

BRIDGING PARTICIPATION: MANAGEMENT OF PARTICIPATIVE PROGRAMS BASED ON BEHAVIOR IN LOCAL GOVERNMENT AT LAMPUNG PROVINCE

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Abstract

Participation is an approach that got to be a drift within the plan of government programs related to social welfare. Through the interest of community empowerment, impact is anticipated to seem in expansion to the accomplishment of program yields. This think about points to decide the shapes of interest that developed from government programs and community behavioral variables that decide the victory of cooperation and community interest demonstrate based on behavior that can be raised in arrange to overcome the issues of support. The sort of inquire about utilized in this inquire about is clear inquire about with subjective approach and by applying numerous strategies of information collection, such as the ponder of information auxiliary and perceptions. Information investigation in this consider utilized Milles and Huberman subjective information examination strategy.

This result of the investigate appeared that developing typology of interest within the administration of open support program in Lampung Province is found within the region of non-participation, chance taking and association. Conditions of cooperation that happens is additionally driven by calculate of open behavior that comprises of three components, to be specific; (1) Certainty or a chance to take part. (2) The capacity to take part, and (3) Readiness to take part in each action, which is decided by the nearness or nonattendance of the important intrigued. Within the conclusion, the interest of behavior-based administration show is built by receiving the concept of community engagement and individual engagement.

Keyword: Community Participation, Government Programs, Community Behavioral

INTRODUCTION

The government is empowering the local development through a few programs that contain empowerment interest. In any

case, a different form is found within the usage of arrangements and programs in a few divisions, for occasion is the instruction division, which participation is risen within the shape of decision of individuals of the school committee and the joint arranging

between the school committee and the school (Menno, et al., 2014). Other illustration is the unmistakable cooperation in squander administration collective awareness to sort rubbish, reuse and change squander into compost (Dhokhikah, Trihadiningrum, and Sunaryo, 2015), destitution (Apriyanti 2011) and forest administration (Alfitri, 2005). Arranged interest is additionally showed up in programs of foundation advancement in provincial and urban regions.

Different programs such as participation appear distinctive indications, counting raises pseudo interest, the cooperation of regulatory, or indeed the disappointment to hold a support (Muslim, 2017). It too demonstrates the contrast between natural interest (endogenous exertion by community activists to bring almost alter) and interest initiated (large-scale endeavors to plan cooperation at the neighborhood level through programs and ventures) (Mansuri and Rao, 2012). In other setting, participation happened too appears that it still not be able to reinforce the relationship between the organization and the collective capabilities that drive collective target bunch for carrying out the method of participation (Pelencia, Bassile, and Ceruti, 2015). In the angle of the relationship, the participation that happened within the nearby scope is curiously to be considered. There was an affirmation that on the off chance that participation incorporate individual and gather inclusion, why do cooperation in government programs?

LITERATURE REVIEW

Participation is one of the fundamental essential in a equitable framework. Mill (1861) expressed that participation has been put forward as a confirmation of interest for the government to fulfill all components of the nation where all individuals can take portion.

Participation, indeed within the most littlest open administration capacities, is valuable, and it ought to exist anyplace as a common understanding for the anticipated community advancement (Arblaster, 1987: 63, Bochel, 2006: 11). Participation as a prerequisite of a law based society could be a preface, in which to gotten to be a majority rule society, the society must comprise of a really participative teach (Foltz, 1999). The work out of specialist and control to control the specialized choices appear a scope where the public are avoided from the development that can impact the destiny of the society. Society got to impact choice making inside the institution in a substantive way. Subsequently, the use of the participation level seem make the institution better (Foltz, 1999).

