

FACTS and LESSONS LEARNED

CDS Program

City cases: Blitar, Bau-Bau, Bandar Lampung and Palu

**United Nations Development Programme
Cities Alliance**

World Bank – UN-Habitat

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Introduction

In connection with the dissemination and application of the principles of good governance in the implementation of government in cities, the implementation of the CDS program -- City Development Strategy was carried out in 9 (nine) cities managed through the Ministry for Settlements and Regional Infrastructure along with the Ministry of Home Affairs.

The implementation of the CDS program, in line with its name, was targeted at achieving, within the period of a year for which the program was scheduled, a model for handling city issues strategically, which would be represented in the form of development planning documents for both the medium and the long term. In order to achieve the output and the goals set out above, a concerted effort was made so that the entire process would create and establish, both directly and indirectly, various good habits that would be representative of the expected absorption of good governance principles. The approach taken to achieve those two targets covered:

- the active involvement of city stakeholders facilitated by the Stakeholders Working Team (SWT) in the formulation of actions to be taken and the results of the CDS;
- use of the mass media (radio, newspaper, TV, or bulletins) as extensively as possible in the application of the principles of openness and equity through efforts at disseminating information on and familiarizing the public with the work programs and results of the CDS, and
- increased understanding and unity of perception on the various methods required by the stakeholders through the process of training or through close association with a selected resource.

In a concrete manner, the emphasis of the above concept is that the results achieved must be gotten through the mechanism of cooperation and agreement among the existing stakeholders in the city.

Through the implementation of the CDS program from January 2002 through June 2003, in Jakarta and the other cities involved, a number of experiences were identified, which can be taken as lessons and used at future opportunities for the improvement of the implementation of the CDS in particular, as well as for the improved absorption of good governance principles within the implementation of government in general. The results achieved and the lessons learned over the period of the implementation of the project can be seen in the analysis that follows.

Purpose

The description of the lessons learned from the experience of implementing a program will be highly beneficial if related to steps to be taken in the future. In relation to the implementation of the CDS program, the purpose of this writing is as follows:

- To discover and distinguish the weak points/assumptions within the design of the project as relates to its implementation, as well as discovering and distinguishing the potential which can still be explored.
- To discover and distinguish points/assumptions that might need to be added in order to more fully empower the overall conceptual design for the project.

Methodology

The approach used to achieve the above purpose is a method for the normative comparison of the conceptual design of the project to the facts occurring as a result of the implementation of the project. Based on the outcome mentioned above in connection with the effectiveness values established, what is expected is a picture of the conditions that can be used as input for the further development of the project design.

Project Conceptual Design

The CDS program is one of the project programs designed to orient not only to the result as a tool for measuring achievement, but also to the process itself. Another aspect is that the consultant approach is no longer being used in relation to the actors/players involved in the implementation the CDS program, with emphasis shifting to the mobilization of stakeholders through individual facilitators who are assigned by a given program project. At the same time, the presence of any local consultant will depend on the needs at the local level itself.

Within implementation, the work agenda will be the full responsibility of the local party/level involved, with the quarterly targets to be set in cooperation with the national level.

A picture of CDS implementation From the point of view of process

The entire process for the implementation of CDS in cities depends completely upon the activity and creativity of the Stakeholders Working Team (SWT) as is reflected in the design of the CDS action plan arranged in the given city. The extent to which the SWT itself fulfills or fails to fulfill its role in the optimal, effective use of the various modes of facilitation available will provide an indication of the most conducive process for the implementation of CDS

The various modes for facilitation referred to above are: workshops, training, mass media, public meetings, and other forms. The definition of an effective SWT is a team that is capable of motivating the various stakeholders to become aware of the need to agree to accept the CDS with all of its consequences. In order to achieve this, the various modes of facilitation listed above must be used as effectively as possible so that the final condition stipulated above can be achieved.

Design 1: Initial Establishment of the SWT

The SWT is formed at the end of the process for launching the CDS in the selected cities, and will be further developed and its role and function further established in line with the design that the members of the SWT determine for themselves. It is here, in the formation of the SWT, that the principle of openness is most predominantly set forward. This is due to the following:

- The offer is made specifically to only the stakeholders that are present in the launching process is made/presented openly and without any discrimination whatsoever. The only criteria for involvement is the element of concern for their city and the willingness to volunteer.
- Besides that, the principle for the motivation of local creativity and self-sufficiency is applied through the delegating of authority to the SWT to determine the needs and to design the various action plans necessary to achieving the targeted output.

After the SWT is formed, steps should be taken to solidify the team within the framework of developing a cohesive value structure, perception and understanding among the SWT members.

The amount of time required for establishing a stable team with an understanding of its function and role will vary from city to city.

Almost every city will establish the SWT in a natural manner, which takes place over time without any special effort. This is different from what occurred in Blitar, where the efforts were carried out through the initiative of the Regional Development Planning Board (Bappeda) and Regional Secretariat in order to ensure and establish the function and role of the SWT through holding a number of formal meetings until a mutual understanding could be reached on the number of members and the structure of the organization.

A mechanism that involves the city government directly as cited above, is certain to provide good moral support to the members of the SWT, which is voluntary in character. In the case of the city of Blitar, the entire process took approximately the first 3 (three) months, so, in practice, the CDS program began running actively after this initial 3 (three) month period.

Lesson 1:

The preparation of the organization for implementing the CDS in cities, besides including the allocation of a specific period of time, also needs to take into consideration the concrete support of the city government in the clarification of the function, responsibilities and rights of the organization.

Design 2: The CDS Facilitator as Structural Project Unit

The overall structural organization of the CDS program at the local/city level is made up of only one facilitator (paid by the project), who is recruited through an open offer process and evaluated and assigned by the stakeholders of the city. The national level management of CDS functions as more of an associate and source within this selection process. Administratively, the CDS facilitator chosen will be provided a salary by the project, while the other members of the team made up of stakeholders, which is called the SWT, is made up entirely of volunteers (not salaried).

The role of the CDS facilitator in relation to the SWT is that of an administrative assistant or secretary, and as the formal connecting channel to the project center in Jakarta. The SWT itself, with the facilitation of the CDS facilitator, determines the organizational structure and the filling of positions in the organization.

The effectiveness of a facilitator can be evaluated on the basis of: (a) role in mobilizing the SWT members and other parties involved, (b) role in leveraging in a synergic manner the social and economic potential in the city in relation to the various agreements achieved at the city level within the CDS process.

The manifestations of the effectiveness of the role of the facilitator mentioned above can be further seen from the dynamics and results of the activities of the concerned SWT. In this connection, it could be said that the success of the SWT can be understood to mean that the function of the facilitator is being carried out well.

Within implementation, the main issues arise in connection with the level of commitment and motivation of the members of the SWT, who can tend to compare and consider their volunteer status in the context of the status of the facilitator who receives payment. This matter can be counterproductive for the SWT itself. At the very least, this factor should be taken into consideration in relation to the future.

Design 3 : SWT Membership

Conceptually, the membership of the SWT is a representation of key stakeholders, and it is hoped that each member will be able to easily mobilize their own groups. With a membership made up of officials (executive), legislators and practitioners from a variety of sectors, and once the above concept is properly established, it is expected that the efforts at disseminating information to the stakeholders through dialogs about the successes of the CDS can begin with a relatively good level of communicativeness. However, this has not fully occurred because of the voluntary nature of the SWT membership and the lack of a formal structure, which results in each member representing themselves individually rather than representing their groups.

Design 4 : SWT Working Mechanism

With the CDS process continuing in the existing cities, the presence of the SWT is, theoretically, expected to become widely known throughout the participating cities. This is expected, at the very least, to assist in the implementation of the function and role of the SWT itself. This condition can be accelerated if the SWT does not just adhere solely to the quarterly working plan that has been agreed to, but is also capable of seeing and having the confidence to involve themselves in the various opportunities to resolve the issues emerging for the city, both those relating to city government programs and those not encompassed by programs (natural disasters, public dissatisfaction, and others). The capability and willingness of the SWT to participate in the handling of the issues that emerge as mentioned above will make a contribution in more significantly establishing its own existence, which can be leveraged to create increasingly better access with the stakeholders of the city. The involvement of the SWT in the form of concern about the management of city development mentioned above is best established, built upon, and expanded in relation to mutual needs. In this way, these elements will become a part of the conditions and information that must be managed by the CDS program in the concerned city.

This pattern was used by the SWT in Palu, which achieved breakthroughs in the efforts to make its presence widely felt in that city through the facilitation of various meetings held for the discussion of the problems of flooding and city public transportation routes before specifically establishing the city issues which the team would set as the main substance of city development through a public meeting.

Lesson 2:

Not limiting themselves to their main tasks and CDS targets, the SWT needs to always be on the lookout for opportunities to participate in the handling of city issues with the objective of increasing the exposure of the SWT to the public, and more solidly establishing its presence.

Design 5: Agreement on Strategic City Issues

In order to develop an atmosphere of cooperation from the very beginning of the process of managing the development of the city, a starting point, that being the issues relevant to the given city, is required. These issues will become the strategic entry point for the implementation process of the CDS through agreement on which issues are most strategic in relation to being established as the main material for discussion and for the strategic organization of the program for handling these matters.

The initial concept agreement for the CDS in Indonesia, which was focussed on the eradication of poverty, the recovery of the economy, and improved public service, as well as the implementation of governance as stated in the referential framework for city profiles, was, in actual practice, modified and expanded upon in a way that was clearly dependent on the understanding of the given SWT toward the existing framework. The types and variety of modifications occurring can be seen in **Box 1**.

The issues existing in each city were varied or did not fully fall into the expected focus as set out in the referential framework. The problem and the question arising out of this is: How large a range can be allowed for the shifts in focus in relation to the established focus (set by the donor or the national office)?

Another question is whether it is possible to fully absorb the existing issues in a given city although they may be different from the focus initially established? This matter is very closely related to principle or aspiration driven issues.

The main operational matter/question linked to the establishment of and agreement on the issues faced is whether the agreement set out on strategic issues for the city is built upon and followed through with political will on the part of the city government and the local legislature; these two factors will result in different outcomes.

The proper establishment of the principle of responsiveness and openness will help extensively.

Through a convincing approach toward all stakeholders (including the city government and the local legislature) and a solid methodology, the city of Bandar Lampung facilitated and established, from the very beginning, an agreement that the City Profile to be compiled would replace the previously existing city data. This also applied to the formulation of a new vision to replace the existing vision, and even expanded to include the already organized programs, so that everything was more convincing and more readily acceptable in terms of methodology than the planning documents that existed previously.

The above was also true of the general condition of acceptance in other cities. The problem of achieving formal support of the documents resulting from the CDS process was not so easily resolved as in the earlier processes of acceptance at the political level of the mayor or of the chairman of the local legislature (DPRD). The overall acceptance of the CDS program turned

Box 1 : Variety of City Issues

The issues agreed upon in the cities:

Bandar Lampung :

1. City poverty
2. Development of the local economy
3. Public welfare
4. The environment and spatial planning
5. City management & public service
6. Security and order for the city
7. Societal energy

Surakarta :

1. Management of spatial planning
2. Handling of social conflicts
3. Development of the local economy
4. Eradication of poverty

Pangkal Pinang :

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|------------------------|---------------------------|
| 1. City poverty | 5. Socio-cultural matters |
| 2. Local economy | 6. Population & workforce |
| 3. City management | |
| 4. City infrastructure | |

out not to be the same as the agreement on follow-up activities (consequences of the program) for handling the strategic issues of the city.

Lesson 3:

At the very minimum, the agreement on the strategic issues for the city must also be formally supported at the city government and local legislative levels, with a clear mandate given to the SWT to follow up on this agreement with the formulation of both short and long- term planning for the handling of city issues.

