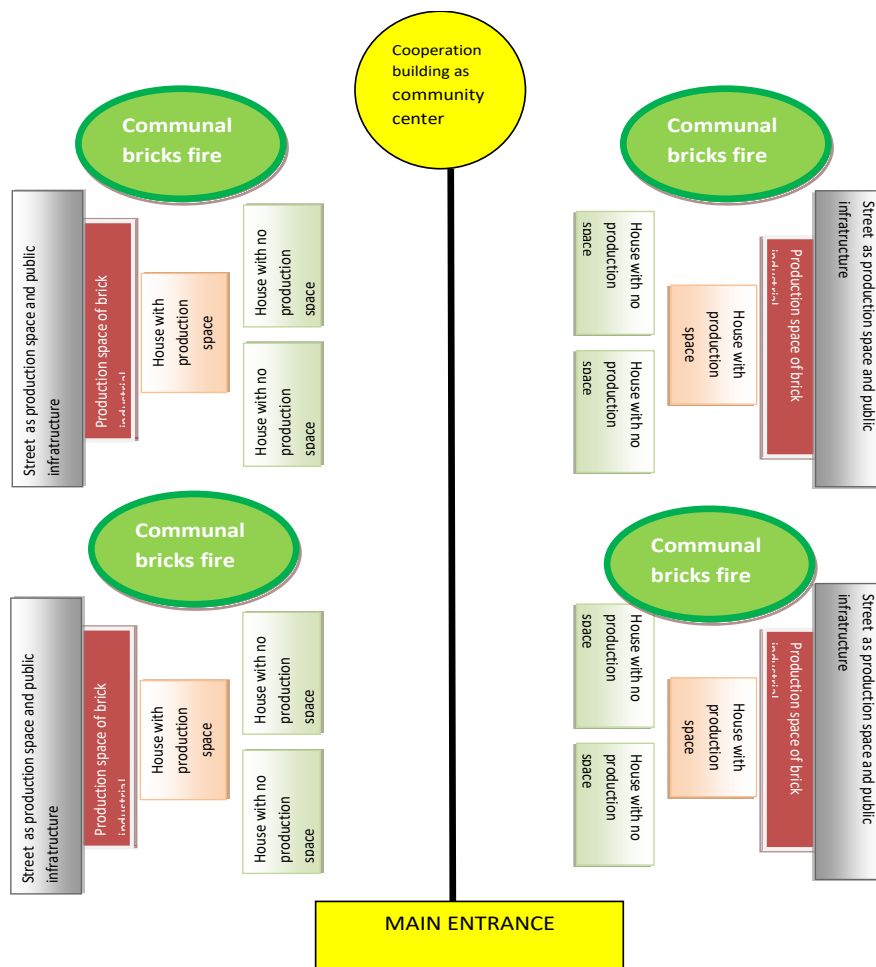


Fig. 8 Future collaboration of space of Menuran Village.

Sources: Ref. [4].

6. Conclusion

Microplanning is a community-based process in design and development, which enables programmes for neighborhood upgrading to be prepared and implemented locally, collaboratively and quickly. The process, which was started from development of Planning Team (TIPP); conducting community self-mapping; preparing planning document became a long process, and consists of community consensus in every stage. The process of community-based planning shows correlation and connectivity between NGOs, which includes facilitator and consultant of PNPM with the CBOs, which consists of TIPP and their team. Correlation of NGOs and CBOs can be stated as communication role, mediation role, networking role and coordination role. This has role for enhancing community empowerment, which in turn leads to escaping the rural settlement from the poverty.

The Products of Planning, which results from collaborative approach, tends to have high degree of connectivity between society and space. Stronger connectivity can be seen from configuration of space in the area of study, which has been developed for a long time since the beginning of becoming the settlement as a brick home-based industrial settlement. Intervention through planning process will not change the socio-cultural life of the community, only facilitating and accommodating the future development of the area.

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- (5) PNPM Mandiri Perkotaan;
- (6) Village facilitator;
- (7) All parties which cannot be mentioned.

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