In the mean time, Lovely (1995) in Syahri (2016) pointed out that in truth, there are seven characteristics of a typology of participation, which are progressively closer to the perfect shape, to be specific: (1) Passive participation or manipulative: its characteristic is the open get take note what is and what has been happening. One-sided declaration by the extend implementers don't pay consideration to community input as the program targets (Gustavsson, Lindström, Jiddawi, and De La Torre-Castro, 2016). (2) Informative Participation: the society reply a few inquire about questions for the venture, but they did not have the opportunity to lock in and impact the inquire about prepare (Passage & Ruler, 2015) whereas precision of the comes about of the think about, was not talked about with the community. (3) Consultative participation: community take an interest in discussion, whereas the untouchable tune in, analyze issues and illuminate them. There are no openings for joint decision-making (Passage & Ruler, 2015). (4) Incentive Participation: administrations to the community given for getting installment motivating forces within

the shape of wages, although not included within the learning handle or the tests were carried out (Adhikari, Kingi, and Ganesh, 2014). (5): Functional Participation: individuals frame a bunch as a portion of the venture, after major agreement are made. Within the early stages, individuals depend on pariah, but at that point individuals steadily appear their independence (DiPaola & Tschannen-Moran, 2014). (6) Interactive participation: individuals play a part within the examination for arranging exercises and the foundation or fortifying of teach. The community contains a part to control over the execution of their choices that have contributed to the in general handle of the exercises (Conole, 2015). (7) Free (self-mobilization): individuals take the activity themselves unreservedly (not affected by pariah) to alter the framework or the values they maintain. Community control over utilization of existing or utilized resources (Lilleker and Koc-Michalska, 2017).

Community participation is vital as a fundamental condition for the arrangement of the self-help framework, and it moreover energize and encourage the method of improvement. In relation to participation within the development agreeing to Slamet (1980) in Panggabean (2013) characterized participation as the joint activities of the open to supply input within the advancement, which may incorporate work force bolster, materials, subsidizing, skill, thoughts, choices and fulfillment, and getting a charge out of the natural products of improvement as alluded by the improvement objectives.

In the mean time, agreeing to Madrie (1988), people's participation in improvement is the citizen's participation or association within the advancement handle, profiting the comes about of development, taking portion within the profit, process and result of the advancement, both within the advancement attempted by the community, organization or the improvement by the government itself

(Irwan Effendi, 2012:8). From over definition, it can be expressed that community participation in advancement is the community interest within the improvement in arrange to move forward, quicken, and guarantee the success of improvement endeavors. The community is anticipated to take part as the result of improvement that's planned and organized purposively pointed for the welfare of the society itself. The community participation in advancement is dynamic community participation within the system of helpful exercises to attain distant better, a much better, a higher, a stronger, an improved state.

Behavior in support exercises basically is goal-oriented. In other words, our behavior is by and large propelled by a desire to realize a specific objective. The particular destinations are not continuously known deliberately by the person concerned (Winardi, 2004). The definition of behavior as a result of the development of hypotheses and inquire about is as follows; (a).Behavior is something that's caused by something, (b).Behavior is appeared towards a particular target, (c).Behavior is discernibly quantifiable, (d).Behaviors that are not directly watched (eg think, implement perception) is additionally critical in arrange to realize the destinations, (e).Behavior of conduct spurred. Skinner (1938) in (Muller, 2015) theorized that the behavior may be a reaction or a person's response to a boost (jolts from the exterior. Subsequently, the behavior primarily happens through the method of the boost on the life form and at that point the living being reacts. This reaction can be partitioned into two, specifically: (a) respondent or reflexive reaction, that reaction caused by particular jolt, for illustration may be a shinning light causes the eyes to be closed. These reactions incorporate passionate behavior, such as news of the catastrophe got to be pitiful; and

(b) operant instrumental reaction, it is the reaction that emerges and develops, taken after by a specific jolt or motivation. Such behavior will empower participation at diverse levels.

RESEARCH METHOD

The type of research used in this research is descriptive research with qualitative approach. Cresswell in Herdiansyah (2010: 8) stated that qualitative research is a process of scientific research that is intended to understand human problems in a social context by creating a holistic and complex picture, served by reporting the views in detail of the resources, as well as performed in the natural setting without any intervention. This study also implementing the Socio Legal Analysis, which seeks to determine the application of the laws on public participation in the implementation of public policies and programs.

This qualitative study applied some common data collection methods, including secondary data and observational studies. Data collection was conducted through interviews with program implementers and program beneficiaries, focus group discussions with stakeholders in the program,

Table I. Identification of Obstacles or Drivers of the Success Factors of Community Participation-Based Program in Lampung Province

No	PNPM Urban	Health Fund Program	Program Sewu Bersenyum Gemma Manis
1	Limited fundings Funding for the (physical) development activities is perceived lack and the funds provided were	Awareness and Solidarity High self-awareness of the individuals who participated	Responsive Public Personnels Responce Village officials and community groups to their duties and functions.

and documentary review related to participatory program. This study used qualitative data analysis method according to Milles and Huberman (1992: 148) by using three analysis components.