Design 6 : Relationship with the Media

The utilization of the mass media existing in the city can be highly supportive in the process of increasing the public’s awareness of the presence of the CDS program and its various attributes. The cooperation established with the local newspapers, as well as the local radio and television stations, assists in the dissemination of information about the CDS program and its achievements to the general public. The existence of the option in the relationship with the media for creating and utilizing the process of an interactive dialog will bring significant positive implications in connection with efforts to familiarize the public with the CDS, and in establishing the openness mechanism among the stakeholders in the city. This matter of openness is basic knowledge that must be established as a key principle within the the implementation of the CDS program from its very inception. The cities of Bandar Lampung, Palu and Blitar are municipalities that optimally utilized their partnerships with various elements of the mass media in their efforts to familiarize the public with the CDS program and to disseminate pertinent related information in such as way that communication between the city government (certain departments in particular) and the public was well established and developed. This occurred, at the very least, through talk show programs on the local radio, either private sector or city government sponsored, which featured the discussion of the existence of the CDS program in the given city. These radio talk show programs that featured representatives of the local government discussing the CDS program for the city resulted in the CDS becoming closer to the public and to the government agencies themselves. The public response from the radio audience is a strong enough indication of this relationship.

The design for the expansion of CDS activities requires adequate attention in order to create a condition conducive to efforts toward an agreement process for the establishment of goals for the CDS. The agenda for this can be seen in the examples from the various cities cited below:

Box 2 : Design for the Utilization of the Media

<p>Palu :</p> <ul style="list-style-type: none"> - Interactive TV and Radio Dialogs - Talk shows on TV - Talk shows on Radio - Dissemination through newspapers - Routine information on CDS on Radio <p>Blitar :</p> <ul style="list-style-type: none"> - Interactive Radio Dialogs - Public Service Announcements - Information on CDS in Tabloids - Information Available on Website - Posters, leaflets, brochures, pamphlets - Public Awareness through Information/Communication departments 	<p>Palembang :</p> <ul style="list-style-type: none"> - Routine Talk Shows on Radio presenting departmental officials from the city government discussing various cases occurring in the city <p>Bandar Lampung :</p> <ul style="list-style-type: none"> - Radio & TVRI Lampung Discussions - Information on the Internet - Public Service Announcements - Availability of CDS Booklets <p>Bontang :</p> <ul style="list-style-type: none"> - Weekly Bulletin - Interactive Dialog on PK TV
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Design 7: Coomunication with the City Government and Local Legislature

Almost in entirety, the design for the working program of the SWT for the CDS program in cities did not take into consideration whether or not it would be necessary to develop a formal, structured program, or whether to just let things develop in an incidental and individual manner. If any consideration of this factor was done, it occurred outside of the initial planning.

One of the clear expectations from this program was that more and more parties (stakeholders) would become involved and develop a sense of responsibility or of ownership toward the results of the CDS program activities. It was, therefore, deemed necessary to develop an effective relationship and communication with the city government and the local legislature as the bodies holding the most responsibility (in comparison to the private sector). The formal communication with the city government (departmental levels) that occurred in the final stages

involved discussions at workshops on the issues, discussions of strategy, and of the leading sectors for various programs already formulated. In detail, the plan designed for communication with the city governments and local legislatures can be seen in **Box 3**.

Direct active involvement of city government departments as the main parties operating forums for formulation of CDS programs from the beginning is better than just the passive transfer of discussion results.

In general, the city never formally designed a consultation agenda with legislative parties even though the legislature initially indicated interest in always getting progress reports on the issues arising (Pangkal Pinang).

In order to make the involvement of the city government more effective through a number of efforts at mobilizing city government bodies, the SWT needs to pay attention to the administrative structure for the city government and to consistently position itself as facilitator. The efforts toward mobilization mentioned above fall under the authority of the local government leader (mayor).

Box 3: Communication Patterns - City Government

Bandar Lampung :

- Workshops on issues; with pertinent/related departments
- Mechanism for consulting with the various departments to confirm and double check whether responsibilities allocated to departments in relation to formulations arrived at in workshops were appropriate or not.
- Mechanism for consulting with relevant city/legislative departments at time of determination of leading sector for all short-term/long-term programs.

Palembang :

- Identification of issues; through consultation with departments
- Familiarization/ awareness forums for all city departments at the local legislature (DPRD) building
- Formulation of programs; discussed with related departments

Blitar :

- The introduction of and familiarization with CDS and all departments as mayoralty associates as a step in the launching of CDS along with NMT
- Discussion of issues with related department officials on talk shows
- SWOT analysis training involving department heads and legislators (6 people)
- Various CDS workshops for departments invited by the mayoralty
- Formulation of policy/planning for each department working with the SWT in order to inform on formulations for existing programs.
- Determination of leading sector directly during the discussion forum

Lesson 4:

Intense communication and active involvement in a formal manner with the operational lines of the city government and the legislature from as early a point as possible are part of the process of empowering the bureaucracy and can ease the process of getting results (CDS).

Design 8 : Communication with the Public as Stakeholders

The SWT, as a societal group representing the members of the public concerned about their city and who want to implement the working agenda for the CDS, does not function as a representative of a specific public interest group in relation to any various aspirations or interests. In this way, overall, the SWT does not act in the name of any of the various existing stakeholders in the city. The role and function of the SWT is only that of a facilitator (facilitating group), so that all formulations or policies that result are not the product of the SWT, but rather the products of all of the stakeholders in the city.

As a facilitator, SWT also communicates with the general public as the stakeholders in the city about various matters like those included in the implementation of the CDS program. The mechanism used for communicating to the public in the various cities was relatively the same; most of the cities held public meetings/hearings at the district and subdistrict levels. The other methods used to guarantee easy access to communication by/with the public were fairly varied, for example, running a specific column regularly in the local press, and routine broadcasts on the radio in order see and identify the various aspirations developing in society.

Lesson 5:

In order to always encourage the participation and legitimization of the public, a number of easy access mechanisms must be designed for the conveyance of aspirations and the provision of appropriate information.

CDS Products/Output

Various kinds of output are achieved, such as:

- City issues are agreed upon as strategic issues that require handling
- A clear picture is arrived at of the characteristics of every issue faced
- A vision is formulated of what can be done together for the future of the city
- A mission is developed as a result of the pinpointing of the vision
- Strategies are chosen
- A development program is established as required for the realization of the vision
- Program¹ priorities, including action plans

All of the outputs mentioned above are achieved through a working mechanism that provides the opportunity for stakeholders to always be involved and to observe, control, and make comments, or provide other input, for the perfecting of the results of the Stakeholders Working Team's efforts.

Through the type of process detailed above, the feeling of ownership and legitimization of the above mentioned output will be easier to instill. Another understanding arising here is that every output achieved through the CDS program is a product that is no longer considered and implemented by certain parties without the knowledge of the stakeholders of the city, but, rather, is always communicated to and discussed with the stakeholders.

This process, besides being relatively able to motivate a sense of unity and cooperation among the stakeholders, also indirectly increases the capacity for knowledge in the consideration and handling of their own problems. Programs for the empowerment of the city populace are given real space and leeway within the CDS.

¹ Investment programs are included in this

The various documents generated as a part of the output process of the CDS discussed above have their own different qualities, from both the point of view of substance, as well as “acceptance” on the part of the city government and local legislature.

The problems arising from the overall process set out above are focussed in the existence of the previously prepared planning documents in the concerned cities in the form of:

- (a) Regional/Local Development Plan: A program for regional development based on directives contained in the National Development Plan
- (b) Regional/Local Strategic Planning: Based on Regulation No.108/2001
- (c) Regional/Local Annual Development Plan (Repetada): An element of the Strategic Plan within the Regional/Local Development Planning Budget (RAPBD)

In other words, the problem of the acceptance of the input resulting from the CDS program in every city, which will be discussed below:

Design 9: Formulation of the Vision and Mission

The CDS working mechanism requires that the vision or targets to be achieved in the long term must be stated within a visionary management framework (strategy).

The follow up on this concept within the implementation of the program got different responses among the existing cities; these were:

- Some cities formulated a vision for handling the issues already agreed upon
- Some cities formulated a vision for the overall management of the development of the city
- Some cities adopted a pattern combining both of the above approaches

The various patterns above can be seen/are indicated in the development programs developed for the short, medium and long term. The category of programs addressing only issues, clearly indicates that the vision formulated is a vision about issues. To the contrary, the vision/program formulation that constitutes a categorizing of priorities for the overall development of the city, can be defined as a city development vision. The combination of these two types of visions results in an agreed upon vision of city development, while limiting program formulation to the resolving of existing issues. This last type of approach to vision development was the one occurring in most of the cities involved in the CDS program.

A picture of the detailed conditions of each city in the formulation of a vision and its ensuing programs can be seen in the following box.

Box 5: Scope of Vision and Programs in Each City

<p>Bandar Lampung : Vision : City development to 2020 Program : Handling of all city issues</p> <p>Blitar Vision : City development to 2010 Program : Handling of all city issues</p> <p>Bau-Bau Vision : City development to 2023 Program : Handling of all city issues</p> <p>Bogor Vision : City Development Program : Handling of issues agreed upon</p> <p>Bontang Vision : City development to 2010 Program : Handling of issues agreed upon</p> <p>Palu Vision : City development Program : Handling of issues agreed upon</p> <p>Pangkal Pinang Vision : Each issue Program : Handling of the issues agreed upon</p> <p>Palembang Vision : City development to 2010 Program : Handling of issues agreed upon</p> <p>Surakarta Vision : City Program : Handling of issues agreed upon</p>

The varying results above were caused by the lack of a recognized homogenous perception and consideration of supporting regulations. As long as there are no supporting regulations, the existence of an appropriate concept cannot be expected to substantially guarantee its accomodation by the regional/local government.

The lesson to be learned from this situation is that there does not yet exist one specific/standard understanding of the meaning of decentralization and autonomy among the city governments, so that the various matters that should be handled fully by the city government (in this context, development management) are still frequently mixed up with the various directives from the central government.

Lesson 6:

The formulation of vision within the CDS program must encompass an agreement on meaning and scope, as well as on the limitations of the management of development that are the full responsibility of the regional/local government.

Design 9: Formulation of Program

The nex steps after the establishment of a vision for each city and the formulation of development programs within the CDS process must absolutely be linked to the development documents already existing.

The consequences of this situation can be stated in the form of questions:

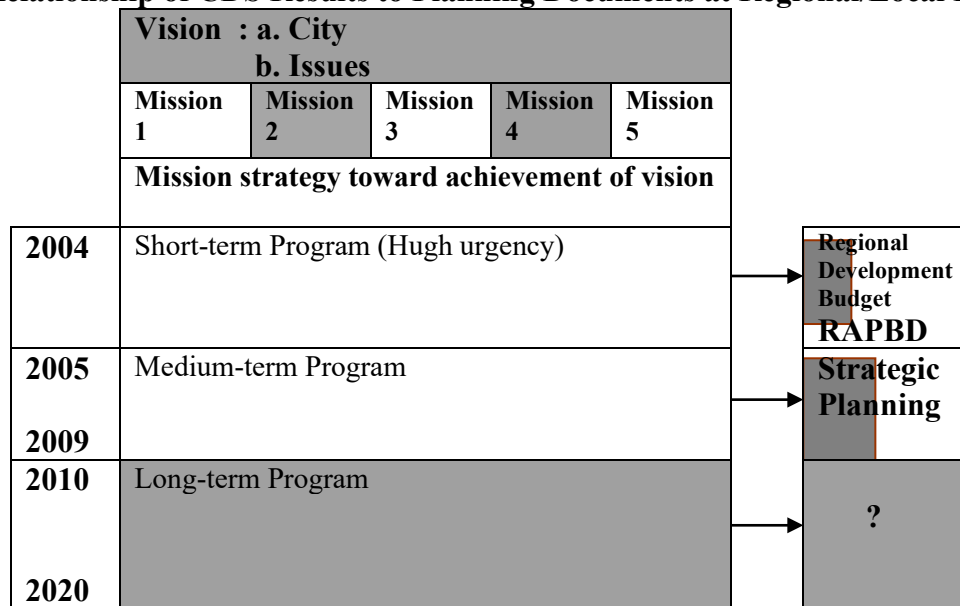
- Will the vision and mission covering the the overall matter of city development and the establishment of programs for the development of the city (short, medium and long term) replace the existing development planning documents?
- Will the vision and mission and the ensuing programs that are orineted toward the handling of issues be able to provide input or additional elements for inclusion in the existing development planning documents?
- Will the short-term programs formulated be able to become the main input for the RAPBD document?
- Are the long-term development programs already formulated for the management of regional/local government still required?

