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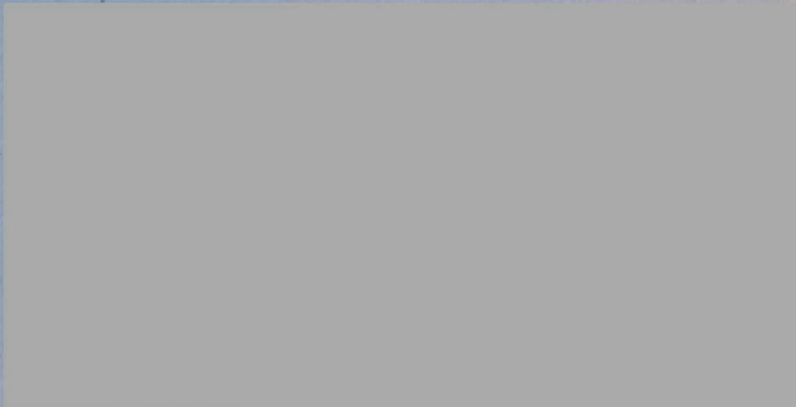
**GUIDELINE PROPOSALS FOR
A COMMUNICATION SUPPORT COMPONENT
IN TRANSMIGRATION PROJECTS :**

A consultancy report based on a
study and observation of the
FAO/Technical Cooperation Project (TCP)
in Pematang Panggang, South Sumatra, Indonesia
(6/INS/01/T)

by

RONNY ADHIKARYA
UN/FAO Communication Consultant

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Guideline Proposals for a Communication Support Component in Transmigration Projects
- A Consultancy Report on a Study and Observation of the FAO/Technical Cooperation

DIRECTORATE GENERAL OF TRANSMIGRATION

MINISTRY OF MANPOWER, TRANSMIGRATION AND CO-OPERATIVES

JAKARTA — INDONESIA

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July 1978

Jakarta – Indonesia
Directorate General of Transmigration
Ministry of Manpower and Transmigration

TABLE OF CONTENTS

O.	SUMMARY REPORT IN INDONESIAN (Ringkasan Laporan)	(yellow cover)
		<u>Page</u>
I.	INTRODUCTION	
I.1.	Background of the Project	1
I.2.	Terms of Reference	2
I.3.	Methodology	3
II.	CONCEPTUAL COMMUNICATION PROBLEMS	
II.1.	Conceptual Definitions	4
II.2.	Fundamental Communication Problems in Pematang I nggang	5
	<u>Recommendation 1</u>	7
II.3.	Need for a Conceptual Communication Process Framework	10
	<u>Recommendation 2</u>	11
II.4.	Communication Planning and Strategy Development : A Conceptual Framework	11
III.	SPECIFIC COMMUNICATION STRATEGIES	
III.1.	Farmers' Groups and Women's Groups	27
III.1.a.	Group Formation and Selection of Group Leaders	27
	<u>Recommendation 3</u>	34
	<u>Recommendation 4</u>	35
	<u>Recommendation 5</u>	36
	<u>Recommendation 6</u>	37
III.1.b.	What is Communication Network Analysis?	38
III.1.c.	What does the Network Say?	40

III.1.d.	Who can do this Communication Network Analysis?	41
III.2.	Audio Cassette Technology (ACT) System	42
	<u>Recommendation 7</u>	44
III.2.a.	What is the ACT System	45
III.2.b.	Audio Cassette Technology (ACT) vs. Radio	45
III.2.c.	Distribution Strategy	47
III.2.d.	Sample of Cassette Content	47
III.2.e.	Production Requirements	48
III.2.f.	A Need to Test the ACT System	49
	<u>Recommendation 8</u>	49
III.2.g.	The Budget for the Pilot Project	49
III.3.	Traditional Media	50
III.3.a.	Organizing Traditional Media	52
	<u>Recommendation 9</u>	52
III.3.b.	The Operational Plan	53
IV.	SUMMARY CONCLUSIONS	55
	APPENDIX 1	56

Ringkasan Laporan
MASALAH SERTA PERANAN KOMPONEN KOMUNIKASI
SEBAGAI PENUNJANG PROYEK TRANSMIGRASI

oleh :

Ronny Adhikarya
Konsultan Komunikasi UN/FAO

(berdasarkan suatu penelitian dan peninjauan di proyek transmigrasi Pematang Panggang, Sumatra Selatan)

Agustus, 1978

Ringkasan Laporan
MASALAH SERTA PERANAN KOMPONEN KOMUNIKASI
SEBAGAI PINUNJANG PROYEK TRANSMIGRASI

I PENDAHULUAN

Direktorat Jenderal Transmigrasi dengan bantuan UNDP/FAO proyek 6/INS/01/T, saat ini sedang menjalankan suatu Pilot Extension Training Programme Settlement Scheme di Pematang Panggang, Sumatra Selatan. Proyek ini juga dikenal sebagai Technical Cooperation Project (TCP). Tujuan utama proyek ini adalah untuk memperoleh petunjuk-petunjuk praktis untuk penggunaan teknologi tepat-guna dan untuk program latihan yang diperlukan di proyek-proyek transmigrasi yang akan dibuka sehingga memungkinkan peningkatan produksi pertanian serta meningkatkan pembangunan masyarakat.

Salah satu komponen dari kegiatan TCP di Pematang Panggang adalah komponen komunikasi yang diharapkan akan bisa mendukung suksesnya proyek transmigrasi tersebut. Untuk membantu perencanaan, penyusunan strategi, serta pelaksanaan program komponen komunikasi tersebut, seorang tenaga ahli FAO diperbantukan kepada TCP sebagai konsultan. Semula direncanakan agar konsultan itu bekerja sejak kegiatan TCP dimulai, yaitu 15 September 1977, untuk jangka waktu tiga bulan. Namun demikian, dikarenakan berbagai kesulitan, konsultan komunikasi itu baru tiba di Indonesia pada tanggal 23 Juni 1978 dan hanya bisa bertugas untuk kurang lebih satu bulan saja. Perlu juga dicatat bahwa kegiatan TCP akan berakhir pada akhir bulan September 1978. Tugas-tugas khusus konsultan komunikasi FAC, Ronny Adhikarya, bisa dilihat dalam laporan lengkap, mengenai Terms of Reference, hal.2. Sebagaimana lazimnya suatu ringkasan laporan, yang akan dikemukakan disini adalah pokok-pokok permasalahan serta rekomendasi-rekomendasi yang terpenting saja. Pembahasan

yang lebih lengkap serta khusus bisa dibaca dalam laporan lengkap yang berjudul Guideline Proposals for a Communication Support Component in Transmigration Projects.

II MASALAH-MASALAH KONSEPSIIL SISTEM KOMUNIKASI

Kegiatan-kegiatan TCP di Pematang Panggang selama ini dilakukan tanpa didukung oleh suatu program komunikasi yang direncanakan, sistematis, dan terpadu. Namun demikian, ini tidak berarti bahwa di proyek transmigrasi Pematang Panggang itu tidak ada kegiatan komunikasi sama sekali. Yang tidak terlihat adalah suatu sistem komunikasi terpadu yang strateginya direncanakan dan disesuaikan dengan keadaan serta keperluan khalayaknya, -- masyarakat transmigran. Kegiatan-kegiatan komunikasi yang biasanya dilakukan ialah dengan melakukan ceramah serta demonstrasi. Suatu cara yang sistematis untuk merencanakan dan mengikutsertakan suatu komponen komunikasi sebagai suatu bagian yang integral dari kegiatan proyek transmigrasi belum berhasil dilaksanakan dikarenakan hal-hal berikut :

1. Masih kurang sempurnanya pengumpulan baseline data yang sangat diperlukan untuk menyusun suatu perencanaan kegiatan komunikasi yang strateginya didasarkan atas indikator-indikator yang tepat dan bukan berdasarkan pada anggapan-anggapan atau asumsi-asumsi saja.
2. Masih diperlukannya suatu mekanisme yang cocok dan tepat untuk mengadakan suatu needs-assessment atau problem-appraisal dimana laporan-laporan yang negatif (kurang memuaskan, atau masalah yang masih dihadapi oleh masyarakat setempat) bisa diterima dengan baik ditingkat perencanaan atau badan koordinasi proyek.

Dengan adanya mekanisme yang bisa melaporkan dengan sebenarnya kegiatan (keberhasilan maupun kegagalan) di lapangan maupun adanya perubahan-perubahan keperluan serta keinginan para transmigran, maka strategi perencanaan komunikasi bisa disesuaikan dengan cepat dan tepat dan bisa memberikan penyuluhan yang diperlukan.

3. Pelaksanaan kegiatan penyuluhan (misalnya Pertanian) kadang-kadang tidak bisa dilaksanakan sesuai dengan pedoman kerja yang telah digariskan karena tidak begitu sesuai dengan keadaan dan situasi setempat atau keperluan serta keinginan masyarakat setempat.
4. Apabila pedoman kerja tersebut hendak diadaptasikan sesuai dengan keadaan setempat serta untuk memenuhi keperluan masyarakat setempat untuk menanggulangi masalah yang khusus, hal ini biasanya sulit untuk dilakukan karena terbentur masalah anggaran, materi dan tenaga kerja yang diperlukan untuk melakukan hal tersebut.
5. Para petugas penyuluhan yang ada di proyek transmigrasi Pematang Panggang (misalnya, PPL yang ada saat ini), belum terlatih dengan baik, dan walaupun mereka (yang semuanya adalah transmigran juga) mempunyai pendidikan yang lumayan, mereka hanyalah mempunyai keahlian teknis pertanian saja, tapi bukan keahlian penyuluhan yang memerlukan latihan serta pendidikan yang khusus.
6. Jumlah serta mutu para petugas penyuluhan dirasakan masih kurang dan untuk itu latihan terutama mengenai proses dan strategi komunikasi terutama dalam proyek transmigrasi masih sangat diperlukan. Walaupun penataran dalam bidang teknis (kesehatan, pertanian, koperasi, keluarga berencana, dll.) masih juga diperlukan, prioritas yang lebih penting pada saat ini adalah untuk melatih petugas-petugas penyuluhan dalam hal strategi dan metode komunikasi.
7. Masih terasa adanya kekurangan koordinasi serta integrasi antara bidang-bidang yang penting kegiatannya untuk mensukseskan program transmigrasi (misalnya, pertanian, kesehatan, gizi, keluarga berencana, koperasi, pendidikan, dll.) terutama dilihat dari segi penyuluhannya.
8. Suatu kekurangan yang sangat dirasakan adalah tidak adanya suatu komponen komunikasi yang merupakan suatu bagian yang integral dari proyek transmigrasi itu. Komponen komunikasi yang sifatnya integral tersebut berfungsi sebagai komponen penunjang kegiatan-kegiatan proyek (misalnya, pertanian, kesehatan, keluarga berencana, koperasi, pendidikan,

dll.) dan juga sebagai suatu unit yang bisa mengadaptasi suatu pedoman kerja yang sudah diberikan agar lebih sesuai dengan keadaan/situasi setempat dan agar bisa menyusun suatu strategi komunikasi baru yang bisa menanggulangi masalah-masalah khusus.

9. Dikarenakan tidak adanya suatu komponen komunikasi penunjang proyek (KKPP) yang diikuti sertakan dalam perencanaan proyek dan juga dalam penyusunan strategi kegiatan proyek, maka apabila suatu kegiatan komunikasi mau diadaptasikan atau disesuaikan dengan keperluan masyarakat setempat atau untuk menanggulangi suatu masalah khusus, hal itu biasanya akan menemui kegagalan karena tidak ada anggaran atau tenaga kerja yang diperlukan.

Untuk mengatasi masalah-masalah diatas, maka disarankan agar suatu Komponen Komunikasi Penunjang Proyek (KKPP) ditambahkan ke dalam struktur organisasi proyek transmigrasi yang fungsi utamanya adalah sebagai suatu komponen penunjang kegiatan-kegiatan proyek transmigrasi (a.l., pertanian, kesehatan, keluarga berencana, gizi, dll.) dan juga sebagai suatu komponen yang bisa mengadaptasikan perencanaan-perencanaan yang sudah digariskan untuk dilaksanakan, agar sesuai dengan keperluan masyarakat setempat dan bisa menanggulangi masalah-masalah khusus (Untuk rekomendasi lengkap serta khusus mengenai hal ini, lihat Laporan Lengkap mengenai Recommendation 1, halaman 7-10).

KKPP pada tahap pertama, -- yang akan kita sebut sebagai KKPP unit Adaptasi Perencanaan dan Latihan, berfungsi sebagai komponen penunjang dan penyusun strategi komunikasi yang diadaptasikan sesuai dengan kebutuhan masyarakat setempat, dan disamping itu juga memberikan latihan-latihan yang diperlukan untuk menjalankan strategi komunikasi tersebut, kepada para petugas penyuluhan dan petugas KKPP unit Pelaksana. Pada tahap kedua, unit yang akan kita sebut sebagai KKPP unit Pelaksana (yang harus ada di tiap-tiap unit proyek transmigrasi) mempunyai fungsi sebagai unit pembantu para petugas penyuluhan (a.l., PPL, PLKB, dll.) dalam melaksanakan strategi komunikasi yang telah direncanakan dan diadaptasikan sesuai dengan keperluan masyarakat setempat (lihat Diagram 1).

RAM

To: Mr. Ms Gloria Davis

Date: 14-9-81

From: David Butler

- Approval
- Handling
- Note & Destroy
- Note & Return
- Per Your Request
- Your Comment
- Your Information
- Your Signature
- Your File

Gloria,

Would you like to come to my home this evening for a quiet drink and supper. Obaidullah Khan (Sec. of Agriculture Bangladesh) is here as leader of a WB Mission on 'smallholder cattle' and wants to talk about transmission. P.S.

Abdul Domeed will also be there.

If you have not yet met Abdullillah Khan

I think you will find him very interesting.