RESULTS AND DISCUSSION

Analysis of Forms of Participation and Determinants of Community Participation-Based Program Success Factors

This study analyzed three government programs implemented in each local government in Lampung Province; (1). Gemma Sewu Bersenyum Manis Program in Pringsewu Regency, (2).National Community Empowerment Program (PNPM) Urban in Bandar Lampung, and (3).Health Promotion Program in East Lampung Regency. These three programs were selected *purposively* based on the characteristics of the budget, scope of activities and implementation of activities owned by each program format. From all three programs mentioned, it can be analyzed some of the main factors inhibiting and driving participation program achievements. Such identification can be seen from Table 1 below.

	divided into three stages, which made the development suspended for a while.	in this health funds, as well as solidarity and cooperation in improving health standards.	
2	The low level of public awareness. People assumed that PNPM Urban is the only project of the government, causing the people to be less enthusiastic to participate.	Direct Benefits Perceived Healthy fund activities are also very beneficial for the Margosari village community,	The wrong public understanding of the Gemma Sewu Bersenyum Manis Program People who think this program as a

		besides it can ease the burden when they are having scourge.	project so they are reluctant to participate.
3	Weak Understanding Society Weak understanding of the community at the time of administration report making, caused by the condition that the citizen are not well-educated.	Perceived Impact Healthy fund activity also increases public knowledge about important health issues, and familiarity is also important, so must each maintain joint health.	Lack of Fundings People's economs stimulant funding is still less, because these funds must also be distributed into two groups.
4	People's Flurry The flurry of people who can not take the time to participate in each activity, eventhough the activity provides benefit to the community.		Weak Coordination Lack of coordination between community groups with related PMD activity report

Source: Data Analysis, 2017.

From the identification of these factors, it can be concluded that there are two aspects, namely institutional and behavioral aspects of the program organizers society that tend to be not optimal to support implementation of the program, so it does not lead to the creation of the effective participation. Therefore, we need a model of participation which based on the people's behavior so as to encourage the achievement of more effective participation.

Behavior-Based Participation Model In Government Program Implementation

As a basis for building a model of participation, the contributing factor in

community participation needs to be analyzed. These factors, according to Slamet in Salah (2014: 118-119), are as follows. *First*, the confidence or the opportunity to participate which include; the political will of the government or the authorities to involve the society in development activities, i.e. the decision making process in planning, implementation, maintenance and utilization of the results, the opportunity to gain access to the necessary information, the opportunity to mobilize and utilize resources for the implementation of development, the opportunity to acquire and use appropriate technology including equipment/other equipment including the opportunity to organize themselves to access and use regulation, license, and procedures that should be implemented in the activities and the opportunity to develop leadership which is able to grow, move, develop, and maintain participation. This first factor can be observed in Sewu Bersenyum Manis program in the early *non participation* stages. This condition is driven by a lack of confidence or opportunity given in the participation.

Second, the ability to participate. The provision of opportunities/ confidence to mobilize public participation will not mean so much if the people themselves do not have the capacity or the ability to take part in development activities. The capability means the ability to understand and to find opportunities to build knowledge or it can be stated as the knowledge about opportunities to improve the quality of life, the technical ability to carry out meaningful activities with respect to the knowledge and technology mastering or skills that must be possessed and also the ability to solve problems by using the resources and opportunities that optimally available. This second factor can be observed in the implementation of urban

PNPM program, where people still have a weak understanding of the participation in the program, so that in the end, even though there was participation involved in the society with partnership type, but it is not optimal.