No problems related to the term of the existing cabinet which ends in 2004 (with the assumption that the existing planning documents would be valid within that period) appear to have been encountered within the results of the CDS completed in the middle of 2003.

A summary of the above issues can be seen in the diagram below.

The annual program and action plan developed will become input for ther formulation process for the yearly development program to be accommodated in the Regional Development Budget (RAPBD). As regards the medium-term programs, the results of the CDS in every city will be used as input for the existitng strategic planning documents – the majority of the CDS participany cities were doing this. In relation to the long-term programs, up to now there is not yet any formal legal support for this, so consideration of this matter at a higher level will be required in order to anticipate the need at the local level for long-term planning documents.

Diagram: Relationship of CDS Results to Planning Documents at Regional/Local Level



Design 10: Acceptance of CDS (Short-term (ST), Medium-term (MT), Long-term (LT))

The acceptance of the CDS results in each city largely depended on the existence of regulations or legal authority for the determination and establishing of public policy, including strategic planning for cities. From the local point of view, existing facts indicate that almost all of the regions/cities stated that rules or regulations from the center were still required for carrying out the various aspects of governance in the regions/cities. At the very least a more concerted effort and more confidence on the part of the local parties/stakeholders will be required to achieve acceptance for “anything” being offered from outside of the existing system.

From the overall process, which is a result of the realization of the design of the SWT working plan from the beginning to to the end within the constraints of the phenomena mentioned above, the resulting condition/situation can be linked to the questions set out above in the following manner:

Box 6: Status of acceptance of CDS results in every city

<p>Bandar Lampung :</p> <ul style="list-style-type: none"> - City Profile becomes basic city data - Newly formulated vision replaces existing vision - Short-term programs become part of RAPBD - Medium-term programs replace existing strategic planning - Long-term programs remain uncertain, even though they are substantially felt as being necessary <p>Bau-Bau :</p> <ul style="list-style-type: none"> - The new vision is similar to existing vision - District/sundistrict level CDS results become part of RAPBD - CDS materials are used as main input for mutually formulated strategic planning - No formal agreement has yet been made on long-term planning <p>Blitar :</p> <ul style="list-style-type: none"> - District level CDS materials become part of RAPBD - Results of CDS programs will serve as supplements to The existing local strategic planning and Regional Development Project (Propeda) - The long-term CDS program will cover the same period As the strategic planning - There will be further discussions with the local legislature 	<p>Bontang :</p> <ul style="list-style-type: none"> - All CDS results still have to be discussed with the legislature <p>Palu:</p> <ul style="list-style-type: none"> - Utilization of CDS results will begin after the Mayor’s term of office ends, 2003 - The long-term plan can become a guideline for long-term planning for the city of Palu through regional regulations that will be discussed before the current legislative (DPRD) term expires <p>Pangkal Pinang:</p> <ul style="list-style-type: none"> - There is a commitment with the Mayor to process the results of the CDS as planning documents for city development, and these can be implemented after the end of the Mayor’s term of office
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Lesson 7:

The various planning documents in the regions/cities already exist as appropriate planning instruments that are always capable of adopting additional developments or changes in the status quo without resulting in the neglect of the existing laws and regulations that are in effect.

Several recommendations relating to the implementation of the CDS

With the understanding that the concept of CDS will be replicated in other cities with a variety of improvements in the implementation process that has been applied thus far, several recommendations are required:

1. Anticipative steps in reaction to some of the lessons set out above are required, particularly in connection with improving the quality of the CDS process; these steps could take the form of:
 - Understanding and agreement of perception must be achieved with the city government and local legislature within the process of establishing the SWT, including the understanding of the duties, rights, responsibilities, functions and roles of the SWT in relation to projects.
 - Every effort should be made and every opportunity taken to establish the existence/presence of the SWT as a part of the city action plan through the introduction and familiarizing of the public with the SWT at its inception.
2. In order to improve the effectiveness of communication among the various parties involved in city management, the following must be accomplished (through the optimal utilization of the existing facilities/options) :
 - Optimal utilization of the fund allocations for training, and/or consultation/association with experts must be realized so that unity of perception can be achieved among the various parties (city government, local legislature and the SWT) involved in the management of the city.
3. A formal mechanism for communicating with the executive and legislative levels of government (in the form of consultation for example) must be designed and agreed upon from the very beginning.
4. The involvement of the entire local government (all aspects and levels) as well as the provincial government, is required because these agencies are also stakeholders in the cities concerned.
5. All of the results of the CDS should become a part of or become input for the existing planning documents, in particular for short-term and medium-term programs. While, for the long-term programs for which, up to now, there has been no provision at the local level, the CDS results should become input for the central government.
6. The entire process can be used in relation to considerations within the formulation of a cooperative mechanism for the involvement of third parties, so that pressures resulting from the process of increasing the capacity and empowerment of, as well as the placement of responsibility on, the stakeholders of the city, can become the focus of attention.
7. In connection with decentralization and autonomy, through the provision of the authority to design and implement programs that are developed by the stakeholders of the city themselves, various approaches have been developed that could become material for the exchange of experiences among the existing cities. In this way, the entire process will provide greater enrichment than if the programs were designed centrally without any room for creativity at the local level.

City Development Strategy (Cities Alliance)
Potential of
City Social Capital
in the form of the Stakeholders Working Team
Case:
Blitar – East Java

Introduction

From the point of view of organizational structure, the City Development Strategy (CDS) program implemented in the CDS cities, including the city of Blitar, was most heavily characterized by the existence of the Stakeholders Working Team in that city.

The Stakeholders Working Team, or SWT, is a group made up of members of the community living in the city participating in the City Development Strategy (CDS) program, which functions as a facilitator (facilitating group) within the implementation of the CDS projects, and which represents the segment of local society that cares most about the city.

The SWT was formed through an offer of the opportunity to establish the group during the end phase of the launching of the CDS program in the cities (9) selected for participation in the CDS program. This offer was made to all parties/individuals who were willing to involve themselves voluntarily in the facilitating of the process of the formulation of the CDS for the concerned city.

The activities of the SWT were fully supported by the secretariat funded by the CDS program, including, in this case, the operational expenses of the secretariat and the salary of a facilitator recruited specifically through the CDs program, as well as the cost of the implementation of SWT activities.

What happened, and the lessons to be learned from the entire scope of activities undertaken in the participating cities, will be set out in this report.

The Development and the Activities of the SWT

The pattern for the mobilization of stakeholders to take responsibility for the implementation of such a program is one of the unique aspects (because such an initiative is a relatively new thing) of the CDS program. The entire process was supported only by a “social contract”, which was more moral than material in nature, therefore, tending to take on the form of a “charitable” activity carried out by citizens of the participating cities.

Based on existing facts, after the CDS program had been running for more or less 1 (one) year, the role of the SWT in Blitar had become increasingly apparent and real, with the group becoming well known and recognized in particular by the city government (government departments and institutions), the local legislature (commissions), and the general public.

The road taken toward the establishment of the existence of the SWT, specifically in the case of the city of Blitar, cannot be considered separately from the conducive conditions developed through the support and commitment of the Mayor and the Chairman of the local legislature (DPRD) in Blitar to undertaking reform toward the establishment of better and more consistent governance. In detail, the process of the development of the role of the SWT in the city of Blitar is set out as follows:

- a. The first 3 months (1st quarter) after the launching of the CDS
 - Implementation of the launching process of the CDS in which the Regional/Local Development Planning Board (Bappeda). functioned as the implementer and facilitator of activities with the support of funding from the CDS program.

- The formation of the SWT through a registration process taking place over a period of several days, resulting in the registration of 27 people as members from various segments of society, each with their own specific mission/interests.
- Recruitment of a facilitator for the CDS program and the selection and assignment of the consultant/facilitator (winner) for the formulation of a City Profile. The SWT was one of the parties/groups involved in this process.
- A brief paper on the SWT² was utilized in establishing understanding of the role and function of the SWT.
- A CDS meeting in Jakarta was attended by the CDS Facilitator, a member of the CDS and the Mayor and a representative of the Regional Development Planning Board (Bappeda).
- The unity of perception on and establishment of the SWT was facilitated by the Regional Development Planning Board (Bappeda) through a workshop, which presented the following speakers: (a) Mayor (b) a representative from the Legislature (DPRD), and (c) a member of the SWT who had been to Jakarta. During the last session, a unified perception of the SWT was solidified among the SWT members.
- The SWT had yet to carry out any substantial activity for the CDS because no funds were yet available for the city of Blitar.

b. 2nd Quarter – April-June 2002

- The CDS was introduced and the city government (departments) familiarized with its purpose, and an audience held with the local legislature (DPRD).
- The Mayor put emphasis on cooperation with (utilization of) the city government radio station (Radio Mahardika) as one of the support facilities for the CDS.
- Cooperation was developed with Radio Mahardika, which previously had never aired any talk show programs. Along with CDS, the radio station set up a routine talk show program 2 (two) times a week (Wednesday and Saturday), each on air for a duration of 1 (one) hour.
- A contract was also established with the private sector radio station, Mayangkara, for 5 (five) broadcasts based on the schedule and program content developed by the SWT (40 minutes per broadcast).
- Based on the response and comments made through direct telephone dialogs during the broadcasts, the programs were able to reach a wide base of listeners from different backgrounds over a large area. Between 15 and 20 minutes of airtime was provided for listener calls, with 4 (four) to 6 (six) listeners calling in during each program.³
- During this period, the SWT and the CDS program became widely familiar to the public throughout Blitar.
- The SWT and CDS were then employed for facilitating activities outside of the working scope of the CDS itself; for example, for the introduction and improved public awareness of the TPA (April 2002) and for workshops for the coordination of city level development (discussing participative planning), as well as other activities scheduled for the following quarter.
- The number of SWT members remained at 27, and the positive perception of the CDS became more solid and established.

² Guritno Soerjodibroto “Stakeholders Working Team”, BUILD-UNDP, 2002.

³ Schedule and sources/experts for the talk show programs are attached.

c. 3rd Quarter (July – September 2002)

In line with the set schedule, the SWT activities in relation to implementing the CDS program during this quarter were as follows:

- The results of the identification of problems existing in each subdistrict were felt to be useful input for the city government.
- The SWT, along with pertinent departmental officials, received training in SWOT from the same sources, so that both parties got the same perception of this analysis technique, and this eased communication among them. The pertinent departments also became a Working Group for CDS in order to follow up on the development of strategy and programs for the resolution of each problem/issue.
- The SWT cooperated with the city government in LPMK training (the replacement for LKMD) as the facilitator for 2 (two) days.
- The public also had the need for SWT to facilitate the participative planning process in Neighborhood Units (RT) and Community Units (RW) in several subdistricts, even though the invitations were sent to the members of the SWT personally as individuals and not to the CDS as an institution.
- The SWT became closer to parties related to the city government (Mayor, Deputy Mayor, Regional/Local Secretariate, and departments on all levels, in particular the district and subdistrict levels.
- At the same time, there was discussion, negotiation, and formulation in relation to the Vision and Mission, and it was decided that the existing Vision would be sharpened by the addition of indicators so that the achievement of the Vision could be better measured.

d. 4th Quarter (September –December 2002)

- Besides implementing and finishing already agreed upon CDS working programs, the SWT also became involved in several activities in the city: those being:
 - a. The CDS work procedure of holding public hearings was adopted in the handling of the Legi Market matter. This was done by assigning several SWT members to facilitate discussion forums on the Legi Market (along with the traders and the general public).
 - b. The SWT was assigned as the Team of Judges for the Blitar Tourism Ambassador competition.
 - c. The SWT was also asked to facilitate for the city government in the implementation of a public opinion survey to get input on the public's aspirations (stipulated under Department of Home Affairs Regulation No. 29, 2002).
 - d. Positioned by the Regional/Local Secretariate, the SWT was asked to work with assistance teams charged with developing Strategic Strategies from the departmental to the district level.
- Parallel with the activities listed above, the talk shows aired through Radio Mahardika and the private sector radio station Mayangkara were complemented with the addition of a Regional/Local Government website at [www. Blitar.go.id](http://www.Blitar.go.id) in order to achieve greater public awareness and concern for the development program for their city (see attached photographs).