About 7 pm OK?

Jalan Honggar 5

Kemang (off Banka Raya) ~~opposite~~

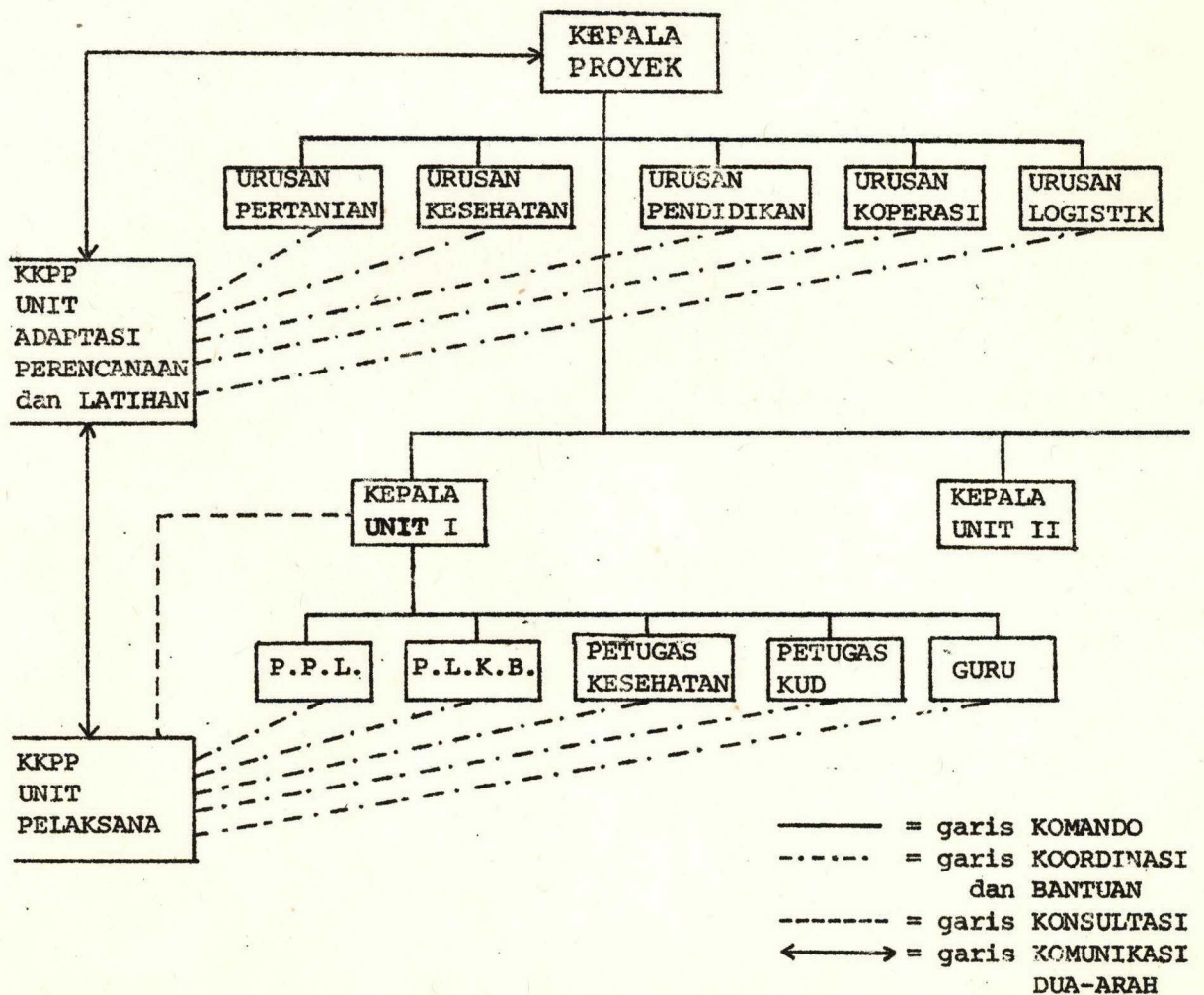
~~Bar~~

David

Tugas lain dari KKPP unit Pelaksana ialah membantu memberikan feed-back (positip maupun negatip) dan feed-forward informasi kepada KKPP unit Adaptasi Perencanaan dan Latihan, agar komponen ini bisa menyusun perencanaan komunikasi yang relevan dengan keperluan dan kebiasaan masyarakat setempat dan juga agar bisa mengetahui bagaimana strategi komunikasi tersebut dijalankan serta kegiatan-kegiatan komunikasi apa, termasuk latihan, yang perlu dilakukan, diperbaiki, ataupun dirubah.

Diagram 1

Struktur Organisasi Proyek Transmigrasi
yang dibantu oleh
KOMPONEN KOMUNIKASI PENUNJANG PROYEK ('KPP)



Disarankan pula agar KKPP unit Adaptasi Perencanaan dan Latihan menggunakan suatu kerangka konseptual yang sistematis dalam menyusun perencanaan serta menjabarkan strategi komunikasi yang menyeluruh dan terpadu sebagai suatu komponen penunjang proyek transmigrasi (lihat Laporan Lengkap mengenai Recommendation 2, hal.11). Konsultan komunikasi ini juga telah membuat kerangka konseptual untuk penyusunan perencanaan komunikasi tersebut diatas serta pengembangan strateginya yang diharapkan agar bisa dipakai sebagai penuntun atau garis-garis besar perencanaan dan penyusunan strategi komunikasi di proyek-proyek transmigrasi di Indonesia (lihat Laporan Lengkap mengenai Communication Planning and Strategy Development : a Conceptual Framework, hal.11-26).

III STRATEGI-STRATEGI KOMUNIKASI KHUSUS

1 Penggunaan Kelompok-kelompok Tani

Di proyek transmigrasi Pematang Panggang dua macam kelompok digunakan sebagai target, sarana, maupun wahana kegiatan-kegiatan komunikasi. Yang pertama adalah kelompok tani yang anggota-anggotanya hanya terdiri dari bapak-bapak tani dan yang kedua, adalah kelompok wanita tani yang anggota-anggotanya terdiri dari ibu-ibu tani, atau isteri dari bapak-bapak tani. Namun demikian, tidak semua kelompok tani maupun wanita tani tersebut bergerak secara aktif. Sebetulnya penggunaan kelompok-kelompok kecil seperti itu sebagai salah satu strategi komunikasi mempunyai potensi yang besar sekali untuk bisa mensukseskan program transmigrasi. Di Pematang Panggang, rupanya masalah yang menjadi penghambat kesuksesan kelompok-kelompok tadi sebagai suatu strategi komunikasi adalah dalam hal pembentukan kelompok-kelompok itu dan juga faktor kepemimpinannya. Pembentukan kelompok-kelompok kecil sebagai target, sarana, maupun wahana dari suatu program komunikasi memerlukan penelitian serta pengertian yang mendalam mengenai dinamika kelompok, rasa keanggotaan serta kesatuan para anggotanya, jaringan-jaringan interaksi

sosial sesama anggotanya, dll. Disamping itu kepemimpinan kelompok itu sendiri sangat mempengaruhi suksesnya kelompok tersebut, dan kepemimpinan disini harus dilihat dari sudut persepsi para anggota kelompok dan bukan persepsi kepemimpinan dari para petugas proyek transmigrasi yang tidak menjadi anggota kelompok itu.

Salah satu masalah yang perlu diperhatikan oleh para petugas proyek transmigrasi ialah masalah pemilihan Ketua Kelompok dan Kontak Tani yang diharapkan berfungsi sebagai komunikator yang efektif. Yang merupakan masalah adalah bahwa para ketua kelompok dan kontak tani yang dipilih atau ditunjuk oleh para petugas proyek transmigrasi biasanya adalah mereka yang atribut sosial ekonominya agak jauh berbeda (lebih tinggi) dari para anggota kelompoknya. Dengan demikian, para kontak tani ataupun ketua kelompok, didalam persepsi para anggota kelompok, bukanlah merupakan contoh (role-model) yang realistis, sehingga anjuran-anjuran mereka seringkali tidak dituruti oleh para anggota-anggota kelompok (lihat Laporan Lengkap mengenai Group Formation and Selection of Group Leaders, hal.28-34). Oleh karena itu disarankan agar kriteria pemilihan ketua kelompok dan juga kontak tani dirubah persyaratannya dan kriteria tadi harus kongkrit sifatnya serta tidak subjektif. Sementara ini pemilihan ketua kelompok dan kontak tani dilakukan oleh para petugas proyek transmigrasi dengan meminta pendapat dari para kepala unit dan kepala blok, sehingga kebanyakan ketua kelompok adalah juga ketua blok atau kepala unit atau isteri-isteri mereka. Kriteria lain seperti misalnya, "harus mempunyai pandangan positif terhadap pembangunan" atau "harus mempunyai pandangan yang positif terhadap lingkungannya", dll. adalah sangat relatif sifatnya dan bisa sangat subjektif penilaiannya.

Saran-saran mengenai kriteria pemilihan ketua kelompok tani serta kontak tani yang lebih kongkrit sifatnya dan objektif dalam penilaiannya telah juga diajukan oleh konsultan ini (lihat Laporan Lengkap mengenai Recommendation 3, hal.34-35). Disamping itu, disarankan pula pembentukan kelompok-kelompok kecil yang didasarkan oleh kekuatan-kekuatan fungsional para anggotanya sehingga terdapat kesatuan keinginan, keperluan, maupun pendapat yang bisa meningkatkan keaktifan kelompok tadi

dan juga kesuksesan kelompok itu (lihat Laporan Lengkap mengenai Recommendation 4 dan Recommendation 5, hal.35-37).

Salah satu cara lain yang bisa menilai dengan lebih pasti dan lebih objektif mengenai siapa yang sebaiknya dijadikan ketua kelompok atau kontak tani adalah dengan melakukan analisa jaringan komunikasi atau interaksi sosial para anggota kelompok. Disamping itu analisa semacam ini akan memberikan suatu gambaran atau peta kekuatan-kekuatan/dinamika kelompok, arus komunikasi serta klik-klik yang terdapat didalam kelompok tadi. Peta strategi dinamika kelompok seperti ini sangat berguna bagi para petugas KKPP unit Pelaksana dalam menjalankan tugas mereka. Dan yang lebih penting lagi, analisa jaringan komunikasi ini mampu mendiagnosa sebab-sebab tidak aktifnya kelompok-kelompok tertentu. Karena itu disarankan oleh konsultan ini agar analisa semacam itu dilaksanakan di proyek-proyek transmigrasi (lihat Laporan Lengkap mengenai Recommendation 6, hal.37 dan juga mengenai What is Communication Network Analysis ? serta What does this Network Say ?, hal.38-41).

2 Penggunaan Audio-Cassette Technology (ACT) System

Masalah-masalah komunikasi yang khusus terutama dalam memberikan penyuluhan pertanian kepada para petani di proyek transmigrasi Pematang Panggang adalah seperti dibawah ini :

1. Sulitnya mencari waktu yang tepat untuk memberikan penyuluhan kepada para petani (a.l. petani harus bekerja di ladangnya, ditambah dengan WFP, dll.).
2. Keadaan petani yang biasanya letih setelah bekerja.
3. Ada petani-petani yang belum mau berkelompok.
4. Tenaga PPL yang belum mencukupi.
5. Kemajuan kelompok tani yang berbeda-beda.
6. Berlainan asal, bahasa dan kebudayaan.
7. Adanya perasaan diantara petani bahwa PPL kurang berpengalaman dalam bertani dan kebanyakan memberikan teori-teori

saja yang berlainan dengan praktek kebiasaan para petani umumnya.

8. Secara umum dirasakan adanya kekurangan dalam hal rekreasi dan hiburan, terutama kesenian daerah asal, yang membuat mereka bisa lebih betah tinggal di Pematang Panggang.

Mengingat masalah-masalah tersebut diatas, maka salah satu bagian dari kegiatan-kegiatan komunikasi diharapkan mempunyai tujuan-tujuan sebagai berikut :

1. menyampaikan informasi-informasi teknis pertanian pada waktu yang tepat kepada para petani tanpa mengganggu usaha kerja mereka dan memaksakan mereka datang dalam keadaan letih untuk mendengarkan penyuluhan-penyuluhan pertanian.
2. memberikan informasi teknis yang khusus dan sesuai dengan taraf kemajuan bertani mereka dan juga yang sesuai dengan kebiasaan-kebiasaan, adat dan kebudayaan mereka (misalnya bahasa, kebiasaan-kebiasaan bertani mereka, cara mereka mengukur sesuatu, dan lain-lain).
3. pemberian informasi oleh orang-orang yang dianggap ahli (expert) dalam soal bertani dan juga informasi dari orang-orang yang dipercayai dan sudah dikenal oleh masyarakat setempat (a.l. rekan-rekan petani) yang sudah mengikuti anjuran para ahli tersebut dan puas sekali akan hasilnya.
4. memberikan informasi-informasi teknis yang mudah dimengerti, melalui saluran-saluran komunikasi yang menarik perhatian mereka dan mengesankan, misalnya mengkomunikasikan penyuluhan pertanian dengan diselingi/atau lewat hiburan, a.l. dalam bentuk kesenian daerah, sandiwara (soap opera), dll.
5. memberikan juga pengertian dan anjuran mengenai manfaat yang bisa diperoleh lewat kelompok-kelompok tani.

Untuk mencapai tujuan-tujuan tersebut diatas, maka disarankan agar suatu strategi komunikasi yang akan kita sebut Audio-Cassette Technology (ACT) system dicoba di proyek-proyek transmigrasi di Indonesia, dan ada baiknya dicoba dulu di Pematang Panggang (lihat Laporan Lengkap mengenai Recommendation 7, hal.44-45 dan Recommendation 8, hal.49).