Third, the willingness to participate in every activity is determined by the presence or absence of the relevant interest. Interest is a concept that will determine the attitude and behavior if he decides to participate or not. Willingness to participate in the activities concerned with: (1) attitude to abandon old values that impeded improvement of quality of life; (2) the attitude and level of confidence in the government/ authorities; (3) attitude to always be ahead of the present, or not satisfied with the present situation; (4) togetherness in solving the problems collectively; and (5) the attitude of independence or confidence in the ability to improve the quality of life. This third factor could be observed exist in the implementation of health promotion programs in which people are interested to participate because their interests will be assured of better health conditions. Therefore, it can be understood if participation level achieved is at the stage of *risk* taking.

Based on the above explanation, it can be concluded that the factors that influence the success of public participation can be derived from the individual, namely the willingness and ability, as well as from outside individuals themselves, i.e. the government, economy, and also legality.

Behavior-Based Participation Management Program Model

Model of behavior-based participation in program management is built by developing the concept of *community engagement*. Macey and Schneider (2008)

defines *engagement* as: "*an individual's sense of purpose and focused energy, evident to others in the display of personal initiative, adaptability, effort, and persistence directed toward organizational goals*". The term of *Engagement* is interpreted by Macey and Schneider (2008) as a sense of purpose and energy of a person against a purpose and focused energy, showing personal initiative, adaptable, effort, and diligence toward organizational objectives. *Engagement* is an energetic experience of engagement with personal fulfillment activities which are characterized by *energy, involvement, and professional efficacy* (Demerouti & Bakker, 2007).

In the community dimension, approach to *community engagement* is a series of steps to involve the public actively in addressing the problem (Swainston & Summerbell, 2008) as a coalition, or facilitate community workshops. There are three main type of community involvement initiatives, with several initiatives that overlap among others (Attree et al, 2011): (1) area-based initiatives that aim the social and economic disparities; (2) people-based initiatives, which aimed at involving marginalized populations, and (3) coalition-based initiatives, that aimed at harnessing the power of interest groups. The typology of these initiatives will appear differently on the type of participation program design with its respective characteristics and purpose. The initiative will revolve around the level of involvement, consultation, up to the delegated authority in planning and designing, in order to run collaborative governance or cooperation.

The purpose of this model is to create a fair environment in which individuals, organizations and agencies can work together to address issues of common concern. This model has been used by the Center for Ethnicity and Health at the more than 170 projects, with mixed success (Fountain et al,

2007). In the aspect of community engagement on the design of the program, there are a few main points to ensure the successful implementation of the model; (1). A facilitator that will advertise, recruit, and choose the community organization that would like to participate; Provide and support a team of staff; and encourage the participation of inter and intra-community, (2). Society organization host has a good relationship with the target communities, (3). Meaningful tasks, limited time and easily manageable. This can be one or all of the circles within the model diagram, which connect communities and institutions in a fair working relationship, (4). Training of members of community organizations as project coordinators, (5). Project support worker who provides support to the community, as directed by the facilitator, (6). Funding support for project activities and personnel, and (7). Steering groups should include local planners and service providers/ programs.

A normal result of typically that organization that develop trust-based qualifications with communities can pick up a competitive advantage compared to those not (Choi and Wang, 2007; Heugens et al., 2002). Third, organization that need the result of joint proprietorship for issues and arrangements, shared obligation and wealthier connections must take after a transformational approach to engagement. This result can not be accomplished through a value-based or typical approach. At last, a effective community engagement methodology involves conformity between the engagement context and the method for accomplishing the leading results for the company and society.

We borrow from the administration and governance literature (Bass, 1990), and name these three strategies ‘transactional’, ‘transitional’ and ‘transformational’ engagement. At the foremost essential level,

organization may lock in by giving data, representative volunteer time or magnanimous donations (Gabriel, 2006; Saiia et al., 2003; van den Berg et al., 2004). Inside this value-based technique, organization communicate with communities on a value-based premise. Giving data can decrease the exchange fetched of, for illustration, a arranging endorsement handle, or offer assistance to pick up get to to basic resources. Although these communication procedures may some of the time be circuitous, as through a exchange affiliation open data program, communication within this mode is basically one-way. There are different strategies included in this value-based approach from empowering communication through instruction to campaigning.