From the dynamics of the carrying out of SWT activities, both those directly connected with the CDS program and those that were indirect, it is clear that the existence of the SWT (which means the CDS program itself) is becoming increasingly more significant to the city of Blitar.

The city of Blitar became one of the cities to have a group of facilitators who could function as constructors at certain times, and as controllers (in terms of balance) when required, or even as a partner when needed. This became a part of the dynamics of the administration of the city government which has a specific pattern compared to the governments of other cities.

Supporting conditions for the creation of a Stakeholders Working Team (SWT) with a relatively high level of dedication and motivation:

Role of the Mayor:

From the results of cross-check discussions and interviews, it can be seen that the role of the Mayor is very important in the development of motivation and dedication among the members of the SWT, as well as in relation to the individual personalities of the team members.

Several activities and policies set by the Mayor which were very supportive:

- The Mayor, personally, made no differentiation among the team members on the basis of background or educational levels, and allowed each and every member equal opportunity within the various dialogs occurring.
- The Mayor established the policy of providing a space/building specifically for the use of the CDS secretariate, so that the SWT could always carry out its activities without experiencing any difficulties (with no need to seek permission or access, etc.). Any time that any SWT member wanted to visit the secretariate, this was always possible.
- The Mayor's willingness to visit the CDS Secretariate both formally and informally to discuss city problems with the SWT.
- The Mayor opened up the opportunity for the SWT members to meet with him at his official residence several times.
- Utilization of the results of work done by the SWR that was directly connected to the CDS program, or activities that were not directly connected to the program but were important in relation to the formulation of city government policy for Blitar.
- There was no reluctance expressed in providing opportunities for the SWT to play a role and take on responsibility in connection with city government activities.

The role of the individual characteristics of SWT members

Besides the moral support of the Mayor, the role of the individual characters of the different members of the SWT constituted a basis for the creation of a consistent and motivated SWT. A number of the supporting factors were:

- The sincere desire of the team members to work toward agreeing on a united homogenous perception⁴
- The internal meeting mechanism and the creation of an action plan which was the sole responsibility of the SWT motivated a strong and substantial sense of moral responsibility toward the stakeholders of the city.
- The unstructured (not hierarchical in nature) relationship among the members of the SWT motivated a sense of openness and equity.
- The activities of the members of the SWT from the legislature (3) and the executive level of city government (3) were motivational to the other members and to other groups.

⁴ See above process for establishment of SWT in the 1st Quarter – January – March 2002.

- That lack of apparent personal interests on the part of individual members, as well as the fact that issues of origin (ethnic/group origins) did not color interactions or activities. All members tended to be personally representative as facilitator rather than representing a specific group. Everyone tried to absorb and apply all of the principles existing within the concept of the SWT⁵.
- The increasingly real existence/presence of the team within the various activities carried out by the local government, including the process of facilitating communication between the government and the public.
- The accommodation of a number of results from the facilitation of the public by the SWT in connection with conveying aspirations to be included in the city development budget/plan.

The Role of Communication Media (Radio)

The existence of the SWT in Blitar became identical with the emergence of the habit of broadcasting talk shows about the ins and outs of the administration of the city government. The enthusiasm and spirit of the public arising out of these talk shows through all kinds of commentary, input and statements made directly during the talk show programs, and the consistently increasing recognition of SWT and CDS figures by the public, at the very least spurred the personal motivation of the individual members of the SWT.

The establishment of a habit and the need for openness and an approach to stakeholders was achieved through the provision of communications infrastructure through the media. A picture of this is provided in the discussion below⁶ :

1. Radio Mahardika FM. This radio station, which has the slogan, “The only channel that monitors autonomy in Blitar”, is run by the local government under the supervision of the City of Blitar Department of Information, Communication and Torusim. One of its programs is a talk show that is aired Monday through Saturday from 9 a.m. to 10 a.m. It was the CDS program that initiated this talk show.
2. The monthly magazine, GEMA PATRIA, is also published by the information department of the city of Blitar. This magazine is managed by a professional staff (specialized journalists) so that there is no domination (subjectivity) by the government.
3. The city of Blitar also has a website at <http://www.blitar.go.id>. This website was introduced to the public at the end of October 2002 through the following methods:
 - a. Banners were hung up inviting the public to take advantage of the participative pattern offered by the City of Blitar website on the Internet.
 - b. Existing data was updated
 - c. News headlines are presented every day, with the Regional/Local Development Planning Board (Bappeda) cooperating with local journalists to include accurate news every day on the website.
 - a. The headline news found at www.blitar.go.id every day is also discussed by Radio Mahardika FM every morning at jam 6:30 a.m.
4. The Regional/Local Communication Forum (Kukomda). This organization functions as a communication forum for facilitating communication among the various parties involved in development in Blitar. Forum activities are held every 2 (two) weeks for every 2 (two) subdistricts, and constitute a discourse through which the public can convey aspirations

⁵ See concept for the Stakeholders Working Team by Guritno Soerjodibroto, PPE-CDS/BUILD – UNDP.

⁶ Source of information: CDS Website, Indonesia, written by Mujiono, CDS Facilitator for the city of Blitar.

and through which the local government can promote the programs it is going to implement.

Routine Role of the CDS National Seminar in Jakarta

The CDS National Seminar in Jakarta, which is held routinely every 3 (three) months with participants from the various concerned cities, including SWT members, also plays a role in motivating SWT members. The process for exchanging experiences among the people concerned with the various cities (including SWT), provides a significant motivational boost and sense of responsibility toward all stakeholders in the individual cities undergoing the process of development. The various innovative measures/activities, developments, or experiences of a different city, including cities outside of Indonesia (the Philippines), expand the discourse and can be applied in relation to the further motivation of creativity at the local level.

A Few Lessons to Be Learned and the Lessons Applied

The implementation of a program/project always has weaknesses and benefits. By studying the matters discussed above, it is relatively easy to develop follow-up concepts, which can simultaneously anticipate the various weaknesses that will occur, and also empower the exploitation of the potential and opportunities identified.

The experiences of the city of Blitar during the period of the CDS program implementation can be identified as follows:

1. The convergence of perception and agreement on concepts (planning and output) among and with the parties responsible for the technical operations (department heads and technical staff) essential and should be made a priority from the very beginning.

The convergence of perception and agreement on concepts covers:

- a. Comprehension of the understanding inherent in Strategic Development Planning. As relates to the various existing regulations (PP 108/2000), rulings concerning and about Proenas, each department must already have strategic planning for each of the various sectors. Provision of clear information and explanations concerning the differences between the strategic planning contained in the CDS program and the strategic planning existing within each department will very much assist the process of “acceptance” of the CDS program on the operational level.

Specifically in the case of the city of Blitar, the efforts to explain and to reach the same perception were not prioritized, but, with the passage of time there was an opportunity for this process to occur indirectly because every department needed to discuss their own strategic plans.

- b. Perceptions and priorities of the CDS program in relation to formulating a vision:
In line with strategic planning, every city, in fact, has its own vision as required by the Presidential Instruction No. 7, 1999. Problems, such as delays, will arise if the academic and managerial understanding and explanations are not properly and effectively introduced and popularized. A number of consequences that could arise from this dialog process are:
 - A vision that is felt to fulfill all criteria is agreed upon and from that point no changes will have to be made

- It is felt that the existing vision must be changed.
- The existing vision is seen as only having to be more in depth – more as a guide for the directions development should take
- A combination of the second and third points above.

In the case of the city of Blitar in particular, what happened was that a number of choices had to be made in relation to the clarity of the existing vision. The vision that existed was used, but the indicators to be utilized for its achievement were discussed again and allocated to the various departments in line with their individual basic duty sections.

c. The formulation process for the CDS work plan

The understanding of what is meant by the CDS work plan covers the action plan for all related parties (city government, the legislature [DPRD] and the SWT). Because of this, it is advisable that, as early as possible (starting with the inception of talks through to the determination of budget and implementation schedule), the work plan should be known by all parties involved. It is also important that the party assigned responsible for the implementation of the work plan be assigned, even though this might change during the management level discussions occurring in Jakarta.

The process, which occurred in the city of Blitar, with its relatively good pattern of communication between the SWT and the local government and legislature (DPRD), even though the procedures set out above were not followed, did not encounter any significant problems.

Even so, the essence of the training/education provided for parties outside of the SWT in relation to the planning process and activities could not be implemented as effectively as possible.

d. The training mechanisms/options utilized by outside professional resources:

The opportunity to consistently add building capacity directly through training activities is wide open within the CDS program, in particular the materials used in connection with the implementation the CDS work program. The training best suited as the cutting edge for the creation of a unified perception and for simultaneously increasing academic awareness and practice of the selected elements/subjects lends a specific characteristic to the CDS program. Handling and completing the work while adding to knowledge of practical and academic matters, will minimally, result in a unified approach to specific issues/problems. This unified approach will also facilitate communication.

This happened in Blitar, in particular at the time of the training for the use of the SWOT material. All of the participants, not just the members of the SWT, but also the representatives of the various deaprtments, then form the embryonic membership for the work groups in relation to every issue for which a strategy, program or action is to be formulated.

From the above conditions is can be seen that that there is a real benefit and potential for exploitation of the opportunity to increase capacity within the CDS program for the implementing parties in Blitar.

2. The involvement of the private sector as a party to development:

The strategic planning for CDS should, at every opportunity, accommodate the potential of the private sector in the implementation of the development programs formulated. In this way, the difference between the CDS strategic planning and the planning understood and recognized up to this time, which is oriented toward and focused only on the coverage and responsibilities of the various departments of the city government, is clear.

Because of the limitations of the potential of the private sector in Blitar, this could not yet happen optimally.

3. Completion of the CDS program in the city in question:

The establishment of communication among the city government, SWT and the public (within the various facilitation processes, as well as through the media of radio) had a significant impact on the scheduling for the completion of the CDS program in the city concerned.

In the city of Blitar, in particular, as has been set out above, the role and presence of the SWT was particularly influential in the process of change/reform in the implementation of city government, specifically in relation to the development of a new habit of “listening” to the voice of the public through public hearings, and the eventual formulation of a sense of association and eventually of partnership.

The potential cited above, in the administrative sense, will end because the operational aspects related to the secretariat, which was fully funded by the project, will come to an end with the absence of further funding, including for the salary of the facilitator. This situation is not supportive to the continued existence of the SWT forums, which have, up to now, been felt as beneficial for the city. However, if the secretariat could be maintained, funding for it secured, and its communications staff maintained (for the consistent conveyance and dissemination of information on activities and results as is appropriate to the facilitation of the CDS as it exists now) the completion of the program should not automatically mean the end of the role of the SWT.

Dissemination and horizontal cooperation

With the enthusiastic dissemination of the working concept, mechanism and results of the CDS and its SWT into other regions, a real impact that is readily felt is that city governments are consistently increasing their development of horizontal relations (consultation and exchange of information). Several cities have already established formal relationships for the discussion of governance problems/issues among themselves; they are:

- a. Probolinggo; exchanges information and experiences in relation to the implementation of the CDS and BUILD –UNDP programs, along with the SWT;
- b. Malang; with expert groups from Brawijaya University which have the desire to adopt the concepts and approaches of the CDS that are communicated through the SWT;
- c. Kediri; carries out formal visits to the city government
- d. Batu; there is a desire on the part of the city government, expressed through the chairman of the Regional/Local Development Planning Board on trips to the city of Blitar, to adopt the CDS program for application in the city of Batu.

The above provides a brief picture of the fact that there has already occurred a process of pengejawantahan makna desentralisasi from the point of view that the local government is now

more oriented toward the method of application rather than guidance that does not originate from the concerned parties/implementors. Horizontal communication and consultation is more significant in terms of operational matters than is the vertical relationship (with central government).

The enthusiasm for developing better governance is strongly felt in the city of Blitar.