ACT system ini pada hakekatnya menggunakan kaset dan mesin kaset yang hanya bisa memperdengarkan kaset tapi tidak mempunyai kemampuan perekaman. Karena itu mesin ini jauh lebih murah harganya dari pada cassette-recorder yang biasanya digunakan. Harga kaset kosong sekitar Rp. 250,- dan mesin kasetnya sekitar Rp. 8.000,- - Rp. 9.000,- (kalau dibeli dengan harga bebas cukai).

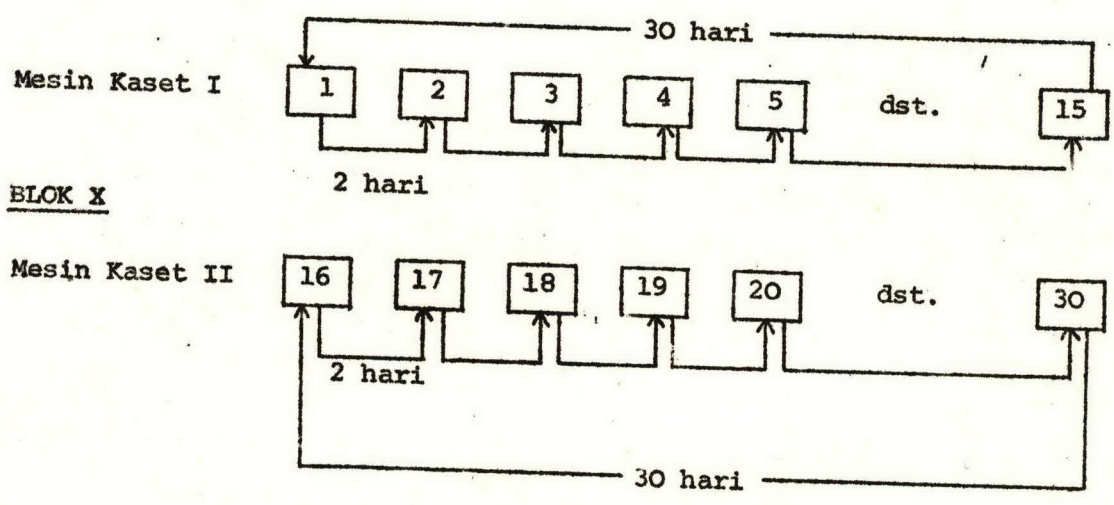
Mesin seperti ini merupakan salah satu low-cost communication technology medium - yang hanya memerlukan battery dan yang mempunyai cost-attractiveness yang tinggi. Penelitian diberbagai negara yang telah menaghut sistem ini (a.l. Malaysia, Nepal, Guatemala, dll.) menunjukkan bahwa sistem ini (narrow-casting) lebih sempurna dari pada radio (broadcasting), terutama apabila informasi yang ingin disampaikan memerlukan pengkhususan sebab adanya perbedaan karakteristik dan keperluan pendengarnya).

Perbedaan	
ACT Sistem	Radio
1. Penyampaian informasi dapat dilakukan setiap saat (24 jam sehari) tergantung dari waktu senggang petani dan keinginannya sendiri.	1. Penyampaian informasi sudah ditetapkan pada waktu tertentu dan petani harus menyediakan waktu tersebut.
2. Informasi bisa disesuaikan dengan keadaan dan keperluan lokal, jadi informasi bisa dikhususkan, misalnya untuk keperluan per Unit.	2. Informasi biasanya umum, untuk pertanian (Bimas, siaran pedesaan) jadi tidak khusus untuk petani2 transmigran, yang jenis tanah, dll. keadaannya berbeda, apalagi

Perbedaan	
ACT Sistem	Radio
	untuk mengkhususkan keperluan tiap Unit.
3. Informasi yang disampaikan bisa diulang ber-kali2 oleh para petani sampai mereka mengerti betul anjuran2-nya.	3. Informasi yang disampaikan tidak bisa diulang atau diperlambat cara penyampaiannya.
4. Isi kaset bisa merupakan informasi2 atau nasehat2 dari para ahli (yg.punya expert credibility) dan dari para rekan petani lainnya yg. dikenal dan berpengaruh setempat (yg.punya closeness/safety credibility).	4. Sukar untuk membentuk /hal ini sebab biasanya local input jarang diikuti sertakan sebab produksi siaran radio biasanya tidak lokal.
5. Informasi yang disampaikan biasanya diselingi atau melalui hiburan2 yang disesuaikan dengan daerah asal para petani.	5. Informasi yg. disampaikan biasanya diselingi oleh hiburan tapi tidak khusus hiburan yg. sesuai dengan daerah asal para transmigran.
6. Informasi yg. disampaikan bisa didengarkan dg. jelas dan terang tidak tergantung dari cuaca atau adanya gangguan frekwensi seperti halnya radio.	6. Adanya gangguan frekwensi radio yg. seringkali mengganggu konsentrasi dan lancarnya siaran tsb.
7. Adanya unsur "novelty" dari medium ini yg. bisa mempengaruhi terjadinya diskusi yg. spontan antara para petani yg. telah mendengarkan informasi tsb., yg. mana bisa juga menggerakkan atau memudahkan terbentuknya kelompok2 pendengar atau petani.	7. Unsur "novelty" dari radio sudah hampir hilang, karena medium ini bukan lagi barang yang baru bagi kebanyakan petani.

Distribusi mesin kaset dan kasetnya

Situasi perumahan dari Proyek Transmigrasi Pematang Panggang sangat memudahkan distribusi mesin kaset dan kasetnya kepada para petani. Ini disebabkan karena rumah para petani terletak secara teratur dalam satu blok dan tidak terpencar-pencar. Dengan demikian satu mesin kaset dan kasetnya bisa dioperkan oleh seorang petani yang telah mengingat isinya kepada tetangganya dan seterusnya.



Untuk satu blok yang terdiri dari 30 KK diperlukan 2 (dua) mesin kaset yang akan dipergunakan secara bergiliran oleh tiap KK (setiap KK diberi waktu paling lama dua hari untuk meminjam mesin tsb.). Dengan demikian, mesin tsb. akan selesai digunakan setelah satu bulan, kemudian kaset dengan informasi baru diberikan untuk mengganti kaset yang lama, dan mulai lagi dipinjamkan seperti semula. Jadi setiap bulan sekali para petani akan mendapat informasi yang menarik dan sesuai dengan perluannya melewati sistem ACT ini.

Hal-hal lain yang penting untuk diperhatikan adalah isi daripada kaset itu sendiri (lihat Laporan Lengkap mengenai Sample of Cassette Content, hal.47-48) dan persyaratan-persyaratan untuk proses produksinya (lihat Laporan Lengkap mengenai Production Requirements, hal. 48-49).

3

Penggunaan Media Tradisionil

Salah satu hasil penelitian dan observasi yang secara konsisten ditemukan oleh Konsultan ini adalah keluhan para petani transmigran mengenai hampir tidak adanya hiburan, terutama hiburan kesenian daerah asal mereka, di proyek transmigrasi Pematang Panggang. Hal ini sangat penting bagi mereka yang berasal dari Jawa dimana kesenian dan hiburan daerah seperti ludruk, ketoprak, wayang kulit, reog, kuda lumping, dll. adalah salah satu bagian yang sangat integral dalam kehidupan mereka, lebih-lebih lagi, apabila mereka berada disuatu daerah yang baru, maka rasa kehilangan kampung halaman lama mereka, bisa tambah terasa apabila tidak adanya hiburan kesenian daerah yang biasanya mereka dapatkan secara teratur di Jawa.

Faktor-faktor sosio-budaya dan sosio-psikologis seperti diatas harus diberikan perhatian yang lebih besar terutama dalam proyek transmigrasi. Hal-hal tersebut sangat mempengaruhi ketahanan para transmigran didaerah barunya dan sedapat mungkin hal-hal yang bisa membantu memberikan rasa "seakan-akan seperti didesa asal mereka" supaya dilaksanakan

Penggunaan media tradisionil sebagai salah satu saluran komunikasi untuk menunjang pembangunan sudah dicoba dengan berhasil di Jawa maupun di negeri-negeri yang sedang berkembang lainnya. Salah satu sebab utamanya adalah karena saluran komunikasi tersebut sudah dikenal sejak lama dan merupakan suatu cara komunikasi yang sudah berbudaya. Disamping itu para pelaku (sumber komunikasi) itu adalah orang-orang yang sudah dikenal serta dipercayai oleh masyarakat setempat. Dan satu hal yang menjamin adanya perhatian dan tanggapan dari penonton adalah adanya unsur hiburan yang digunakan sebagai usaha penyampaian anjuran pertanian atau kegiatan-kegiatan penunjang pembangunan lainnya.

Dapat disimpulkan bahwa penggunaan media tradisionil mempunyai keuntungan-keuntungan sebagai berikut :

1. Sudah menjadi saluran komunikasi sosial yang membudaya dikalangan masyarakat tani Jawa.

2. Mengandung unsur hiburan dan kadang-kadang keagamaan dan adat istiadat yang bisa diselingi unsur-unsur penyuluhan dan motivasi serta penganjuran hal-hal yang bisa membantu suksesnya pembangunan.
3. Mempunyai kredibilitas yang tinggi sebab pelakunya sudah dikenal sebagai orang-orang yang berpengaruh dan bisa dipercaya.
4. Bisa menyesuaikan informasi-informasi yang ingin disampaikan berdasarkan kebiasaan-kebiasaan, kepercayaan-kepercayaan serta keperluan masyarakat setempat yang sudah dikenal dan diketahui secara baik oleh pelaku (komunikator) media tradisional tadi.
5. Para komunikatornya tidak dicurigai oleh masyarakat setempat sebagai orang luar yang kadang-kadang dirasakan kurang memahami keadaan mereka, atau yang akan mengambil keuntungan-keuntungan pribadi.

Selain hal-hal tersebut diatas, khususnya didalam proyek transmigrasi, media tradisional bisa berfungsi untuk :

1. Memberikan informasi serta motivasi mengenai bagaimana memperbaiki cara hidup mereka secara lebih baik (dalam hal pertanian, kesehatan, pendidikan, dll.).
2. Memberikan hiburan yang sangat diperlukan, agar menimbulkan suatu iklim yang baik (seakan-akan berada di Jawa) dengan menghilangkan kerinduan akan kampung halaman yang lama.
3. Mengembangkan kebudayaan daerah mereka yang sulit untuk bisa dihapuskan demikian saja.
4. Memberikan apresiasi kepada masyarakat mengenai kebudayaan dan kesenian dari daerah lain (misalnya orang Sunda agar

juga menyukai kesenian ludruk dan sebaliknya) agar konsep integrasi nasional dalam hal kebudayaan bisa diperkokoh.

5. Memberikan informasi lewat hiburan daerah sehingga diharapkan agar pengaruh kepopuleran program televisi yang banyak mempelembahkan program luar negeri, yang mengandung anjuran kehidupan mewah dan konsumtif, bisa ditekan, sedikitnya untuk sementara waktu, agar para petani menggunakan uang hasil pertanian mereka untuk hal-hal yang produktif.

Mengingat hal-hal tersebut diatas, maka disarankan agar media tradisional digunakan sebagai salah satu strategi komunikasi di proyek-proyek transmigrasi di Indonesia (lihat Laporan Lengkap mengenai Recommendation 9, hal. 52-53).

Pelaksanaan

Di proyek transmigrasi Pematang Panggang, seperti juga mungkin halnya di proyek-proyek transmigrasi lainnya, terdapat transmigran yang dulunya ketika di Jawa adalah anggota-anggota kelompok kesenian daerah.

Di Pematang Panggang, sampai saat ini sudah terbentuk 30 kelompok kesenian daerah yang beranggotakan lebih dari 618 orang. Namun demikian kelompok-kelompok kesenian ini belum bisa melakukan pertunjukan dengan teratur sebab kekurangan peralatan, permodalan serta organisasi yang teratur.

Penggunaan media tradisional sebagai salah satu usaha-usaha penyuluhan memerlukan hal-hal sebagai berikut :

1. Memberikan rangsangan kepada beberapa kelompok kesenian yang baik pimpinannya serta bisa dan bersedia untuk menyebarkan informasi-informasi mengenai pertanian, kesehatan, pembangunan desa, serta masalah-masalah transmigrasi lainnya, agar mengadakan pertunjukan secara teratur.

2. Memberikan latihan yang baik serta teratur kepada para pelaku dan sutradara kelompok tersebut, mengenai informasi-informasi yang perlu disampaikan lewat media tradisional tersebut.
3. Memilih bentuk-bentuk kesenian daerah yang cocok dan bisa digunakan sebagai saluran komunikasi penunjang pembangunan, misalnya dimana jalan ceritanya cukup flexible dan tidak kaku (rigid) kalau penyuluhan-penyuluhan pertanian atau kesehatan dll. diselipkan dalam jalan ceritanya.
4. Pemasukan informasi tersebut jangan kita paksakan, melainkan sebaiknya kita serahkan kepada sutradara dari masing-masing kelompok kesenian yang lebih tahu bagaimana caranya informasi tersebut disampaikan lewat cerita-ceritanya. Yang perlu disampaikan kepada sutradara hanyalah materi yang perlu disampaikan kepada para penonton. Jadi berilah kebebasan kepada para sutradara dan pelaku untuk menentukan bagaimana informasi tersebut sebaiknya disampaikan.

Selama ini di Pematang Panggang konsultan ini telah menjajagi kemungkinan-kemungkinan digunakannya beberapa kelompok kesenian daerah dan disarankan agar supaya :

1. Dua atau tiga jenis kelompok kesenian diberikan semacam pinjaman modal (misalnya kelompok kesenian ludruk, ketoprak, reog atau janger, yang jalan ceritanya mempunyai kebebasan yang cukup untuk menyampaikan penyuluhan-penyuluhan yang diperlukan oleh program transmigrasi).
2. Pinjaman tersebut akan dibayarkan kembali dalam bentuk pertunjukan di tiap-tiap Unit (Misalnya setiap kunjungan di tiap Unit dinilai sebagai Rp. 1.000,-. Dengan demikian, suatu kelompok yang mendapatkan pinjaman Rp. 50.000,- misalnya, harus melakukan 50 x (kali) kunjungan ke berbagai unit untuk memberikan hiburan serta penyuluhan dan barulah pinjaman

tersebut dianggap telah lunas. Kelompok kesenian tersebut harus paling sedikit mengunjungi 2 Unit setiap bulannya.