Tabel II. Types of engagement behaviours

No	Type Of Engagement	Engagement Behaviours
1.	Transactional engagement	a. One-way communication b. Philanthropy c. Community capacity building and training d. Volunteering e. Gathering input
2.	Transitional engagement	a. Dialogue and consultation b. Collaboration and partnership
3.	Transformational engagement	a. Joint problem-solving b. Joint management and projects c. Joint decision-making d. Learning and joint sense-making

Source: Bowen, Kahindi and Herremans, 2010

The community engagement writing distinguishes the organization money related assets (phytantropy), time (volunteer staff) and aptitudes (preparing of community individuals) as a assist shape of value-based engagement. Value-based engagement is based on 'giving back' through speculation and open data. Undoubtedly, one critical contrast between a open approach center and a strategy-focused source of information is the consideration of non-informational shapes of open exchanges. Whereas the open cooperation writing centers on the transmission of data and sharing, this extending technique writing to handle the transmission and conveyance of cash, time and abilities. These shapes of engagement are based on the incidental interaction with a huge number of accomplices. Most communication and learning may be a one-way exchange from the company, and the company keeps up in general control of the engagement prepare. The benefits of engagement can be great for both organization and communities , but these benefits are separately accrued by both parties.

Then again, transformational inclusion is the foremost proactive procedure of local government engagement program. This frame of engagement is characterized by shared and electrifying learning (Hart and Sharma, 2004; Payne and Gallon, 2004), joint extend administration with the community (Natcher and Hickey, 2002; Newman et al., 2004) and authority community in choice making (Amnon , 2005; Rasche and Esser, 2006). Transformational inclusion is normal since (1) the organization can accomplish comes about that can not be accomplished without the association of the community and (2) the community takes a strong authority part in surrounding issues

and overseeing arrangements. In this way, control over the engagement handle is shared, and both the learning handle and the benefits come together to both parties through the engagement prepare.

In the context of community participation program management, a model that includes both dimensions, i.e. the personal dimension and community dimension are directed at changing individual and group attitudes from their own internal. It is argued that the changes driven from internal self and organization will give a long-term effect. This model aims to interfere with the design of less successful programs to create optimal community participation by maximizing the behavioral aspects of individuals and community groups. The Individual and group behaviors that are well understood by the program design will encourage the acceptance and direction of participation creation maximally. Therefore, this model needs to be examined through a social experiment that simulates the program by strengthening the engagement dimension.

CONCLUSION

Typology of participation that arises in the management of community participation programs are the non participation, risk taking and partnership participation type. This happens because of the variously implementation programs, that have different implementation designs. In well-designed programs, such as PNPM Urban, it has reached the level of partnership although it is not yet optimal to mobilize the community participation. While in programs that are not well designed, such as Gema Sewu Bersenyum Manis, it shows the level of non participation, due to the heavy likeliness of project-oriented program design, hence the participation aspect is not built well.

Condition of participation that occurs is also driven by community behavior factors consisting of three factors form, namely: (1) Trust or opportunity to participate; (2). Ability to participate, and (3). The willingness to participate in each activities is determined by the presence or absence of the interests concerned. It is, then, very well argued if the level of participation achieved is at the stage of risk taking.

The behavior-based participation management model is built by adopting the concept of community engagement. In the community dimension, the community engagement approach is a series of steps to actively engage communities in dealing with issues, such as forming coalitions or facilitating community workshops. In the aspect of community engagement in the design of participation programs, there are several keypoints to ensure successful application of the model, namely; facilitators, organizational relations, task arrangements, training, support personnel, funds, and referring groups.

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PROFIL PENULIS

Simon Sumanjoyo Hutagalung dilahirkan di Bandar Lampung, tanggal 28 Juni 1981. Beliau menempuh pendidikan Sarjana di Jurusan Administrasi Negara FISIP Unila dari tahun 1999 hingga 2004. Pada tahun 2008 hingga 2010 beliau menempuh pendidikan pascasarjana di Jurusan Magister Administrasi Negara FISIPOL Universitas Gadjah Mada. Beliau diangkat sebagai dosen tetap Jurusan Administrasi Negara FISIP Unila sejak tahun 2005 hingga saat ini masih sebagai pengajar pada almamaternya itu. Tercatat sudah menghasilkan berbagai penelitian pada level lokal, nasional dan internasional. Selain itu tulisannya pun terdapat pada beberapa Jurnal Lokal dan Nasional.

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