City Development Strategy (Cities Alliance)
Case Study
in
Bau-Bau – Southeast Sulawesi

The Development and Activities of the SWT ⁷

The pattern for mobilizing stakeholders to take responsibility toward the implementation of a program as is the case with the CDS program is unique and relatively new. This situation supported only by a “social contract”, which is more moral than material in nature, tends to be viewed as a kind of “charitable” activity done for the city by its citizens (not limited only to the public outside of the city government and the legislature). It is hoped that at the very least, that the pattern established by the SWT will build synergy among the city government, the legislature, and the public.

As seen from the situation in the city of Bau-Bau, the SWT has not yet become a part of the overall scope of the city government in the understanding that the utilization of the SWT for city interests is relatively minimal. However that may be, the condition was such that the new city government was formed right around the same time as the introduction of the presence of the CDS and the SWT, and the formation of the Regional/Local Legislative Council occurred in the middle of the implementation period for the CDS, while the Mayor was not sworn into office until the third quarter of the CDS program. All of these factors strongly colored the role and function of the SWT within the implementation of the governance of the city of Bau-Bau.

The city faced several pressing needs in terms of governance (once the Mayor and the local legislature were in place), such as the compilation of planning documents like the Basic Pattern for Development (**POLDAS**), the Strategic Plan, and the Regional/Local Annual Development Plan (Repetada). These became the main topics of concern for the city for almost the entire year of 2002, even though the CDS was being implemented at the same time.

The target period set by the Mayor for the development of the planning documents mentioned above put pressure on the Bau-Bau city government to speed up the compilation of those documents. The relationship between the last CDS documents expected and the above mentioned document process was colored by an effort to synchronize the two efforts. This was because of the following:

1. All of the above mentioned planning documents were being formulated in order to fulfill the requirements of regulations, with the Mayor expected to have at least strategic planning in place (PP 108/200)
2. The Strategic Plan 2003-2007, that was compiled within in a short period (August-October 2002), was based on the approaches of an outside consultant and had no legal basis (regional regulation), which is why it has yet to be published. This can be understood to mean that a segment of the document has yet to be perfected.
3. Along with the process of compiling the strategic planning, the city Spatial Plan was also formulated within a relatively brief period.
4. The last CDS document to be formulated was for long-term program, besides the programs compiled for the medium and short term, and was expected to function as a reference for all of the above documents.

On the basis of the above thinking, the SWT planned (within the final results of the CDS) to spell out the long-term program that had already been achieved⁸ in connection with the medium

⁷ This writing was compiled as a report on the NMT supervision visit of March 24, 2003

⁸ At this time, the orientation of the SWT is to achieve a long-term program for city development, while the medium-term is perceived as having been formulated in the existing strategic planning documents, and the short-term programs are covered in the Regional/Local Annual Development Plan (Repetada).

and short term plans as input for the perfecting/improvement of the documents for the Strategic Strategy and the Regional/Local Annual Development Plan (Repetada), which had been developed by the city government.

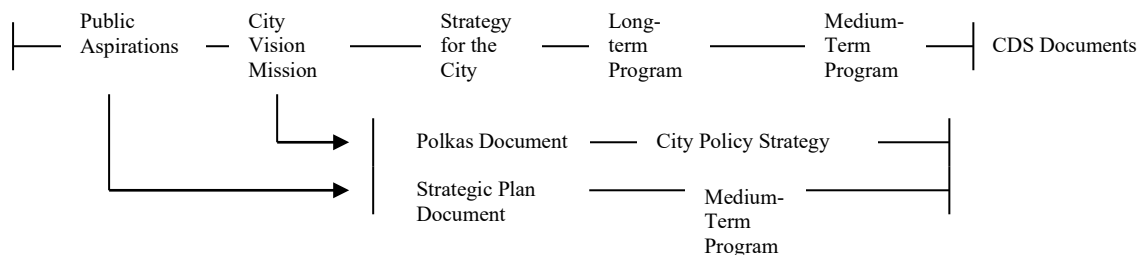
From existng opinions⁹, it can be said that the main input for the anyalysis process for the city’s Strategic Plan and the Regional/Local Annual Development Plan (Repetada) originated from the results of the CDS efforts which were:

- a. Compilation of the public’s aspiritions which are understood to be based on public need
- b. Formulation of a vision for the city
- c. Formulation of a mission for the city.

At the same time the process of formulating the programs needed for development was continuing, with experts working separately on related matters within it.

A brief picture of the processing and timing of the production of the various development documents for the city of Bau-Bau follows:

Diagram : The Link between the Basic Development Strategy (Pola Dasar), the Strategic Development Plan (Renstra) and City Development Strategy.



Several conditions that did not fully support the implementation of the CDS

1. The role of the SWT from its onset was to position itself as a facilitator to communicate and to synergize the efforts of the various key stakeholder groups in the city within the various processes for the implementation of CDS activities. All of the final formulations resulting from the efforts of the SWT belong not to that group but to city stakeholders (the city government and the public), and the overall stakeholders (the local legislature, the city government, and the public) must ve responsible for those results.

On the basis of the above, the process requiring the active involvement of the various paties mentioned above within the various CDS activities became a necessity.

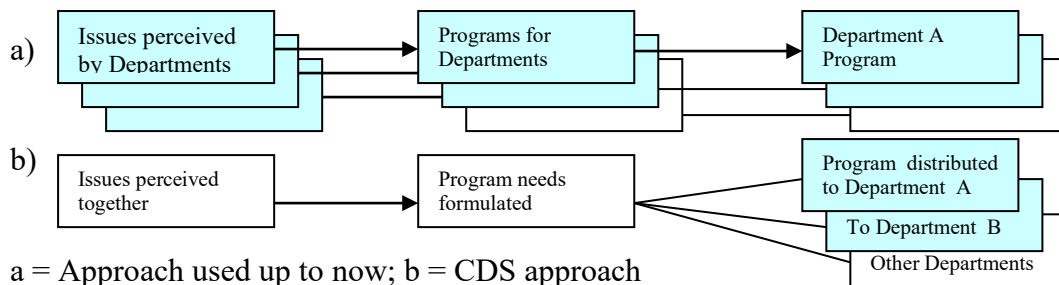
In the case of the city of Bau-Bau, the active involvement mentioned above was relatively limited and focussed mainly on the public at the subdistrict level in realtion to the formulations of aspirations from the public. The actual involvement of the city

⁹ Through a meeting with the SWT

government (represented by the departments with the potential responsibility for the existing issues) was relatively limited.

The CDS program, which was implemented on the basis of the working plan developed by the city itself, at the very least, guaranteed the development of a sense of responsibility and ownership. In this context, the various opportunities to increase capacity, most importantly the efforts to unify the perceptions of the stakeholders through various kinds of methodology, or the efforts to handle the problems faced together, had to be managed optimally. This could be done through active involvement within the mechanism of workshops (as in point 1 above), and also through training activities (transfer of knowledge) using the services of experts decided upon together. In the city of Bau-Bau, these opportunities were not fully taken advantage of. The indicators here are the position and origin of the training participants. The more strategic the position in relation to formulation of policy held by the person participating in the training and the more various the backgrounds of participants (city government departments), the clearer the picture of whether the utilization of the opportunities was optimal. The matter of whether to form a working team to implement the knowledge accumulated from the training was then discussed.

2. The understanding of the approach taken by the CDS, which was based in the issues and facts agreed to from the beginning, was actually more oriented toward effectiveness and a real focus. Because of this, the strategic plan being developed would become relatively different from the strategic plan previously used. It seems that this was not fully understood collectively, so that the formulation of the strategic plan continued to follow the previously established approach. The strategic plan retained the old approach. The differences are illustrated as follows:



What happened was that the city of Bau-Bau chose to implement both approaches at the same time, which meant that the city government did not yet understand the difference or the effectiveness of the CDS approach, and continued to feel the need to formulate a strategic plan that fulfilled what were considered formal standards.

3. The position of the chairman of the Regional/Local Planning Board, who was also the chairman of the SWT, became relatively limited because of the organization of the bureaucracy. This was felt most in relation to the need to mobilize the departments to take roles in the various activities, either training for the unification of perception or for workshops for discussion and formulation, which were not implemented optimally (departmental attendance went down, even though, in the end, the departments would dominate the implementation of the development program formulated).
4. The lack of a detailed clarification of concepts (at the very least, concerning the mechanism and role of the SWT, its benefit in terms of the various CDS activities

targeted, the alternative of optimalizing CDS implementation, and other strategic explanations) had somewhat of an influence on the effectiveness of the implementation of the CDS in the participating cities, including Bau-Bau.

5. The organization of programs and actions plans in Bau-Bau has not yet motivated or provided access for the private sector to become more involved in thinking about, facilitating, or assisting in the realization of the programs as efforts to mobilize local resources.

City Development Strategy (Cities Alliance)
Steps toward Renewal
within the process of development planning

Case:
Bandar Lampung

1. Introduction

The handling of city planning up to now has been fully under the authority of the Regional/Local Development Planning Board (Bapeda). The need to generate annual, medium-term and long-term development planning documents was the responsibility of the Board (Bapeda), and was delegated to third parties, or consultants. The involvement of the general public in the process of formulating these documents was relatively minimal within the understanding that the production of planning documents was more oriented toward output through a number of limited presentation processes.

The CDS program, which was offered to various cities in Indonesia through a process involving presentations to representatives of stakeholders provided an opportunity for the cities to evaluate whether the program was appropriate to their needs or not. Interest in the offer itself would carry a lot of weight, while interest in the amount of money to be provided for the project actually reduced the opportunity for the concerned city government to get the offered CDS program/project.

The initial CDS presentation in the city of Bandar Lampung, which was led by the Deputy Mayor and attended by representatives of the local legislature (DPRD) commission chairmen, and members of several NGOs, indicated that Bandar Lampung was enthusiastic about accepting the CDS and its consequences in line with the concept offered. On the basis of this, the city of Bandar Lampung, after passing through a selection process involving an evaluation team (expert staff of the Minister for Settlements and Regional Infrastructure, The National Development Planning Agency, Ministry of Home Affairs, UNDP and the World Bank) was considered to have the potential to become a pattern/model city for the CDS program in Indonesia.

With the establishment of Bandar Lampung as a CDS city, it was agreed from the beginning that several mechanisms for the introduction of public participation would be introduced into the existing mechanism for city governance in order to develop participatory governance.

2. The concept to be set into place through the CDS

The participatory governance to be established was basically a process of governance that allowed leeway for stakeholders to participate in order to give rise to a sense of ownership and responsibility toward the development of their city.

The entire concept was essentially focused on:

- The implementation of reformation toward good local governance and public service
- The development of local capacity
- The establishment of development strategy priorities

3. The approach established

The feeling of togetherness within the CDS program was characterized by the formation of a working team that was expected to become representative of, or at least to communicate with the stakeholders of the city. Through this team, which was called the Stakeholders Working Team, or SWT, and which was given authority and the support of existing

facilities, it was expected that there would occur a process of dissemination, empowerment, and establishment of the various formulations arrived at cooperatively by the stakeholders of the city.

The process of achieving a unified perception among the stakeholders through human resources/experts itself indicated that there could occur not only increased capacity, but also improved communication among stakeholders.

4. Absorption of concepts

4.1. The presence of the SWT in Bandar Lampung

The city of Bandar Lampung implemented the participation process contained within the CDS by following program guidelines on a graduated basis and cooperatively among the various elements making up the stakeholders, even though there were some variations in relation to the intensity of involvement of several of the parties inside, in particular the city government and local legislature (DPRD). It must be acknowledged that the city of Bandar Lampung should have made a more maximal effort from the beginning to involve the members of the local legislature and several city government officials. Because, even though there were representatives of the city government in the Stakeholders Working Team (SWT) that was formed, there were varied levels of activity from the planning phase through the implementation phase within the participative process of the CDS.