3. Agar para sutradara dan pelaku bisa menyampaikan penyuluhan secara baik, mereka diharapkan mendapat penataran serta pengarahan-pengarahan yang teratur dari staf proyek, terutama mengenai informasi teknis.
4. Agar supaya kelompok-kelompok kesenian daerah tersebut bisa berdiri sendiri dan menjadikan usaha pertunjukan kesenian tersebut sebagai usaha tambahan mata pendapatan mereka, sebaiknya pimpinan proyek memperbolehkan kelompok-kelompok tersebut untuk memungut bayaran dari para penonton. Namun demikian, sebaiknya pimpinan proyek juga menentukan pungutan maximum (misalnya Rp. 10,-, dan anak-anak gratis) yang boleh mereka pungut. Pungutan ini bisa mereka jadikan untuk ongkos menutup keperluan-keperluan peralatan, makanan para pelaku serta transportasi.

Disamping itu telah pula ditemui tiga tokoh pimpinan kelompok kesenian daerah dan diadakan temu pendapat dengan mereka, ketiga-tiganya sangat setuju dan menyambut dengan gembira kalau kelompok kesenian mereka bisa juga berfungsi sebagai saluran komunikasi untuk penyuluhan hal-hal yang diperlukan oleh masyarakat transmigran di Pematang Panggang. Mereka juga menganggap, usul mengenai schema pinjaman yang sudah diuraikan di atas bisa mereka terima, dan juga mengenai ditentukannya biaya pungutan maximum oleh staf proyek, sesuai dengan kemampuan penduduk setempat. Namun demikian, hal tersebut memerlukan penelitian yang lebih sempurna.

Bantuan pinjaman keuangan yang diperlukan oleh masing-masing kelompok untuk bisa segera mulai mengadakan pertunjukan secara teratur adalah sebagai berikut :

1. Ludruk (Sdr. Sugiarto) Rp. 60.000,-
Untuk membeli pakaian + peralatan
dekorasi (tidak termasuk gamelan)
2. Janger (Sdr. Marlianto) Rp. 80.000,-
Untuk membeli pakaian dan peralatan
dekorasi pentas.
3. Ketoprak (Sdr. Sumadi) Rp. 60.000,-
Untuk membeli pakaian dan peralatan
dekorasi pentas (tidak termasuk gamelan)

IV PENUTUP

Walaupun sangat diharapkan agar saran-saran yang dikemukakan oleh konsultan komunikasi ini dilaksanakan oleh pihak yang bersangkutan, perlu pula diingat bahwa suksesnya suatu program transmigrasi tidak semata-mata tergantung dari keberhasilan dari perencanaan serta strategi komunikasi itu sendiri. Komunikasi memang diperlukan, tetapi hanya dengan komunikasi saja, itu tidak cukup mampu untuk mensukseskan usaha-usaha proyek transmigrasi. Komunikasi hanyalah merupakan unsur atau komponen penunjang atau pendorong didalam kerangka program transmigrasi yang menyeluruh dan terpadu. Singkatnya, sebelum sarana-sarana fisik maupun sosial seperti jalan-jalan, telekomunikasi, sistem pemasaran, manajemen, dll. dipenuhi atau diperbaiki, maka strategi komunikasi yang lebih efektif seperti yang disarankan dalam laporan ini, maupun Laporan Lengkap dari konsultan komunikasi ini, tidak akan banyak manfaatnya.

I. INTRODUCTION

1. Background of the Project

The Directorate General of Transmigration, Ministry of Manpower and Transmigration, with the assistance of the UN/FAO Project 6/INS/OI/T, is conducting a Pilot Extension Training Programme for Transmigration Settlement Schemes in Pematang Panggang, South Sumatra. This project is also known as the Technical Cooperation Programme (TCP). The overall objective of this TCP is to develop practical guidelines for the introduction of appropriate technology and operational training programmes for new transmigration schemes in order to guide farm production and to stimulate community development.

The Pematang Panggang transmigration project involves 3,500 families in 7 village units and is operated by village unit managers assisted by extension workers and technical management personnel under the direction of a project manager assigned by the Directorate General of Transmigration (DGT). The transmigrants are landless agricultural workers and under-employed persons from high population density areas such as Java, Bali and Madura. This pilot project is also the first relatively large scale scheme designed for development predominantly through upland rainfed agriculture. Since several of the major new transmigration projects in Indonesia are planned to center around agricultural development on upland rainfed areas, the lessons learned and experiences from the TCP can therefore contribute significantly to future planning and implementation of transmigration programmes.

The farming systems being recommended for these upland rainfed areas are combinations of food crop production as a main priority, tree crops such as rubber or oil palm for increased cash income, and the development of a livestock component principally as a source of draught power and also of cattle for marketing. In southern Sumatra, including Pematang Panggang, individual farm holdings of the new settlers may extend from two to five hectares, and in general, the transmigrants

originating from the islands of Java, Bali and Madura, have limited knowledge and experience of the technology and management capacity necessary to undertake a diversified farm development programme of the type recommended.

One of the major components in this Technical Cooperation Project in Pematang Panggang is the extension education activity as a communication support component of the project. The work plan, therefore, calls for the assistance of a FAO Communication Consultant to help plan, design, and implement a communication strategy to support the pilot project in achieving its objectives. It was originally planned that the communication consultant served for three months starting on September 15, 1977 when the TCP started. However, due to several recruitment problems, the consultant only arrived in Indonesia on June 23, 1978, 9 months behind schedule, and is also only available for approximately one month. It should also be noted that the TCP is to be expired at the end of September, 1978.

2. Terms of Reference

In light of the time constraints mentioned above, the Team Leader of the TCP, Mr. H. D. Matheson, in consultation with the FAO consultant, Mr. Ronny Adhikarya recommended that rather than planning, designing and implementing a comprehensive and specific communication strategy for the TCP, it would be more useful to have the communication consultant examine the communication problems and whatever communication activities that have been undertaken, and then, prepare certain general guidelines for communication support of other transmigration projects. More specifically, the revised terms of reference for the communication consultant are the following :

- a. To propose the incorporation of a development support communication component in the project management organization structure and the functions which would be undertaken in a transmigration settlement project situation;

- b. to prepare a systematic presentation showing the recommended procedures to be used in the establishment of farmer group organizations, including related communication strategies;
- c. to examine the communication support means and materials required for extension staff/farmer training programmes in newly settled transmigration schemes, and to provide advisory recommendations based on the Pematang Panggang pilot project's communication activities and experience.

3. Methodology

The communication consultant has utilized four approaches in gathering his data and information. The first was straight statistical data and other relevant base-line data gathering using available records and relevant data from previous studies, or reports. The second, information were obtained by personally interviewing informally selected transmigrants as well as transmigration project officials. The third approach was personal participant observation on several communication activities and other related transmigration aspects. And the fourth approach was a simple quantitative analysis using communication network analysis technique which involved personal interviews on two to five short questions to determine group communication structure and its information flow as well as influence and leadership patterns in small groups.

The communication consultant spent 12 days in Pematang Panggang and Palembang and 23 days in Jakarta.

II. CONCEPTUAL COMMUNICATION PROBLEMS

1. Conceptual Definitions

In the context of this report, communication is defined as the process by which an idea or innovation is transferred from a source to one or more receivers, with the intent to change their behaviour. The purpose of communication is to bring about certain desired effects on the part of the receiver : Alteration of the receiver's knowledge of some idea, a change in attitude toward the idea, or a change in his overt behaviour. Thus, a concern with communication implies an interest in behavioural change, as the purpose of most human communication is change. Likewise, there is no way to understand the process of change without considering communication.

However, in practice, it has been perceived, more often than not, that the predominant model of communication is a linear, left-to-right, and one-way paradigm that implies a transmission approach to communication. This mechanistic concept of the communication process aids understanding because of its simplicity, but it does great harm to reality. Worse, the linear model implies an autocratic, one-sided vision of human relationships : It assumes an active source operating on a passive receiver via the persuasive monologue, and also suggests a vertical relationship in which the source will tend to direct or dominate the behaviour of the receiver.

In order to have a more effective communication process, the element of feedback should be added to the process, thus recognizing that the transaction is a dialogue in which receiver power may be important. Feedback, is a response by the receiver to the source's message, which the source may subsequently use to modify his further messages. Emphasis on feedback assumes greater equality of the participants in a communication event. Unless the communication mechanism allows for a dialogue between the development agents such as the extension agriculture workers, etc. and the potential innovation adopters, such as

the transmigrants, most innovations or recommended ideas diffused will be irrelevant to the perceived needs of the majority of the audience.

It is, therefore, important to assess the perceived needs of the potential adopters of the recommended ideas or innovations, and unless feedforward information is encouraged through a participatory process of communication, development project, such as transmigration, might not be able to formulate specific communication objectives that will be relevant to the needs, interests and problems of the transmigrants. In Indonesia, like in many other countries, the emphasis in agricultural communication, for instance, has been on communicating messages to the farmer, instead of finding out what he needs or wants.

2. Fundamental Communication Problems in Pematang Panggang

The TCP activities at Pematang Panggang had been carried out without a systematic and well-planned communication support component which should be integrated to the project's activities. This is not to say, however, that there is no communication activity. Obviously, communication activities are conducted but they do not form a cohesive and planned strategy. The communication activities are basically information transmission through lectures and demonstrations. A systematic effort to plan and incorporate the communication component as an integral part of the TCP activities in Pematang Panggang has not been successfully conducted due to the following reasons :

- a. Lack of base-line data or information which are needed to be used as basis for the planning and designing of the communication strategies. Even basic demographic data of the transmigrants are not readily available, let alone attitudinal data, socio-cultural preferences or habits, media habit and preference, family and social interaction patterns, etc.
- b. Poor feedforward information mechanism which is needed to conduct a needs-assessment or problem appraisal. The reporting system of a subordinate to his superior which is usually used as the mechanism

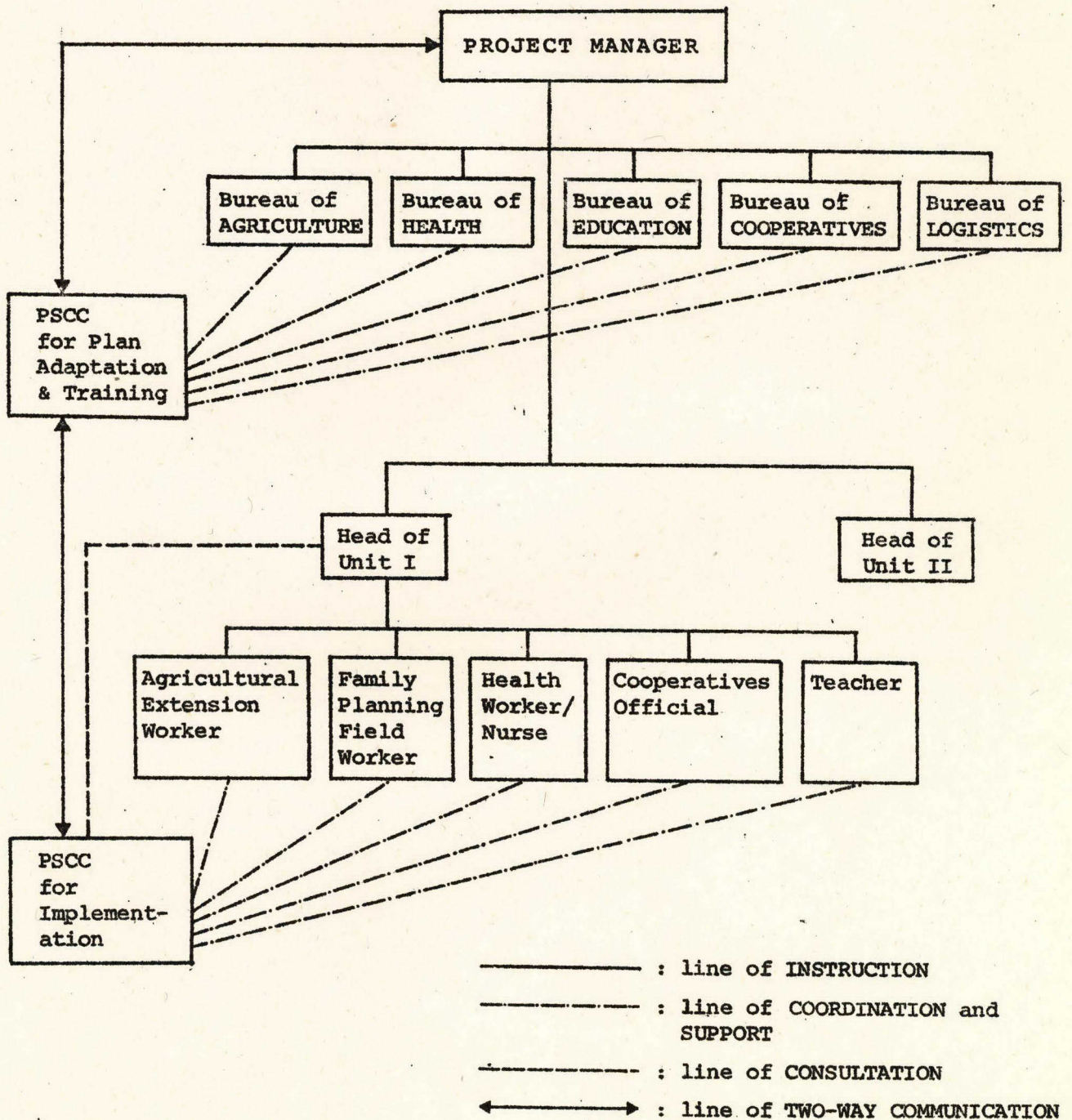
- for needs-assessment or problem appraisal often is an inappropriate channel for such purpose . There is a strong tendency for a subordinate to report only positive information and not to report negative or unpleasant information or problems to his superior. The present situation is still as such that reporting of a problem is not quite appreciated for the person who reports will usually be blamed for the mistake. Thus, communication mechanism which encourages both positive as well as negative feedback is badly needed. Such a communication mechanism will also enable the project staff to quickly and accurately respond to certain changing needs, interests of, or problems faced by, the transmigrants.
- c. The quality and quantity of the extension communication workers (who are transmigrants themselves) is still inadequate. Eventhough some of them have a fairly good education (equivalent to a high school graduate), they only have some agricultural technical knowledge but are not skillfully trained as effective communicators for they usually require specialized training.
 - d. At present, the extension communication workers at the Pematang Panggang project are conducting their work according to the instructions given by their respective provincial departments (Palembang office) or central departments (Jakarta office). For instance, the PPL (agricultural extension communication workers who are administratively responsible to the DGT) gets his technical instructions on how to conduct his communication activities from the Provincial Office of the Department of Agriculture, whose communication guidelines are designed for all PPLs in South Sumatra, thus not specifically designed for the situation and target audiences in a transmigration project, such as Pematang Panggang.
 - e. There is no communication component that functions as a support unit to the various project activities, such as agriculture, health, nutrition, family planning, education, cooperatives, etc. and which forms an integral part of the overall project activities. Hence, there is a lack of coordination and integration among those various project activities mentioned earlier, especially in terms of its communication strategies or activities.