The Stakeholders Working Team, which constitutes the core of the CDS implementation process for the city of Bandar Lampung, had 24 members supported by 12 members of a Team of Experts/Formulators and 4 members of an Expert Team for Strategic Management. It was clear that the SWT was the implementer and facilitator of the participation process, and not just a participant in the process itself. Certainly, within all of this, there was a tendency for the SWT to become a discussion forum for scouting out the issues and situation outside of the CDS. The CDS facilitator for Bandar Lampung, also, whether consciously or not, did not act in the name of the CDS secretariat in relation to matters falling under the context of good governance outside of the CDS, nor in relationships with the mass media as a resource for the concerned media.

Interesting dynamics in the relationships among the SWT facilitators in Bandar Lampung could also be observed. At least, the city of Bandar Lampung succeeded in organizing a unique division of roles appropriate to the needs and the conditions existing in that city. Systematic documentation and evaluation must still be done in order to achieve a comparative study to determine whether this apparently ideal pattern can be exploited to give rise to lessons learned that could be important in the replication of such successes in the CDS program in other cities in the future.

What makes it appropriate to take pride in the SWT in this particular instance is that the entire team was made up of volunteers that were not paid by the program, except in the case when an individual took on the specific role of facilitator or expert resource in workshops. Within these kind of conditions, the SWT became the embryo for a discourse on volunteerism among the citizenry; a discourse which has only begun to develop in Indonesia as an important characteristic of a civil society.

4.2. Relations with the Mass media

The role of the mass media as a partner and an implement in the development of communication with the public was handled seriously by the SWT and the facilitator with relatively good, though limited, results in the city of Bandar Lampung. At the very minimum, Radar Lampung routinely reported on CDS activities. Bandar Lampung has even planned cooperation with several other mass media entities, both print and electronic. The facilitators and members of the SWT are also resources for the mass media and actively write for various entities. What must still be investigated in a more measured manner (for the documentation process for the final report) is how effectively the mass media in Bandar Lampung has been as a bridge between the city government and the citizens/public of the city.

In handling public communication, there developed an organized, agreed upon cooperative effort among the facilitators, members of the SWT, and the Public Relations Department, as well as other arms of the city government in relation to taking on the responsibility for introducing the CDS to the public and for familiarizing the citizenry, including those involved with the mass media, with the program. In order to do that, discussion forums (FORWAKO) with journalists were held once every two weeks. Also a routine interactive dialog was established at Rajawali Radio, 95.3 FM, which presented various heads of departments from the city government as resources.

4.3. The stages/phases and coverage of CDS efforts

There were six global phases/stages, with various mechanisms and approaches, in the efforts of the CDS to involve the public in the process of formulating a development strategy for the city in Bandar Lampung. Besides the introduction of CDs and the familiarization of the public with its activities, there were the establishment and dynamics of the Stakeholders Working Team (SWT) itself. Some of the activities undertaken by the SWT follow:

- (1) identification of Strategic City Issues;
- (2) internal and External Environmental Analysis (Strategic Issue) for the City;
- (3) formulation of Vision for the City;
- (4) formulation of Mission for the City;
- (5) formulation of Strategy for the City, and
- (6) formulation of Programs and the Setting of Program Priorities.

a. Identification of Strategic City Issues

The process of identifying the development issues for the city began with the mapping out of the issues with three local daily newspapers (Lampung Post, Radar Lampung, and Lampung Express), workshops on the issues with NGS, as well as public opinion surveys in two local dailies (Radar Lampung dan Lampung Ekspres). The results served as input for the consultants (from the University of Lampung LPM) compiling the Bandar Lampung city profile, and carrying out field surveys.

The overall operational approach taken involved: (1) discussions at district level; (2) interactive dialogs on the radio; (3) the placement of public opinion surveys



on the various issues being set forth in two local dailies for a period of 1.5 months; (4) the identification of strategic issues with NGOs, mass organizations, and institutions of higher learning, and (5) through questionnaires and FGD done city consultants. From the results of these various mechanisms 7 (seven) strategic issues for the city were identified that were then compiled within the **Bandar Lampung City Profile**, which contains an entire database and information about Bandar Lampung.

The city issues were divided as follows:

- (1) City poverty;
- (2) Development of the local economy;
- (3) Welfare of the people;
- (4) The Environment and Spatial Planning;
- (5) City management and public service;
- (6) Security and order for the city, as well as,
- (7) Social Energy within Society.



The results of the SWOT analysis were announced in a half page add published in the Radar Lampung daily on July 22, 2002.

A picture of the issues facing the city of can be seen in the photos and the explanation here:

b. Analysis of Internal and External Strategic Issues for the City

This entire process was carried out through a number of different ways: (1) SWT training about SWOT analysis; (2) the development of the SWOT approach by the SWT in cooperation with experts; (3) Workshops and Coordination Techniques in relation to all of the strategic issues facing the city in cooperation with (involving) the local legislature (DPRD), city government, NGOs, and the District Development Planning Team (TPPK). The output of the entire process was the compilation of clear data and facts as expressed in the Facts on City Issues, and this was, as an end result, disseminated in the mass media.

The SWOT discussion and analysis of the city's development issues was preceded by training the SWT members to lead/facilitate by local experts. Workshops were then held that involved a number of city elements (city-owned companies, the local legislature, NGOs, political parties, the mass media, the MUI Islamic organization, the City Sanitation Departments, and private sector businessmen).

c. The formulation of a vision for the city, constituted a chain of processes that involved a lot of energy, expense and staffing in order to provide an opportunity to develop a greater understanding and agreement on the vision that was to be formulated for the city. Previously, in the Strategic Plan for Bandar Lampung, a vision-mission had been formulated for the city, but successful efforts were made at convincing the executive level of city government to review that vision as an initial phase toward steps to be taken.

The phase for the formulation was carried out through the following steps:

- (1) building a shared vision;
- (2) distributing public opinion packets on a city vision;
- (3) workshop for the Classification of Suggestions for Citizens of the City;

- (4) social exchanges with local figures and experts in the discussion of the formulation of a vision for the city;
- (5) analysis and determination of a city vision by the Formulation Team;
- (6) dissemination of information on the City Vision through the mass media, and
- (7) workshops.

This chain of processes is expected, if hopes are not too high, to result in the achievement of a Bandar Lampung that is a cultured, pleasant, and sustainable urban environment by the year 2020.

Once the idea of formulating a vision was begun through the collection of opinions from the public with public opinion surveys published in the local dailies Radar Lampung and Lampung Post over a period of 6 (six) days. This was then supported by a workshop on the vision that were led by the Mayor and the Chariman of the Bandar Lampung Legislature (DPRD), and attended by members of the legislature, NGOs, and local experts, the Deputy Mayor, and people from the local business sector. This workshop, on the vision and mission for the city, which was held at the DPRD building in Bandar Lampung on October 7, 2002, was attended by more than 300 participants, and resulted in a decision to form a team with 12 members to be led by Ir. Anshod Djausal, M.T. for the specific purpose of formulating a vision for the city.

The city vision was then formulated through a process actively involving various representatives of key stakeholders who reached an agreement on it. The communication with the public through the mass media also assisted in disseminating information and knowledge of the process, activities, and results throughout the various phases to a wide audience among the public. It is hoped that the results of this formulation will result in a “city policy document” that will become institutional.

The brief formulation of the vision (*i.e.* Bandar Lampung City: Cultured, Pleasant, Sustainable) and its explanation (based on the three key words: “cultured”, “pleasant”, and “sustainable”) was not directly reflected in the existing conditions, and there was no clear focus on what was to be accomplished. "Cultured", "pleasant", and “sustainable” are all conditions that could be viewed within a black and white contrast of the gap between what is and what is desired, thus becoming specific only when the concepts are further clarified.

However that may be, the condition that is desired becomes clearer once conditional indicators are applied, for example, “pleasant” could be indicated by (a) a decrease in the crime rate and criminality in the city, as well as (b) the decrease in the number of death and alcohol related deaths. The indicators that were also formulated have provided a clear direction, even though this has not yet been measured and could be said to function more as a parameter.

d. Formulation of a Mission for the City

The clarification of the vision has been carried over into a multi-pronged mission to be realized through the following:

- (1) the assistance of the SWT by experts in the techniques for converting the vision into a mission;
- (2) formulation of a mission for the city;
- (3) discussions among the local legislature, city government, and SWT;
- (4) establishment of the city mission by the Administrative Team;

- (5) dissemination through the local media of the formulated Vision and Mission, and
- (6) workshops.

This phase ended with the output being agreement on 11 (eleven) statements concerning the **Mission of the City of Bandar Lampung** as an effort toward the realization of the vision.

e. Formulation of a City Strategy as a step toward the realization of the vision and mission of the city that had already been formulated.

This process was done through:

- (1) formation of a working team;
- (2) assistance by expert management strategists;
- (3) district workshops, as well as public tests of the vision and mission;
- (4) interactive dialog on the radio;
- (5) focus group discussion with targeted groups;
- (6) strategy workshop by working team;
- (7) cross-work group strategy workshop;
- (8) dissemination of city strategy in the media, and
- (9) city strategy workshops.

The final results of the completed phases are set out in the **Bandar Lampung City Development Strategy 2020** (as the final project reporting document and as a guide for the city).

f. Program Formulation and Program Priorities as the final phase of the process of the formulation of the Bandar Lampung City Development Strategy was completed through:

- (1) Meetings and the formulation of programs together [1] student groups and youth organizations, [2] subdistrict head and development planning team for the subdistrict [3] NGOs, mass organizations, and political parties [4] the private sector, and [5] departments and bodies in the environment of the Bandar Lampung city government;
- (2) dialogs on Radio and Republic of Indonesia TV;
- (3) workshops on the formulation of city programs;
- (4) workshops on the establishment of city programs;
- (5) dissemination of city programs;
- (6) workshops on city program priorities;
- (7) conveyance of workshop results to the local legislature (DPRD), and
- (8) workshops on City Development Strategy.

The end result of this activity was the issue based and mission based **City Program**.

The entire process of formulating the City Development Strategy was an effort to consistently involve the public as widely as possible in public meetings and participation through responses, input and criticism toward the results of the dissemination conducted.

With the role of the SWT within the systematic phases, the success of the CDS program as an attempt to involve the public in the formulation of the city's development strategy was determined. The more that the diversity and differences within society are represented through the concern of the stakeholders involved in the processes, the greater the hope of realizing city development based on the public concern and participation of citizens, even though this may not be as easy as imagined at the outset.

The city government and local legislature (DPRD) basically felt the benefit of the presence of the CDS in the city of Bandar Lampung. The participative planning that was developed through the CDS program and the effort made to accommodate the aspirations of the public significantly was felt by the city government and legislature. The Deputy Chairman of the legislature, for example, felt that the number of demonstrations and protests in the city had decreased significantly during the year since the initiation of the CDS program. These kinds of realities that are acknowledged like this occur at the very least because the aspirations of the people are being accommodated through the absorption processes carried out by the CDS facilitator and the SWT. And a number of the members of the local legislature (DPRD) are now “frequently going down among the people” to hold discussions, either directly with the community or through radio talk shows.

The products of vision, mission and program that were formulated in a participative manner should benefit the city government because they are both short and long-term in dimension, as are their strategies and priorities.

Even so, it must be admitted that the existence of the SWT still needs to be strengthened by the support of experts in various fields, even though, in general, the CDS, with the support of the SWT and the facilitators, is viewed as being beneficial to the development of participative programs for the people of Bandar Lampung. What is needed then is to determine how to handle the continuing participative process developed by the CDS so that it can be replicated in the management of other cities, as is the case also of the formulation of strategic planning, spatial planning, local policy development, and the other elements of city management.

However, it must be acknowledged that there are many constraints to be faced within the environment of the city government and the local legislature (DPRD) themselves before all of the departments will support the CDS program. Not all of the member of the DPRD fully understand and support the CDS. These constraints could be overcome by initiating more dialogs between the SWT, the departments and the members of the legislature. The Mayor’s acknowledgment of the CDS could also be more direct and instructive in order to achieve the support of all of his staff and the entire environment of the city government.

5. The documentation of the participation processes done by the CDS in Bandar Lampung is available in detail, including the notes made by facilitators that are very helpful in providing a more detailed a picture of the teaching and learning process required for realizing the possibility of replication. At this time, “Bandar Lampung is one of the main sources and centers of complete information”, according to one of the editors of the Radar Lampung daily, whose views are supported by other journalists and university students.