Given the above mentioned problems, it is therefore recommended :

Recommendation 1 :

- a. That a Project Support Communication Component (PSCC) or Komponen Komunikasi Penunjang Project (KKPP) be added to the existing organizational structure of the Pematang Panggang transmigration project.
- b. That the PSCC functions as a support unit to the various project activities, such as agriculture, health, nutrition, family planning, education, cooperatives, etc. and forms an integral part of the overall project activities in order to adapt given communication guidelines or plans according to local situation, needs, and problems, as well as to integrate and coordinate the communication support strategies of the different messages and approaches of the earlier mentioned project activities.
- c. That such an integrated communication support component should be geared to strengthen and complement the different communication objectives and to avoid duplication and/or conflicting communication objectives of the different project activities.
- d. That the PSCC be incorporated as an integral part of the project from the very beginning and be given its own budget and human resources to facilitate effective adaptation of a given communication plan or guidelines, or the design of a completely new communication strategy to suit the local and specific situation, needs, and problems at each project level.
- e. That in each transmigration project, there is one PSCC for Plan Adaptation and Training, and at each unit within the project there is also one PSCC for Implementation (KKPP Unit Pelaksana). See Figure 1.
- f. That the PSCC for Plan Adaptation and Training be responsible for (1) the adaptation of a communication plan (if one exists) or

Figure 1 : Present Organizational Structure of the Pematang Panggang Transmigration Project and the Proposed PROJECT SUPPORT COMMUNICATION COMPONENT (PSCC)



- guidelines given by the provincial or central office to suit local (project level) situation, needs, and problems, and (2) the training of the PSCC for Implementation workers, especially on communication strategies, such as message treatment, development, and presentation, audience analysis, group interaction, pressure, and dynamics, etc., as well as training to encourage a reporting system which allows for an effective feedback (both positive and negative) and feedforward information mechanism.
- g. That the PSCC for Implementation workers (one in each unit) be utilized as the persons who should be able to provide the PSCC for Plan Adaptation and Training with feedforward information (such as needs-assessment, problem appraisal, simple but relevant baseline data, etc.) and with positive as well as negative feedback so that project staff can (1) quickly respond to certain changing needs or problems of the transmigrants, (2) change or formulate new communication objectives based on the needs-assessment, and (3) have a good management information system to check whether a certain task that has been planned is already implemented, and how well is it implemented, and what are the problems encountered, etc.
 - h. That the person in charge of the PSCC for Plan Adaptation and Training be well-qualified, preferably a university graduate in the field of behavioural sciences (social psychology, communication, rural sociology, social or cultural anthropology or marketing), fluent in Javanese dialect, and has considerable experience in working with rural Javanese folks.
 - i. That a special pre-service and in-service training for PSCC for Plan Adaptation and Training workers be conducted regularly (e.g. once a year) giving them both theoretical concepts and practical guidelines on communication planning, strategy and management; audience analysis; group interaction; persuasion techniques; low-cost communication media selection; training methods and concepts; message design, treatment and presentation, etc.

- h. That the PSCC for Implementation worker should at least be a senior high school graduate and preferably is a transmigrant himself. In addition, he or she should also have an informal, relaxed and outgoing personality, which is a very useful attribute to have for a rural communicator

3. Need for a Conceptual Communication Process Framework

In many countries, including Indonesia, many people still assume that "good" innovations will sell themselves. The problem is they do not. There are two essential ingredients for any development projects, including transmigration, to occur : (1) the appropriate technology, expressed in form of innovations which are recommended for adoption by the change agencies (e.g. agriculture department, health department, etc.) and (2) the communication of these technological messages from development agencies to their intended audiences, such as the transmigrants.

However, many development projects often do not use a communication strategy, which is a plan or a design for changing human behaviour on a large-scale basis through the transfer of new ideas. If communication strategies are used, usually they are inappropriate ones. Improvement only in the technology, without proper and planned communication strategies, seldom lead to successful development. Thus, adequate communication support for development is essential for the success of any project : It must start with the people who are to carry out the project, and it must be included in the total planning process from the outset.

Given the importance of a systematic and well-planned communication strategy to support the transmigration programme, it is therefore recommended :

Recommendation 2 :

- a. That the PSCC for Plan Adaptation and Training follows a systematic communication planning and strategy framework in conducting its activities (see II.4 for details).
- b. That the communication planning and strategy framework proposed in this report be used as guidelines or checklists only and not as a rigid model that has to be followed closely, for this framework is only one of the several different frameworks available. However, this framework has been specifically designed by this consultant in order to make it suitable for a communication component to support a transmigration programme.

4. Communication Planning and Strategy Development :
A Conceptual Framework

Communication practitioners and project administrators working in many development programmes, including transmigration, are often forced to make programme decisions guided only by assumptions which might not be valid and, therefore, might waste programme resources and time. One of the main reasons for such a decision making is due to the inadequate planning and/or the lack of baseline data and other relevant feedforward information.

To plan a comprehensive communication strategy to support transmigration projects, an adequate and accurate set of baseline data (including needs assessment information) is imperative in order to determine the most feasible, efficient and cost-effective communication approach. In essence, planning is a human process for defining problems, choosing objectives or goals, thinking of ways to accomplish goals, and measuring progress toward goal achievements. Therefore, when we plan we try to :

- define the problems and the causes of these problems
- decide what solutions to the problems are appropriate
- find out how these solutions can be made to happen
- know if they have taken place

There is often confusion between the concepts of "strategy", "plan", and "management". A good communication plan includes all three. Strategy reflects the problem chosen and the way communication will be used to solve the problem. The Plan includes the strategy but also lays out the Management actions to be taken to implement the strategy. Both strategy planning and management planning are necessary. The first covers what to do, and the second, how to make it happen.

A plan is a guide to activity, but it does not function like a road map. The directions provided in a plan must always be under study, especially as the plan is being implemented. Sometimes, adaptation of a plan is required due to some specific local conditions and problems. As we implement, we discover that our original ideas might have been wrong, or that the situation has changed, or even that the policies which guided our effort have been altered. Thus, we must remain flexible and ready to modify original plans as we gain experience in implementation. Feedback (including formative evaluation) of the programme must be carefully evaluated, and the plan re-evaluated in the light of what the feedback tells us.

The Conceptual Framework

The process involved in developing a communication plan can be divided into two parts. The first is the process of communication strategy development, and the second is the process of management planning. The conceptual framework used to develop the communication plan is based on a systematic approach using a circular model consisting of 10 phases (see also Figure 2) :

Part 1 : Communication Strategy Development

- Phase 1 : Baseline Data Gathering and Needs-Assessment
- Phase 2 : Formulation of Communication Objectives or Goals
- Phase 3 : Planning Analysis and Strategy Development
- Phase 4 : Audience Analysis and Segmentation
- Phase 5 : Media Selection
- Phase 6 : Message Design and Development

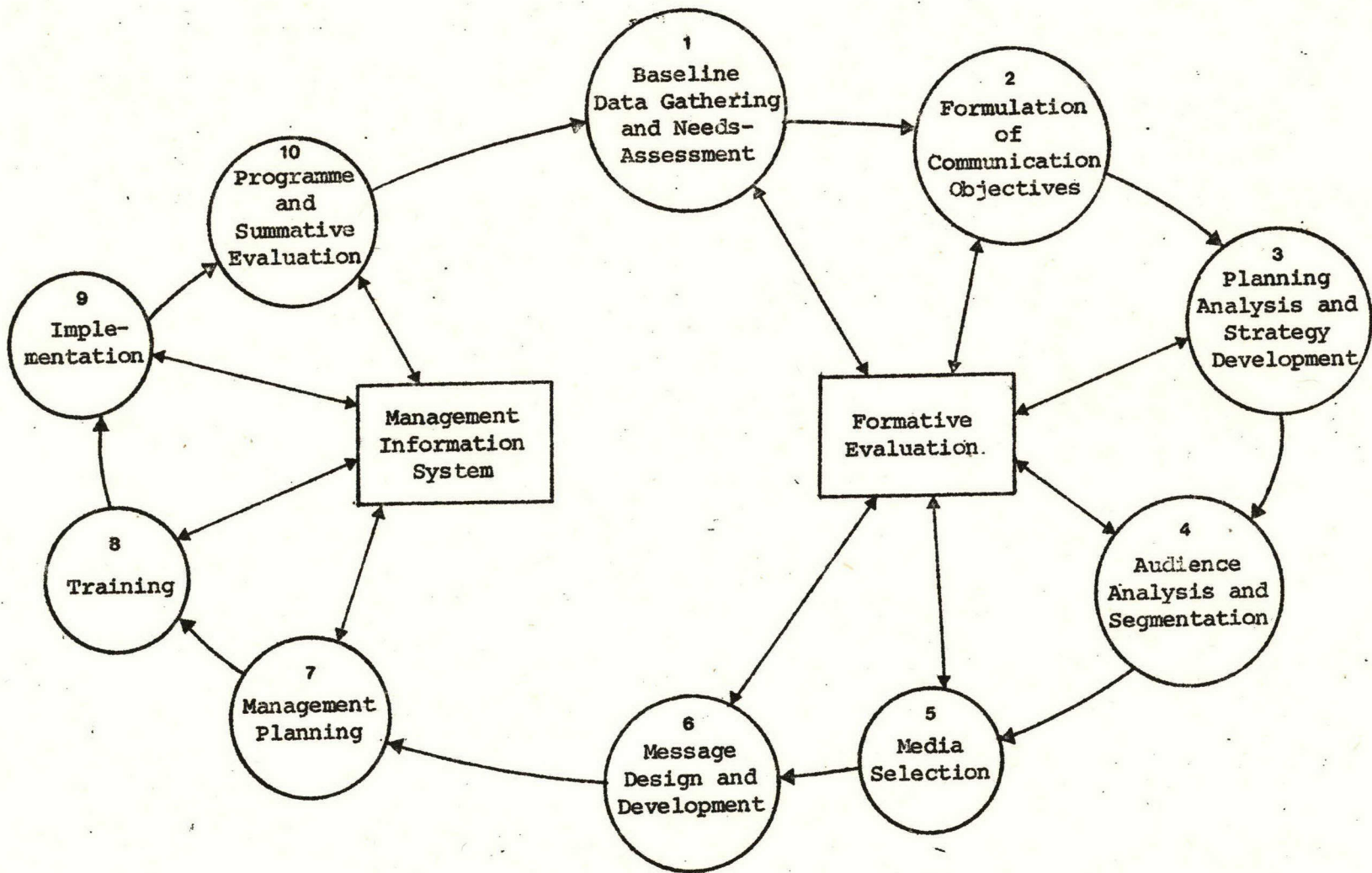


Figure 2 : Communication Planning Conceptual Framework

Formative Evaluation, especially pretesting of prototype communication materials, should as much as possible be included as a built-in activity in all the above phases, most importantly at phase 4, phase 5 and phase 6. Formative evaluation analyses feedbacks for modifications and improvement of an ongoing communication programme. It is an evaluation to help communication planners in developing and improving communication approaches and materials.

Communication strategy development, however, must be translated into the actions of people working on organization. This is where the focus of the planner or administrator shifts from strategy to management planning. Management objectives will then become the key link between strategy and action. Management objectives must identify clearly :

What the action is

Who will carry out the action

When the action will be accomplished

The second function of a management objective is to set a standard for measuring progress in implementation of activities. This is done by describing the action clearly and by setting a time period for accomplishment.

Part 2 : Communication Management Planning

Phase 7 : Management Planning

Phase 8 : Manpower Training

Phase 9 : Programme Implementation

Phase 10: Programme and Summative Evaluation

The four phases above should be supported by a good management information system which can provide planners with routine information on three basic components of a management objective : who will do what and when. There are three broad kinds of management activities for which routine information is needed for the effective decisions to be made : they are personnel, finance, and logistics. However, it should be remembered that management information system is useful so long as it does not create an impossible burden on staff, distracting them from their basic communication tasks.

Phase 1 : Baseline Data Gathering and Needs-Assessment

Baseline data and needs-assessment information are important factors in the formulation of communication objectives or goals, in designing the communication strategy, and in the evaluation of the effectiveness of the communication effort. Communication objectives are usually formulated on the basis of the audience's perceived needs, and interests. Communication strategies which often consist of audience analysis and segmentation, selection and/or combination of media and the communicators, and message design and development, are designed on the basis of relevant baseline data and correct trends or indicators, rather than assumptions or intuitions. Likewise, evaluation procedures of the communication activities, both formative evaluation as well as summative evaluation, are very dependent on baseline data. It is difficult to make any summative evaluative judgement if there is no basis for comparison (pre-test vs. posttest measures or controlled groups, etc.). Baseline data can provide the necessary benchmark for comparison in summative evaluation. Formative evaluation, whose function is to examine whether the strategy works on a small scale (e.g. pretesting of communication materials, pilot-testing of a certain communication approach, etc.)-- also requires relevant baseline data in order to examine the results of the pretest or pilot-test undertaking.

Often, baseline data and needs-assessment information gathering is associated with "research" activity. The word "research" usually frightens many people, including programme planners and administrators. They visualize large staff of pollsters, stacks of IBM cards, whirring computers, and complicated statistical tests, etc. For this reason, knowing that they have no millions of rupiahs to spend, they decided research is a luxury they must do without. However, it should be recognized that "research" is less a process than it is an attitude of mind. It should not be confused with statistics or any single method of gathering or processing data. Research, stated as simply as possible, is merely careful gathering and evaluating of information in order to

answer factual questions. In addition, "applied research" tries to gather data which have more or less immediate value in making decisions.

The person who is in charge of the proposed Project Support Communication Component (PSCC) for Plan Adaptation and Training needs certain data/information if his communication strategy is to remain alive, innovative, suitable and atuned to the changing conditions and times. Applied social science research data, in areas such as religion and ethics, norms and values, leadership structure, exposure to media, and other socio-cultural, socio-economical as well as socio-psychological information on the audience, are needed. In some cases, many of the needed information or data are already available. However, the problem is to find them, for in Indonesia there is no communication or even social science data bank yet which can easily store and retrieve applied research data.

Both basic demographic and in-depth data are required, depending on the related transmigration communication objectives. To design a communication strategy to motivate transmigrants to adopt family planning, for instance, the communication planner, besides requiring data on fertility rates, number of acceptors and non-acceptors, demographic patterns, health practices, etc., would also require an in-depth study of prevailing customs and traditions particularly on child-birth, child-rearing, family and kinship, religious ethics, attitudes and receptivity of the specific target audience towards family planning. To design a savings campaign, he would require data on income distribution, market trends, employment opportunities, as basic data, and in-depth information as to the target audience's attitude towards saving, his propensity to spend on luxurious or unproductive items, his reluctance to save, what sort of incentives he requires to save, etc. Data which state that the average Indonesian transmigrant farmer is X years old, has an income of Y rupiah, and has Z children is useful, but the humanizing element is missing. A greater in-depth study would reveal a more personalized image of one who is vulnerable to adverse weather conditions, disease outbreaks, price fluctuations, etc.

Data that is too generalized and pertains to cover a wide geographical and subject-matter area has certain limitations and weaknesses. A communication planner or strategist must lay heavy emphasis on the implementation aspect of his programme and whether the strategy he has drawn up is feasible and practical. Thus, he must deal extensively with the mechanics and the logistics of the programme, the nitty-gritty, down-to-earth stuff.

Communication planners would like also to know what works and what does not. "Action-oriented" and "problem-oriented" research comes under this category where it is intended to obtain data on which programmes can be based or against which they can be measured. It is usually specific and quantitative and supplies the answer to what, who, when, how and why, as well as answers to questions such as : Is there a cheaper way of doing this? Is there a more effective way of doing this? Media usage and preferences, readability, visual aid color perceptions, and cost-analysis are some of the data needs of communication planners.

Finally, it should be noted that there are two kinds of data to be collected, one as resource material to aid the communication planner in designing a communication strategy, and the other, for dissemination. Materials on transmigration and its related programmes and implementations, media practices and utilization, innovative approaches in communicating to a particular target audience, message treatment and analysis, etc. are examples of the former. For dissemination, materials include those that are of relevance and interest to the target audience, such as home and family management, health, nutrition, family planning, agricultural practices, and other economic considerations, are obtained from various subject specialists. These are then processed, decoded, and promoted to the target audiences.

In Phase 1, there are at least four major components that require data collection :

1. Target Audience :

- a. Number and location of the target audience to be reached;
- b. socio-economic profile such as, age group, income, occupation, number of children, etc.;
- c. socio-cultural profile such as, religion, language, education, family life patterns, traditional belief system/habit, norms and values, etc.;
- d. information sources (what channels are available);
- e. media habits/patterns

Data on target audience will be useful especially for phases 2, 3 and 4.

2. Knowledge , Attitude and Practice

- a. level of knowledge, attitude and practice of the specific target audience regarding the recommended practice;
- b. what are the attitudinal prescriptions (e.g. likes) of the target audience regarding the recommended practice, and programme approaches;
- c. what are the attitudinal prescriptions (e.g. dislikes) of the target audience regarding the recommended practice, and programme approaches.

Data on the knowledge, attitude, and practice of the target audience regarding the recommended ideas will be useful especially for phases 2, 3 and 6.

3. Media Inventory and Impact :

- a. availability and accessibility of the different media or communication channels;
- b. inventory of hard-ware (media facilities/infrastructure)
- c. inventory of soft-sare (slides, films, radio-tapes, newsprint, etc.)
- d. media profile (e.g. readership, listenership, programme rating, media saturation level, etc.);

- e. cost-analysis of media usage;
- f. visual and color perceptions, etc.

Data on Media Inventory and Impact will be useful for phases 3, 5 and 6.

4. Manpower Resources and Logistics :

- a. Manpower assessment;
- b. programme infrastructure (roads, transportation, storage, etc.);
- c. related services back-up facilities (e.g. health and family planning services, education, credit, fertilizer, seeds, etc.);
- d. media production capabilities and capacities;
- e. manpower and communication materials production cost;
- f. distribution system/network for communication materials.

Data on Manpower Resources and Logistics will be useful for phases 3, 5 and 7.

The above list is by no means exhaustive and we can add on the list depending on the specific data needs of the particular communication activity.

Some Problems in Data Collection and Analysis

It is not always that a communication planner could afford the luxury of primary data of direct concern to his work. Oftentimes, he has to rely on secondary data taken from reports of other agencies of similar orientation, whether from within the country or across national boundaries. Reports of existing activities provide valuable guidance to the planner in developing his own programme. But this is not always useful due to the uniqueness of each programme and such reports are only utilized for a general purpose. No doubt certain ideas and features are directly useful and could be adopted, but in the final analysis, the planner must seek recourse to what he already knows of the prevailing conditions, felt-needs, value-orientation and infrastructure of the specific transmigration programme he administers. To enable him to adapt

a certain communication plan or strategy to suit local conditions and needs, the communication planner requires also 'on-the-job' data that is in direct relation to his programme.

Another problem is that not all communication planners/administrators can undertake or direct research even if the necessary researchers are at their disposal. Usually, they are not able to adapt or interpret for their own use the research techniques developed for them. Unless the communication planner is himself trained in applied research methods and able to translate the results of communication research to suit a particular purpose, a practical communication approach for effective implementation is not provided. Due to limitation of funds and well-qualified communication experts in Indonesia, it is very difficult to have a three-tier administrative set-up of communication researcher, middleman (who acts as interpreter of data) and planner/administrator.

The Pematang Panggang's TCP staff has attempted to work closely with social science researchers from the University of Indonesia. The University of Indonesia's researchers are commissioned to conduct a baseline survey and a summative evaluation on Women's Group activities. The collaboration works out pretty well due to the following :

- (1) The objectives and goals of the activity to be studied are clearly spelled out and very specific.
- (2) The research tasks to be conducted have been specified by the TCP staff who will be the utilizers of the research results.
- (3) The University of Indonesia's researchers are conducting a research which results will be directly relevant and very important for policy implementation of the project, and not just an academic exercise or theory testing.

Another alternative which might promise practical and relevant research output is to utilize the services of commercial social science or market research companies that are available in Jakarta, Indonesia.

Since they do not need to pay certain overhead costs which is the common procedure if one subcontracts a research project to a university (not only in Indonesia but also in the U.S.), the commercial social research companies' fees are not much higher than that of the universities. Commercial social science research companies are also known to be very client-oriented which might increase the relevance and practicability of the research findings and facilitate effective programme implementation.

Phase 2 : Formulation of Communication Objectives or Goals

In this phase, four principal questions should be asked to determine the direction of the programme's communication objectives/ goals :

- (1) WHO : Who are the specific target audiences to be reached ? (Try to be as specific as possible and it can consist of several priority target groups).
- (2) WHERE : Where is the specific group located ?
- (3) WHY : Why is this specific group chosen to be a target group ?
- (4) WHAT message : Given the reason (why) to be reached, then what type of content of message should be communicated to this specific target group ?

Phase 2 actually cannot be separated from phase 1 because they work reciprocally. Therefore, in practice, phase 1 and phase 2 should be carried out simultaneously, especially in answering the 'who' and 'where' question.

Systematic communication planning should begin by carefully defining specific objectives in light of assessment of interests, trends or problems, social goals and values, and awareness of their broader implications. Specific objectives should be defined as sharply as possible because only then can we hope to measure or evaluate how well they have

been met. For instance, "to get more information to people" is not a sufficient objective for planning a communication system. Who needs what kind of information, delivered in what form and what priorities should be placed on different audiences and different kinds of information and different ways to deliver it ?

Phase 3 : Planning Analysis and Strategy Development

After identifying the specific communication objectives to be accomplished and the needs gap at a general level of analysis, then the next step is to translate these objectives and need statements into a workable communication strategy. There are at least two interrelated aspects of communication strategy development :

1. Choice of communication approaches
2. Identifying the types of messages to convey.

In choosing a communication approach or combination of approaches, one will have to determine first, what effect he wants to get. Depending on the knowledge, attitude, and practice level of a particular target group regarding the recommended idea, there are several communication approaches that can be utilized :

To increase awareness and knowledge level : Information Transmission Approach

To provide increased motivation : Persuasion Approach and Dialogue Approach

To provide specific technical know-how : Instructional Approach

Once the communication approach has been selected, one can then select also what type of message to convey. For instance, it can be the following :

- Informational messages (e.g. what is)
- Motivational messages (e.g. why)
- Instructional messages (e.g. how to)

It is often the case that those audience who participated in a communication campaign are not those whose attitudes need changing. Likewise with nutrition, health, agricultural techniques and education classes, those who attend are themselves well aware of such practices, but the less informed ones do not seem interested. Perhaps, a different communication strategy could be designed for these "late adopters" or "non-adopters" that is most suitable to their desires and needs, if it is known why they rejected the programme. In order to design an effective communication strategy, one would have to know the factors that influence and motivate behavioural change of the target group.

Further analysis and planning for a systematic and integrated communication strategy will also be carried out at the next three phases.

Phase 4 : Audience Analysis and Segmentation

Analysis of the target audience is one of the most important factors in designing an effective communication strategy. Due to the different characteristics as well as needs of the target audience, audience segmentation is usually necessary. For each target group, a specific communication strategy is thus required. In this phase, it is also important to assign priority as to what target group should be reached most urgently.

Phase 5 : Media Selection

In selecting the media or channel to be utilized, one will have to list the communication channels that reach the particular target audience. Then each medium must be evaluated in terms of its applicability to accomplish the specific communication objectives. The communication planner will also have to determine whether the media are available for use as well as the cost. Another important factor to consider is the coordination or integration of multi-media communication activities to reach a particular target group. In essence, it is not sufficient to say "use radio" for this advice needs qualification in many instances, such as for what audience, under what circumstances, for what type of message and with what other media reinforcements.

Phase 6 : Message Design and Development

In this phase, the message theme, treatment, and presentation should be decided. The main activity will thus be the designing of the prototype communication material which also requires formative evaluation such as pretesting of the prototype materials on the target audience. The pretesting results can guide the necessary revisions of the prototype material before it goes to the final, large scale, production process.

Phase 7 : Management Planning

One of the most difficult problems that communication planners face is that of scheduling and coordinating large numbers of communication activities. Planners must arrange the communication activities in a logical way, estimate the time and resources required to complete each activity, and keep constant watch on the schedule as activities unfold. The task, in other words, is to coordinate management objectives so that communication goals can be reached. There are at least 3 scheduling techniques :

- a. the monthly work plan
- b. the time effort chart
- c. the network scheduling (e.g. the PERT system).

In general, the larger and the more complex the communication programme is, the more valuable, but also the more difficult scheduling techniques become. For large and complex communication activities, a technique known as the Programme Evaluation and Review Technique (PERT) is quite useful.

Having a well-thought-out communication strategy and a schedule for activities and events of implementation is only a part of the planning process. Resources necessary to accomplish the activities must be budgeted. If a communication planner has already built a network schedule for his activities, he has already made some careful estimates of time required to complete certain tasks. In establishing these esti-

mates, he has to take into account the money and people required to complete activities within the time estimated. He will then have completed the process of "balancing" the three resources, - money, people, and time - to come up with a mix which fits the resources available.

Phase 8 : Manpower Training

When we design a communication strategy, the persons who will be implementing the strategy must also be ready and prepared to carry out the activities as planned. Therefore, an assessment of available manpower for the task is needed. After the selected persons have been chosen to carry out the plan, their tasks and training needs should be identified, and based on this, training for those who need it should be provided. By so doing, each person engaged in the implementation of the plan is prepared and well-equipped to handle the assigned task.

Phase 9 : Implementation

In this phase, all the necessary activities in achieving the planned communication objectives should be carried out.

Phase 10 : Programme and Summative Evaluation

In programme assessment and decision making, evaluation is an important means to make rational choices between alternative practices and to validate programme improvements. The purposes of programme evaluation in communication activities are :

- a. as an integral element in project management to monitor project performance or effectiveness;
- b. as a device for improving resource allocation and programme management; and
- c. as a means of policy formulation by having regular retrospective examination of communication activities.