6. The Institutionalizing of the CDS Approach.

The various efforts have been made to create a pattern for involving the stakeholders in the various processes of formulating public policy should be institutionalized. Up to now, these efforts remain in the form of a discourse that continues to demand a political consensus. However, there are a number of suggestion for a mecahism that should be considered together for adpotion:

- (1) the institutionalization of the SWT;
- (2) institutionalization of the participation mechism developed by the CDS, or
- (3) institutionalization of the products resulting from the CDS.

City Development Strategy (Cities Alliance)
Analysis of
20 Year
DEVELOPMENT AGENDA
with stakeholders
Case:
Palu – Central Sulawesi

2. Introduction

An awareness has existed since the beginning that the absorption of the CDS concepts in the participating cities in Indonesia would have varied results in the different cities. But, there are a number of things that that must be done together in relation to the results in the cities mentioned.

The creativeness and innovation of a city in the exploitation of the facilities provided by CDS during the period of program implementation, for example, varied strongly from one city to another, as did the level of results the different cities received from the presence of the program. The program, which was completed in line with the schedule set, did not guarantee the establishment of continued interest and enthusiasm (participatory, synergetic, and equitable) through the CDS program. However, constraints arising due to deviations from the schedule for completion because of time taken up for activities that were not oriented toward the participatory realization of a strategic city development plan, are certainly not expected or wanted.

The handling of city development planning has, up to now, been the full authority of the Regional/Local Development Planning Board (Bapeda). The need for the compilation of annual, medium-term, and long-term development planning documents was the sole responsibility of the Board (Bapeda), and in this case was delegated to a third party (consultant or consultants). The involvement of the public in the formulation process for those documents was relatively minimal, with the understanding that the compilation of these planning documents was more oriented toward output through a number of limited presentation processes.

With the establishment of Palu as a CDS participant, it was agreed that a number of mechanisms for involving the public would be introduced into the existing mechanisms for city governance. Participatory governance was to be developed.

2. The concepts established through the CDS

The desired participatory governance to be set into place was basically a governing process that would provide leeway for the participation of stakeholders in order to create a greater sense of ownership and responsibility among the public for the development of their city.

The overall project was primarily directed toward:

- The implementation of reformation toward the establishment of good governance and public service.
- The development of local capacity.
- Formulation of development strategy priorities

3. The Approach Established

The sense of togetherness with the CDS program is characterized by the formation of a working team that is expected to represent and communicate with the stakeholders of the city. Through this Stakeholders Working Team (SWT), with its authority and various facilities provided, it is hoped that a process for dissemination and empowerment will be established, and that a number of different formulations will be achieved in cooperation with city stakeholders.

The process of achieving a unified perception among stakeholders through the experts assigned was not intended only as a media for the increasing of capacity, but also for the improvement of communication among the stakeholders.

4. Establishment of Concept

4.1. The formation of the SWT for Palu

The determination of the membership of the SWT for the city of Palu and its establishment took place during a forum for the clarification of the CDS concept and its implications, which was attended by hundreds of citizens, including representatives of NGOs, academics, street vendors, motorcycle taxi drivers, members of the local legislature (DPRD) and the city government of Palu. This was the beginning of steps toward a breakthrough in the process of handling the matter of city development, specifically in relation to involving the public in the thinking about and formulation of development planning policy for the city.

Through an offer of the opportunity to participate voluntarily within the implementation process of the CDS, dozens of names were registered as potential members of the SWT. This was the first concrete step for the city toward the mobilization of social energy for the sake of the city and the community together, which up to that point had been relatively difficult to achieve. The habitual development program project pattern had eliminated the tradition/custom of mutual help (*gotong royong*), which the SWT was attempting to revive through the empowerment of the stakeholders.

The Stakeholders Working Team (SWT), which was the core factor in the entire implementation of the CDS program in Palu, had 20 active members supported by dozens of auxiliary (passive) members who were available to work whenever the need arose. In line with its function, the SWT was the implementor and facilitator for the participation process itself. Certainly, there was a tendency for the SWT to become a discussion forum to sound out the public on matters outside of the CDS. The CDS facilitator also, whether this was a conscious choice or not, also used the name of the CDS secretariat in handling more general good governance issues outside of the CDS, and in relation to functioning as a source for the mass media.

The thing to be most proud about in relation to the Palu SWT is that all of the members were unpaid volunteers, except in the case of the individuals asked to take on the role of facilitator or as a specific resource (expert) in workshops. In this way, the SWT became the embryo for the development of volunteerism, which is a relatively new thing in Indonesia, but which is expected to develop as an important element for the establishment of a civil society.

4.2. Relationship with the Mass Media

From the time of the inception of the process of forming the SWT for Palu, the local newspapers were already facilitating the process of familiarizing the public with the concepts of the CDS. In fact, a column especially for the CDS was made available by a local paper, as the mass media began to seriously take on the roles of partner and tool for opening up communication channels with the public. The local Republic of Indonesia Radio station established cooperation with the CDS program in order to popularize the CDS and to familiarize the public with its successes through the airing of interactive

discussions with various experts from all sectors, including the heads of c the various different city departments.

The CDS facilitator and the members of the SWT also acted as information sources and as the contributors of articles for several mass media. What bears further measurement (in relation to compilation fo the final report) is how effective the role of the mass media in Palu has been as a bridge for communication between the city government and the public.

In realtion to handling communication matters, there was consistent cooperation among the facilitator, the SWT, and the public relations department of the city as the parties responsible for the introduction of the CDs and the familiarization of the public, including the mass media, with its programs.

4.3. The stages and coverage of the CDS

There were six stages overall, involving various mechanisms and approaches, in the CDS efforts to involve the public in formulating a development strategy for the city of Palu., including the introduction of the CDS and its activities to the public, and the dynamics of the Stakeholders Working Team (SWT) itself: those being:

- (1) Identification of Strategic City Issues;
- (2) Internal and External Envrionmental Analysis (Stregeic Issue) for the City;
- (3) Formulation of Vision for the City;
- (4) Formulation of Mission for the City;
- (5) Formulation of Strategy for the City, and
- (6) Formulation of Programs and the Setting of Program Priorities.

a. Identification of Strategic City Issues

The determining of the city issues to be agreed upon initially was done through:

- the study of literture studi literature;
- city, district, and subdistrict level workshops with the Regional/Local Development Planning Board and the pertinent departments;
- thematic discussion of problems;
- focus group discussions in 4 subdistricts;
- distribution of 3500 survey questionnaires;
- the collection of the aspirations and hopes of trades people and professionals living in the city (teachers, farmers, university students, street vendors, businessmen, and fishermen;
- informal meetings with the legislative and executive b ranches of the local government, and
- informal discussions with the members of NGOs

Formulation of the city issues to become the focus of attention for the short-term, the medium-term, and the long-term, as follows:

- (a) city poverty, development of the local economy, public welfare;
- (b) performance of city occials and the quality of public service;
- (c) utilities (electricity, clean water, and social issues);
- (d) living environment and city spatial planning, and
- (e) transportation and communication.

These issues then became the issues agreed upon for further analysis and formulation together for handling in the short, medium, and long-term.

b. Analysis of the Internal and External Environment (strategic issues) of the city through an interactive mechanism involving the public at large finally resulted in the formulation important factors that held potential or strength for the city in terms of future development, besides determining factors that currently constituted threats or weaknesses.

This process involved several methods: (1) training the SWT in SWOT analysis; (2) SWOT formulations by the SWT and experts, and (3) workshops and technical coordination on each of the city's strategic issues involving the local legislature, the city government and NGOs.

The use of SWOT analysis in discussion of city development was preceded by providing training for SWT members by local experts. Workshops were also held for the various elements of the city government and community (city companies, local legislature, NGOs, political parties, the mass media and the business sector).

c. Formulation of a City Vision

The city of Palu already had a vision legalized in the form of Regional/Local Regulations, even though the meaning of the existing vision was relatively different from the vision to be used for future development (not limited to one individual Mayor or a given term of office).

Through the process of dissemination of information and the unification of perception with the members of the legislative council, the need for the development of a vision for the city, which was oriented toward the exploitation of all potentials, and toward the accommodation of the realistic expectations of the people, was agreed upon.

The opinion most frequently expressed during the various opportunities for dialog with the public was that there was a need to develop a new perception of the vision for the next 20 years into the future, besides just the usual vision for a five year period.

The formulation of the vision for the city was done in these phases:

- (1) workshops held from the subdistrict to the city level;
- (2) intensive stakeholders meetings assisted through existing communications media, and
- (3) workshops.

Through this chain of events, expectations through to the year 2020 were formulated for city transportation, business and trade, and for tourism.

The city vision in this city is defined as “clarification of direction” for the future, and has been well formulated in order to provide an opportunity for all parties to state their “expectations” and to selection them fairly, openly, and in agreement with other stakeholders..

Vision Indicators

All parties must imbue meaning into the vision in a unified manner so that the overall perception is the same. Repetitive interactive mechanism will create a solid unified perception. This perception of what should happen in the future if the vision is realized will be evaluated through indicators.

This view of the future will be represented in the indicators, which will be divided into 3 (three) categories:

- a. Indicators that provide a specific picture of what is expected to happen in relation to the focus of the vision.
- b. Indicators that depict the economic conditions and poverty that can be used as basic information above life in the city.
- c. Indicators that sketch out the governance conditions, including public service.

d. Formulation of City Mission

In order to describe more fully how a vision can be analyzed and dispersed within various missions, indicators for the achievement of the conditions expected should be developed. The mission to be carried out can then be built on this basis for the realization of the vision. It is the stipulation of the conditions that will provide a basis for the development of the mission.

The Significance of Indicators

The type of indicators meant here can be illustrated in the following examples:

- The absorption of approximately 30% of the population of production age into the workforce for employment in jobs that are available.
- Average family income that rises from Rp. A to Rp. B on an annual basis.

With indicators like this, a map of the initial existing conditions is required so that the expectations or predictions of the future once the vision is realized can be established.

With a period of 20 years on average set out as the timeframe for realizing the vision, the various indicators above in essence constitute a representation of the future conditions that are desired. In other words, these conditions can be defined as the targets for the long-term development.

The indicators for the achievement of the vision or targets mentioned above need to be set out in detailed frameworks of five-year periods in order that any deviations in achievement of the goals can be monitored and the long-term development process adjusted to the existing developments. From this formulation, it can be said that the entire development mission is identical with the efforts toward reaching the targets or achieving the indicators that have been established above. In this way the entire long-term mission for the city can also be said to be identical to the “activating” of the declaration of each indicator for achievement of the vision (and not some other declaration).

The necessary participatory process

Within the atmosphere of democracy, the position of consensus is held to be relatively high among academic results. Consensus among all of the stakeholders can be achieved through a process of involving the public effectively and in a participatory manner. An outline of the framework for participation as it relates to the formulation of the vision follows:

- the public is given the equal opportunity to express their expectations of potential as a focus for the future development of the city;
- the public masyarakat is involved in the final formulation of the vision for the city.