Programme evaluation is thus concerned with developing information to use in modifying and improving the communication strategy. Its focus is on communication goals and strategy.

In addition, since the function of this evaluation is also to analyse effects of outcome of the communication activities in relation to objectives, inputs, outputs and cost, this type of evaluation is also called summative evaluation. Sometimes it is also called impact evaluation.

Results of this summative evaluation should also be considered as inputs for formulating new communication objectives and in designing new communication strategies.

Planned Communication Strategies

While it is obviously necessary to think of a communication activity in terms of a macro and comprehensive plan, or a planned multi-media strategy, such as explained above, it might also be useful to think more systematically of a micro or single communication medium strategy which will be a part of the overall, macro communication plan. In the next section of this report, three different micro communication strategies, - each using a single medium approach, will be identified and considered as appropriate for supporting the transmigration project activities.

III. SPECIFIC COMMUNICATION STRATEGIES

1. Farmers' Groups and Women's Groups

One of the main communication approaches that has been conducted at the Pematang Panggang transmigration project is the use of small group communication approach. The Pematang Panggang project is divided into 7 units, and each unit (of 500 families) consists of 7 to 13 blocks. There are a total of 63 blocks in the 7 units in Pematang Panggang. In each block in all of the seven units there are 2 farmers' groups (Kelompok Tani), and in each block in two units (8 blocks in Unit 2, and 13 blocks in Unit 5) there are 2 or more women's groups (Kelompok Wanita Tani), although not all of those groups are active. The more active groups usually meet twice a month.

Each farmers' group has its own leader and two to three contact farmers (Kontak Tani) chosen from the group itself. A typical farmers' group meeting consists of a lecture from the agricultural extension worker (PPL), - who is a transmigrant himself -, assigned to the unit where the farmers' group is located, question and answer session, and sometimes a demonstration is also conducted, or working together on the demonstration plot. The communication content discussed in this farmers' group meeting is mainly on agricultural techniques and practices, thus more focusing on the technical and instructional aspects of agricultural practices.

The women's group also has its group leader and two to three contact farmers (Kontak Tani) chosen from the group itself. A typical women's group meeting usually consists of a lecture from the home-economist assigned to the TCP, sometimes complemented with a demonstration, and a question and answer session. The communication content discussed in this meeting centres on home improvement, nutrition, intensification of the home lot, etc.

Based on this consultant's own observation during his 12 days stay in Pematang Panggang and other reports from the TCP staff, it seems that many of the farmers' groups have not met regularly and actively.

This might be due to several reasons : (1) the farmers have very little time to spare for attending meetings; (2) the attempt to organize farmers' group meetings has just started a couple of months ago, and the farmers do not yet see the benefits from those meetings; (3) most of the farmers' groups have poor leadership.

Judging only from the frequency of meetings and number of the members who attended the meetings, the women's groups are more active compared to the farmers' groups. However, this does not automatically mean that the women's groups have been successful in accomplishing their objectives. It also appears that there are some women's groups which are non-active.

While it is now still too early to make an objective evaluation on the effectiveness of the two small group approaches (farmers group and women's group), there are enough indications that certain procedures in organizing group approaches in Pematang Panggang can be improved. These suggestions for improvement of group approaches can also be used as general guidelines for organizing a small group as a communication approach in future transmigration projects.

a. Group Formation and Selection of Group Leaders

The Technical Cooperation Project (TCP) technical team (composed of a team leader, counterpart co-team leader/coordinator, agricultural extension instructor and farm women's extension adviser) has worked in close consultation with and in support of the Pematang Panggang transmigration project administration through the project manager and the managers of the seven village units. The TCP staff believes that the role and influence of the village unit managers in directing and coordinating the various activities is important. More importantly, the TCP staff also feels that the influence of the appointed headmen in village blocks is quite significant especially in the leadership roles concerned with group activities. Hence, the TCP effort has been channelled mainly through these headmen (Kepala Blok). Groups were

formed and group meetings are convened with their agreement and assistance. There are 63 blocks in the 7 village units at Pematang Panggang, varying in household size of under 30 families to more than 80 families. In each block, there are 2 farmers' groups (Kelompok Tani) and 2 or more women's groups (Kelompok Wanita Tani) although not all of those groups are active. Each group has its own leader and two to three contact farmers (Kontak Tani). Nominations and selection of the group leaders and contact farmers were made by village unit managers (Kepala Unit) and in consultation with the block headmen (Kepala Blok). More often than not, however, the group leaders and/or the contact farmers selected are also the block headmen (Kepala Blok) or their wives. The criteria for selection are the following :

- a. Has a positive influence on the environment
- b. Has a positive outlook regarding development
- c. Willing to lead the group
- d. Willing to diffuse knowledge/innovations

While it is realized that the involvement of formal or official leaders, especially in rural areas in Indonesia, might be an influential factor in the success of small group activities, the utilization of those leaders as motivators or change agents for development, however, must be done with great care.

The present selection procedure for the appointment of group leaders and contact farmers should be scrutinized and also new operational criteria for selection should be considered. By only asking the unit managers and block headmen as to who should be appointed as group leader and contact farmer there is a possibility that the persons appointed are favoured by the unit manager and the block headmen but not necessarily favoured by the members of the group. The criterion "has a positive influence" is rather vague in the operational sense (e.g. from whose standpoint, to what degree, how to measure, influence on who, etc.), and moreover, this criterion does not necessarily mean that the person who has a positive influence is well-liked and sought after for information or advice by other members in the group. Rather, this person may

well be feared by the members of the group, and therefore, the instructions of the appointed group leader will probably be followed (perhaps only temporary). In addition, having been recommended and selected by the unit manager and block headmen, the group leader and the contact farmer will likely be reporting pleasant news and information about the group's activities and not likely to burden their superiors (unit manager and block headmen) with bad news or problems about the group's activities. Hence, this will perpetuate the problem of not getting negative feedback as mentioned earlier in section II.2.b.

In the Pematang Panggang transmigration project, it is also assumed that persons who are more progressive or advanced in their farming methods, and/or having high socio-economic status, will become effective group leaders and/or contact farmers. This assumption might not be valid for we should make a distinction between innovators and group or opinion leaders. While it is often the case that opinion or group leaders are slightly more innovative than their followers, most research findings indicate, however, that opinion or group leaders are not necessarily innovators. It should also be noted that when the group's or village's norm favour change, opinion or group leaders are more innovative, but when the norms are traditional, opinion or group leaders are not especially innovative. In a traditional society, such as in rural Indonesia, the opinion leaders are usually separate individuals from the innovators (the first to adopt new ideas); the innovators are perceived with suspicion and often with disrespect by the members of traditional systems. Opinion or group leaders are usually highly conforming to the group's or village's norms.

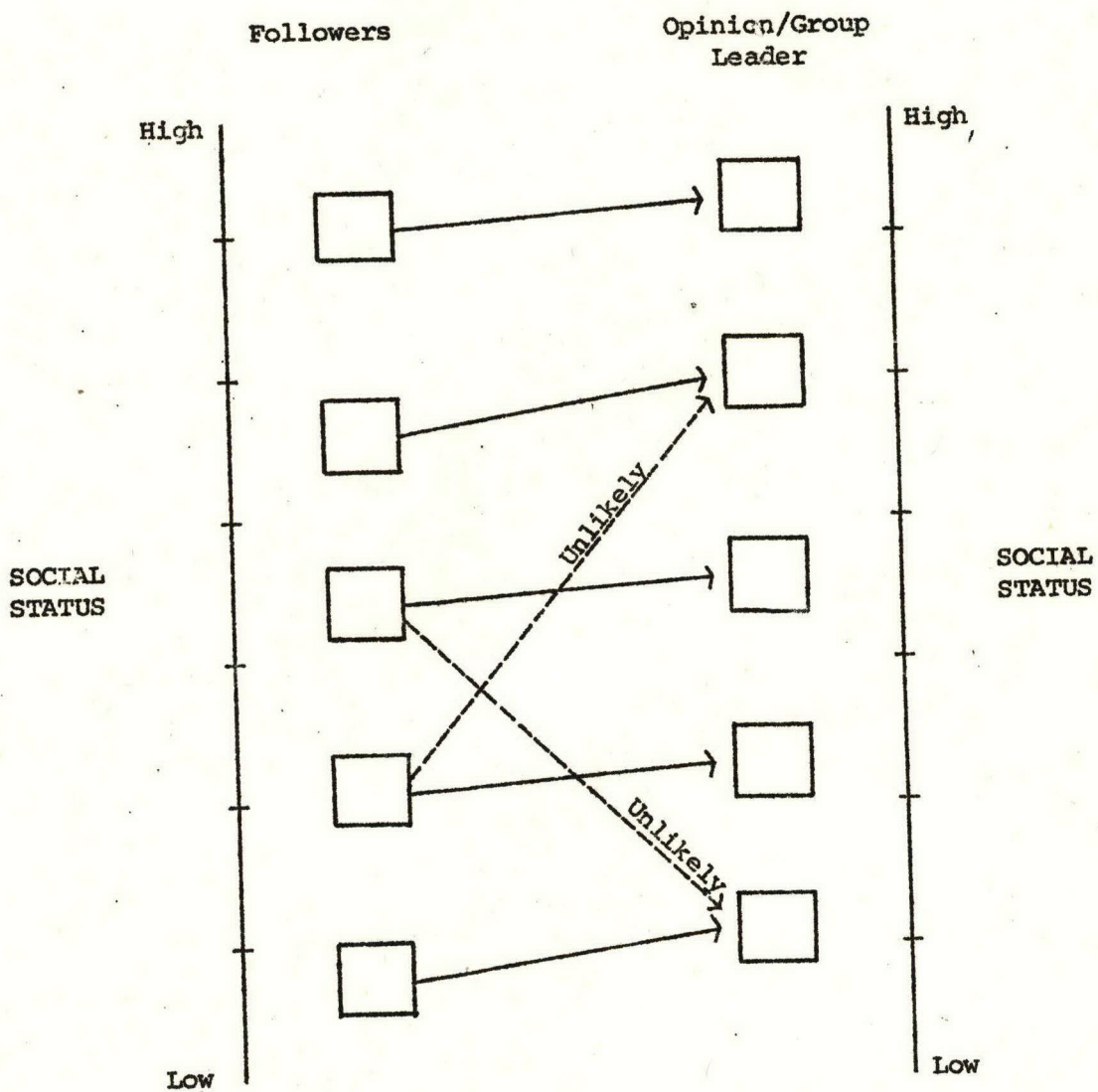
One of the most obvious and fundamental principles of human communication is that transfer of ideas most frequently occurs between a source and a receiver who are alike, similar, homophilous. Homophily is the degree to which pairs of individuals who interact are similar in certain attributes, such as beliefs, values, education, social status, and the like. On the contrary, heterophily is the degree to which pairs of individuals who interact are different in certain attributes. Homophily and effective communication breed each other. The more

communication there is between members of a dyad, the more likely they are to become homophilous; the more homophilous they are, the more likely it is that the communication will be effective. Empirical research findings from many developing countries, including Indonesia, also indicate that in traditional systems (rural villages, transmigraton scheme areas, etc.) followers interact with opinion or group leaders who are slightly or no more technically competent than themselves, whereas in modern systems (urban, cosmopolite areas) opinion or group leadership are sought who are much more technically competent than their followers. See Figure 3.

A common practice made by many development workers in Indonesia, including the transmigration project workers is to select opinion or group leaders who are too innovative. The development workers, such as the agricultural extension workers (PPL), work through opinion or group leaders in order to close the heterophily gap with their clients, - poor, low socio-economic status farmers. But if opinion or group leaders are too much more innovative than the average clients, the heterophily (and accompanying ineffective communication) that formerly existed between the PPL and his clients now exists between the opinion or group leaders and their fellow clients. This is why innovators are poor opinion or group leaders in transmigration projects; they are too elite and too change oriented. They serve as an unrealistic model for the average transmigrant farmers. It should also be noted that sometimes development workers, or the PPL identify potentially effective opinion or group leaders among the transmigrants, but they concentrate their efforts too much on the leaders, who soon become innovators and lose their former following.

This consultant also observed during his stay in the Pematang Panggang transmigration project that most of the group leaders (who most of them are the Kepala Blok or block headman) and the contact farmers (whose task is to educate, persuade and motivate other farmers to practice certain agricultural techniques), he met and talked to, are progressive farmers (petani maju) and having higher socio-economic status as

Figure 3 : Followers interact homophilously with opinion/group leader



Source : Everett M. Rogers and F.F. Shoemaker, Communication of Innovations : A Cross-Cultural Approach, New York : The Free Press, 1971.

compared to the majority of the transmigrant farmers. In most cases, eventhough the group leaders and the contact farmers have adopted the recommended practices and are successful transmigrant farmers judging from their house condition, agricultural produce, etc., most of the members in the group, however, have not followed the recommended practices, thus have not progressed as expected. When asked by this consultant why they have not practised what the group leader and contact farmers told them, most of the members of the group said the following :

- a. "What does Pak X (the group leader or the contact farmer) know about farming; when in Java he was a member of the army and not a farmer !" , or
- b. "I am a more experienced farmer than the contact farmer who is young and has very little practical experience" , or
- c. "I tried, but it did not work out well for me !"

Ironically, when this consultant indicated to them that the group leader or the contact farmer has been successful in their farming, the most common answers were the following :

- a. "Of course, Pak X is successful, he is well educated and is wealthy, not like me, a poor and uneducated farmer !" , or
- b. "Pak Y has got a good result in his farming, because he has got special attention from the PPL and has more money to buy new seeds, fertilizer etc., and also can afford to risk failures. You cannot compare me with him, he is the smart and wealthy fellow !" , or
- c. "Pak Z is perhaps just more fortunate than I am. Actually, he did not have any experience in farming before coming to Pematang Panggang. I think the land near his house is much better and fertile than mine; it is not a matter of farming technique, I am an experienced farmer."