The participatory framework for the formulation of the mission for the city follows:

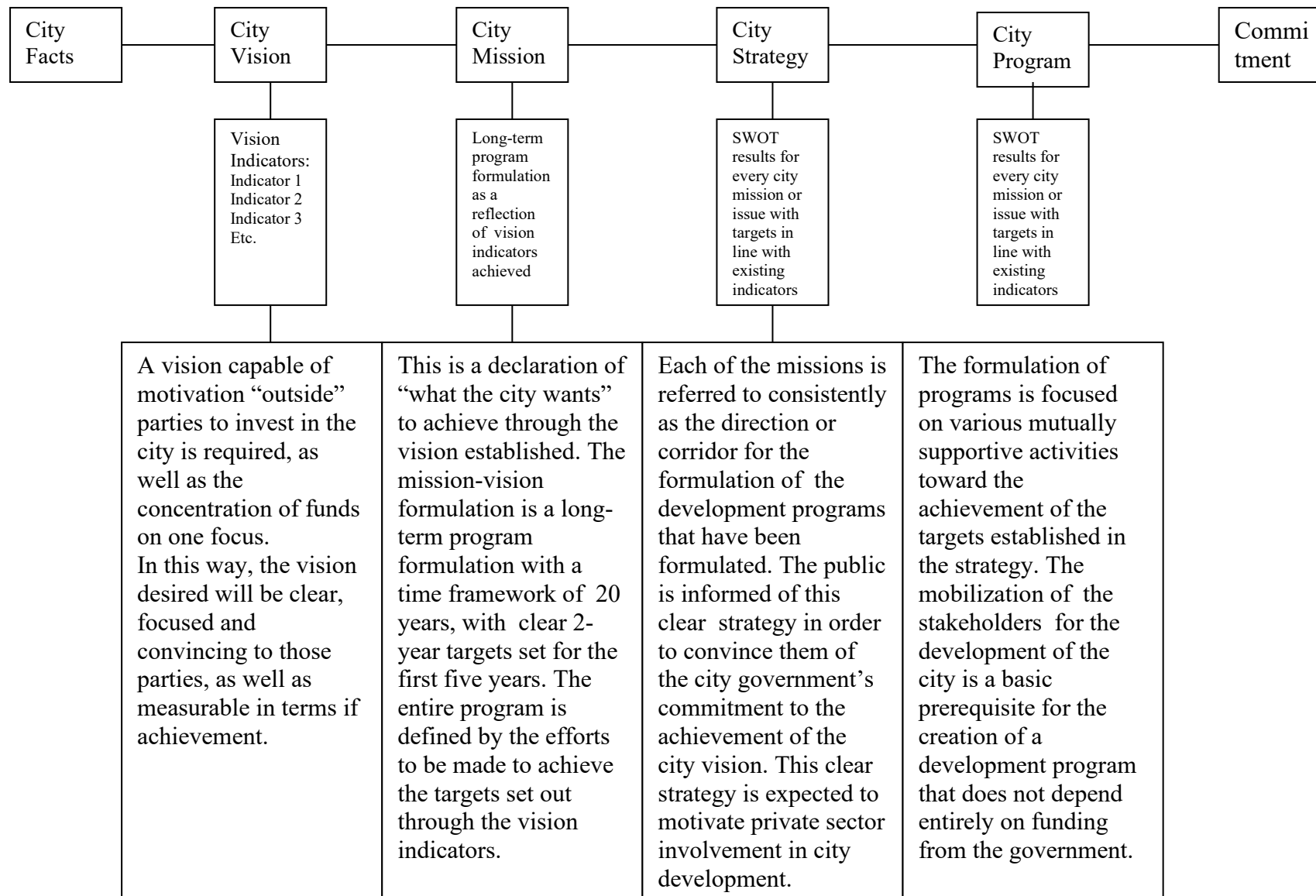
- the public is involved in developing a picture or perception of the future conditions expected for the city once the vision is realized;
- the public receives information about the results of the formulation of perception process and the above indicators, and
- the public understands the formulation process for the mission and understands the purpose of the mission.

The clarification of the vision formulated within the various missions determined for the realization of the vision is achieved through:

- (1) the assistance of the SWT by experts in relation to the techniques required for imbuing the mission with the established vision ;
- (2) formulation of the mission for the city;
- (3) discussions with the local legislature (DPRD) the city government, the supervisory team, and the SWT;
- (4) agreement on the city mission by the Formulation Team;
- (5) dissemination in the local media of the Vision and Mission formulated, and
- (6) Workshops.

This phase ends with the output agreed upon, that being the 10 declarations for the City Mission as a realization of the vision.

Diagram : CDS Logic Sequence



d. Formulation of City Strategy

A city government with a development strategy means that that city government has already agreed upon a method for overcoming both short and long-term problems through the establishment of clear direction (targets) based on a vision that encompasses both programs and institutions. Within a more micro understanding, the process of setting out a vision, mission, and program is preceded by the formulation of strategy. The clarification of strategy here is meant to support the development policies existing in the Regional/Local Annual Development Plan (Repetada), or other long-term development plans. In relation to this, the formulated strategy will have to be communicated to the stakeholders who will become the corridor for organizing the short, medium and long-term development programs for the city.

Based on a clear focus (as set out in the vision), related and complementary (see the points set out above) issues can be identified. A strategy can be formulated through a SWOT analysis for all of the above points (program directives) in relation to each of the issues, which is more oriented toward overcoming the problems (weaknesses) that are faced through the leveraging of existing strengths and the exploitation of opportunities while consistently considering the threats that could arise.

It is hoped that a unified direction, which will motivate other parties to join in the implementation of city development strategy, can be achieved through informing the public of every strategy formulated, either through public meetings, or other information media.

Necessary participation process

Information concerning the conditions surrounding every issue that is felt by each segment of the community may be the same or different. Through agreement by all parties or by the relevant segments of society on the conditions and issues, as well as the maximum involvement of all stakeholders within the strategy formulation process, it is hoped that the strategies developed will be participatory strategies (technical details for involving stakeholders in the formulation of strategies is set out in a separate and distinct formulation).

There are a few conclusions to derive from the involvement of the public:

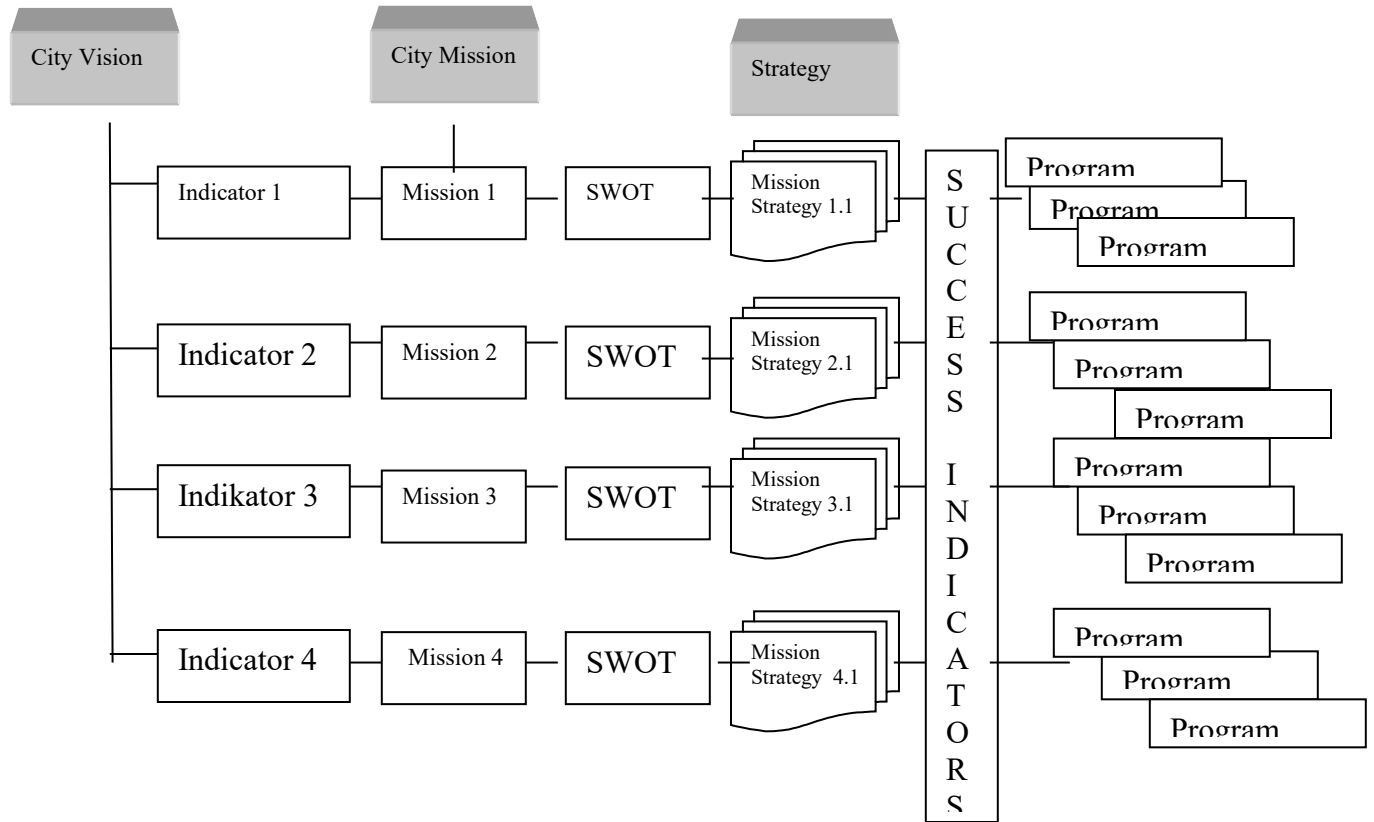
- The validation of information about issues (strengths, weaknesses, opportunities, and threats)
- A unified perception of the weight and level of urgency of each bit of information in each of the above categories.
- Active participation in the discussion and establishment of strategy on the basis of information that has been validated and is based in a unified perception.

This process was carried out through:

- (1) direction and assistance of expert management strategists;
- (2) subdistrict workshops, as well as examination of the public's vision and mission through interactive dialog on the radio;
- (3) focus group discussions with target groups
- (4) strategy workshop by the working team

- (5) cross-sector work group strategy workshops
- (6) dissemination of information on city strategy through the media and in workshops on city strategy.

(7) Diagram : CDS Structure and Connecting Elements



The final result of all of the phases undertaken was the compilation of the Palu City Development Strategy 2020 (as a reporting document as well as a city guide).

The main indicators established for realization within the next 20 years for the city of Palu are as follow:

Transportation Sector:

- The existence of a clear routing system
- Short transit time
- No traffic jams
- Decrease in the number of traffic accidents
- Decrease in the number of unroadworthy vehicles
- Existence of an ocean port with a 350 meter dock and container loading/unloading facilities, as well as adequate warehouse facilities
- Existence of an airport capable of landing airplanes with a capacity of 400 passengers, with the best service in Indonesia

Tourism Sector:

- Increase the number of sites attractive to tourists
- More than 60 % hotel occupancy rate
- Length of stay: 3 (three) days

Telecommunications Sector:

- 1 telephone line connection for every 5 residents of the city
- Existence of a Business Information Center

f. Program Organization and Program Priorities as the last phase of the process of formulating the Palu City Development Strategy was done through:

- (1) meetings and formulations of programs together involving university student groups, NGOs, mas organizations, political parties, the private sector, and city of Palu governmental bodies/departments;
- (2) dialogs on radio and the local TVRI station;
- (3) workshops on organizing city programs;
- (4) workshop establishing programs for the city;
- (5) dissemination of information on city;
- (6) workshops on prioritizing programs for the city;
- (7) presentation of the results of workshops to the local legislature (DPRD), and
- (8) workshop on the City Development Strategy .

The final result of these activities was the compilation of the City Program, which is said to be the city agenda for Palu for the next 20 years into the future.

5. Benefits and Potential

Through the CDS program, the stakeholders in the city of Palu became more certain that the provision of leeway for their involvement, either directly or indirectly, in the process of governance would strongly support the creation of a sense of legitimacy and quality. The stimulation of an existing social model must always be attempted in order to mobilize the various potential that exist in the community, as well as to motivate a sense of responsibility and ownership toward the results of development.

The process of involving the public through the mechanism of forums, such as those set out as examples through the presence of the SWT, which are felt to have been of such benefit as “communication center” facilities by the various representatives of the city’s stakeholders as to create the potential for a greater role and presence for forums, such as the SWT as institutions.

The real benefit at this time from the presence of the SWT is its function as a “sparring partner” or counterpart within the process of formulating the **RanPerda** in the legislature. This is just one concrete example of the acceptance of the SWT’s role by the city. The potential for further development and expansion of this role is especially strong in light of the possibilities inherent in the membership of the SWT, which is dominated by practitioners and academics (Tandulako).

The existence of the CDS program, which establishes the concepts adopted from the Cities Alliance, can provide a model that has been tested in Palu as an alternative way of developing participatory governance.