The above illustration from Pematang Panggang showed that many of the members of the group do not perceive the group leader and/or the contact farmer as "one of them," but as an unrealistic role model due to the differences in social and economic attributes.

There is another problem in trying to diffuse innovations through persons with higher status and innovativeness than their following. Homophily can also act as an invisible barrier to the rapid flow of innovations within a system or a group. When a high degree of homophily is present, these elite individuals interact mainly with each other, and there is little "trickle down" of the innovations to the nonelites. Homophilic diffusion patterns cause new ideas to spread horizontally, rather than vertically, within a group. One implication of homophily as a barrier to diffusion is that transmigrating staff or the PPL should work with the different group leaders (or sub group leaders) throughout the social structure within the group. However, in the absence of an established community structure, selection of group leaders/contact farmers, initially may have to be done through the Kepala Unit and/or Kepala Blok. When community structure is more developed, then selection can be done through a more objective procedure (see Recommendation 6). Given the above mentioned problems, it is therefore recommended the following :

Recommendation 3

- a. If nomination and selection of group leaders and contact farmers will be done through informants' rating procedure (decision made by the Kepala Unit and Kepala Blok, among others), then the following operational criteria should be used :
1. The group leader and the contact farmers have to be members of their own group.
 2. They had farming experience in Java (prior to moving to the transmigration area).
 3. They should not be more than 5-8 years younger or older than the average (median) age of all the members of the group.
 4. Farmers' group should have a male group leader and male contact farmers, and women's group should have a female group leader and female contact farmers.
 5. Their socio-economic status (SES) level should only be slightly higher than the average members of the group; preferably having similar SES levels.
 6. They should, however, be functionally literate (able to write and read for reporting and recording of the related work involved).

7. There is a good indication that they are known and favoured by the members of the group (such as frequently sought after for advice or information by members of the group, high social interaction frequency with members of the group , etc.).
8. Willing to share and diffuse new knowledge or information with other members of the group.
9. Able to communicate effectively with members of the group which requires the following characteristics :
 - able to communicate in the dialect spoken by the majority of the members of the group;
 - have a high degree of self-confidence but yet relax in conversing with members of the group;
 - not having a patronizing attitude when communicating with their followers but able to create a dialogue or a participatory process of communication;
 - willing to listen to what group members have to say regarding their problems or comments and not only good in talking and telling group members what to do (a good communicator should also be a good listener).

The members of each group should not exceed 25 persons. The most ideal size for a small group to work effectively is between 15 to 20 members.

Recommendation 4 :

The establishment of a group should be based on a strong common denominator (e.g. need, interest, profession, problem, etc.) among its members. Unless group members have a strong reason or purpose for joining the group, they will not have a sense of belongingness to the group which is one of the most important factors in using group dynamics as a force for attitude and behaviour change among group members. Thus, in this case, a group is used as a medium for the communication activities.

- b. The establishment of functional groups such as religious groups, soccer groups, volleyball groups, traditional culture groups, etc. should be considered. These groups can effectively be used as locales of the communication activities involving agricultural messages, nutrition, and other related messages appropriate for the transmigrants. (In Pematang Panggang project, as of June 1978, there are 23 informal volleyball groups with 286 members, 7 informal soccer groups with 554 members, 30 informal traditional culture groups with 618 members. They are informal groups, meaning that they were established spontaneously by the transmigrants themselves, but most of them are non-active or do not meet regularly due to the lack of facilities and organization. But given the necessary facilities, such as the sport equipment, musical instrument, traditional costumes and/or other performing arts equipment, etc. and good organization and leadership, those groups have the potentials to function effectively as a communication tool.)
- c. The establishment of a group as a target of the communication effort requires specific issues or purposes as the content of messages to be conveyed to the members of the group who are the target of the communication activities. Therefore, unless the messages are designed to meet specific needs of the group (e.g. for the farmers' group : utilization of fertilizer, seed multiplication, etc.; or for the women settlers' group: child rearing practices, nutritious food preparation, etc.), a heterogenous and wide-scoped grouping such as farmers' group or women settlers' group might not function effectively.

Recommendation 5 :

- a. Transmigration project staff should focus their attention not only on the more progressive and more influential members of the transmigrant community as is usually the case, but more importantly to

give more serious attention to the needs and problems of the less progressive and low socio-economic status (SES) transmigrants who are the majority, in order to avoid the widening of the socio-economic benefits gap between members of the lower and the higher SES level as a result of the transmigration effort.

- b. While it is recognized that communication efforts aimed at the more progressive and more innovative members of a group or a community are much easier, faster, and have more chances to be successful because the audience are more open-minded, more willing to change or accept innovations, etc., there are certain communication strategies that should be considered for they might be able to give more benefits to the lower SES group than to the higher SES group (for details, see Appendix 1).

Recommendation 6 :

- a. In order to determine more accurately and more objectively who should be appointed as group leaders and contact farmers, a communication network analysis of the group members is suggested.
- b. Communication network analysis could be useful in checking out whether the failure of a group's activity is due to the wrong selection of its leader and/or contact farmers.
- c. The utilization of communication network analysis would also be useful in determining the social interaction patterns, the advisor-advisee relationships, and information or communication messages flow among group members; thus providing a composite communication patterns and a social structure map of the group.
- d. Due to the changing nature of leadership, communication patterns, and social structure in a group, it is suggested that a communication network analysis be conducted regularly, preferably once a year, in order to have an up-to-date strategy map of the interpersonal communication network of group members.

b. What is Communication Network Analysis ?

Communication network analysis is a simple and practical study of communication relationships between individuals, rather than on the individuals themselves. The advantage of network analysis in comparison to the more usual monadic analysis (where the individual is the unit of analysis) is that the social structure, especially in small group communication, can be overlaid on the communication flow in order to improve the understanding of both the structure and the message flow. In addition, it can determine group members' social interaction patterns, the advisor-advisee relationships and therefore providing a composite communication patterns and a social structure map of a group.

Communication network analysis basically uses a sociometric method by asking all the members of a group two questions :

1. Who are the persons (up to 3) you usually ask advice or information from on subject X (e.g. agriculture) ?
2. Who are the persons (up to 4) who have come to you to seek for advice or information on subject X (e.g. agriculture) ?

Unlike the survey methods (which use random sampling of individuals), network analysis is not a "sociological meat-grinder" tearing the individual from his social context. Since a small group usually consists of no more than 25 persons, interviewing the whole population is possible, and therefore, an accurate and complete picture of the communication network can be produced.

This consultant conducted a communication network analysis of one women settlers' group in Pematang Panggang and it took him only 4½ hours to complete the task (From interviewing the 17 members of the group, tabulating the results, to producing the final picture of the communication network structure of the group. See Figure 4).

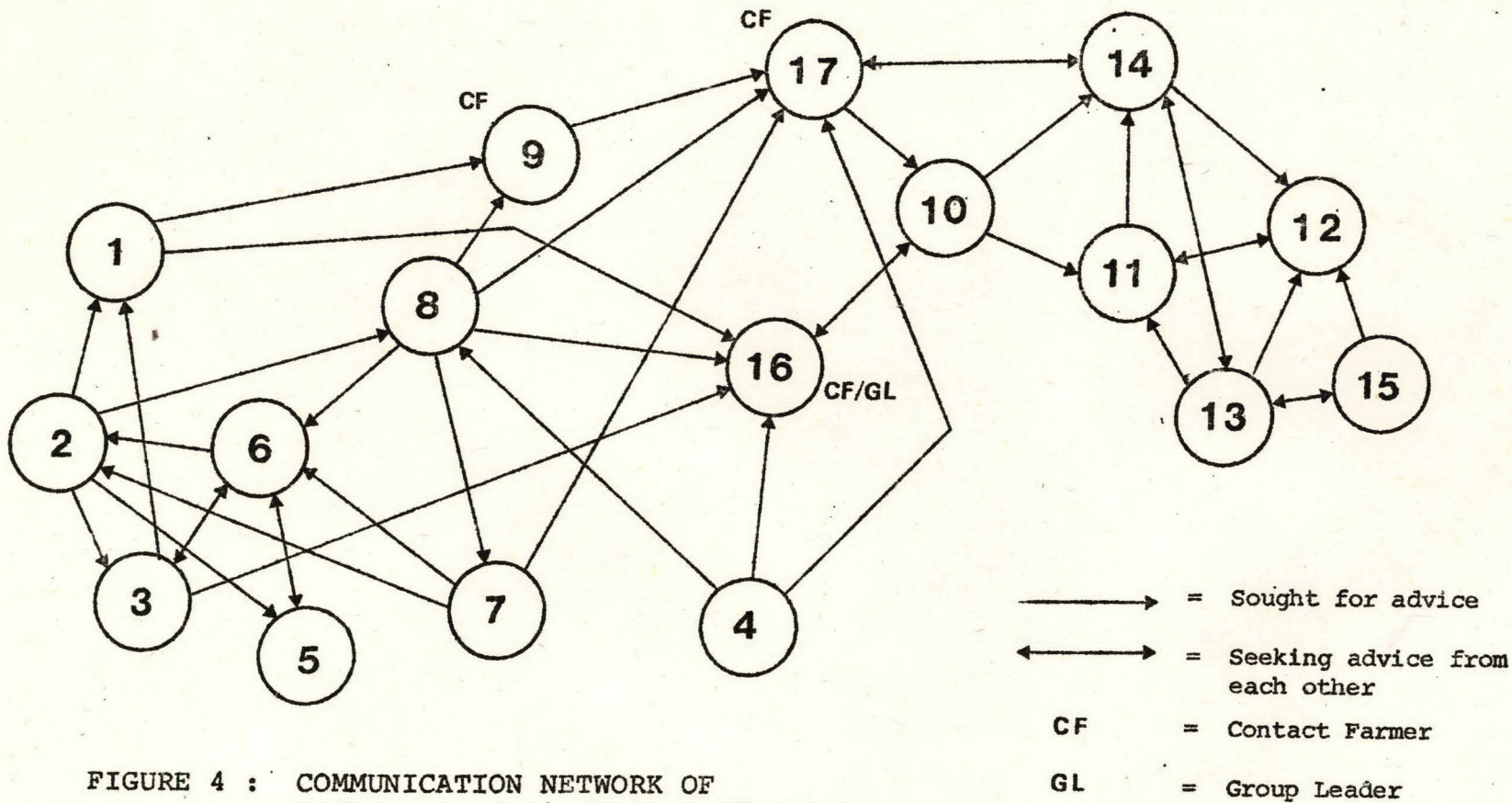


FIGURE 4 : COMMUNICATION NETWORK OF
WOMEN SETTLERS' GROUP "PERINTIS"

BLOCK C, UNIT V
PEMATANG PANGGANG TRANSMIGRATION PROJECT

- | | | | |
|--------------|--------------|---------------|---------------|
| 1. Mrs. Asn. | 5. Mrs. Sab. | 9. Mrs. Mar. | 13. Mrs. Mut. |
| 2. Mrs. Saw. | 6. Mrs. Sup. | 10. Mrs. Dir. | 14. Mrs. Ser. |
| 3. Mrs. San. | 7. Mrs. Suy. | 11. Mrs. Man. | 15. Mrs. Lug. |
| 4. Mrs. War. | 8. Mrs. Sla. | 12. Mrs. Mir. | 16. Mrs. Muc. |

c. What does the Network say ?

1. It can easily be seen that this group has a well integrated communication structure. Almost everybody interacts with other members of the group.
2. Obviously, there are two cliques : Clique I consists of members number 11, 12, 13, 14 and 15; whereas Clique II consists of members numbers number 1, 2, 5, 6, 7, 8, 16. We can assume that each of those cliques has a homophilous interpersonal communication relationships among its clique members.
3. Members number 16 and 17 are the linkers ; and unless they exist, the chances are very unlikely that the two cliques will be communicating (or influencing) each other. The more unrelated cliques in a group, the less effective is the group as a medium of communication and also as a locale of communication in achieving attitude and behavioral change among the members of the group.
4. Member number 6 is very influential and the most sought after for advice among members in Clique II. Member number 14 is not only the most sought after for advice by members in Clique I, but also is the gatekeeper or guard of Clique I.
5. Members number 4 and 7 are the least influential for nobody has asked for advice from number 4 and only one person asked for advice from number 7.
6. The strategy implications based on this network structure in selecting contact farmers and a group leader are the following :
 - a. Members number 6, 16, 17 and 14 will make effective contact farmers (but not number 9, who has been appointed as a contact farmer).

- b. Members number 16 and 17 have great potentials to become good leaders. In order to select one of them, their socio-economic status should be examined further and criteria for leadership mentioned in recommendation 3 be applied.
7. If, for instance, member number 5 has not practiced a certain recommended innovation, it is quite clear that the only person who can motivate and influence him is member number 6, and nobody else. Thus, unless we go through number 6, there is very little chance that number 5 adopts the recommended practice, even though the group leader and the contact farmers persuade him.

d. Who can do this Communication Network Analysis ?

Basically, communication network analysis is a quite simple undertaking and can easily be done by high school graduates or persons with some university education. However, experience in conducting field research is quite important in order to avoid unvalid answers and interaction effects which are the most common problems encountered in conducting social science research in traditional, rural areas in Indonesia. In addition, a special short term workshop (about 2 to 3 days) to train the persons who are to conduct this analysis about data tabulation and drawing the picture of the communication network, would be necessary.

The problem is how to conduct network analysis for the many groups in the transmigration projects. There are two alternatives :

1. Conduct a communication network analysis only of groups which are not successful or active in order to diagnose its problems (e.g. whether the selection of contact farmers or group leader is wrong, who should be influenced by whom, etc.).

2. If communication network analysis is desired to determine accurately and objectively as to who should be appointed as group leader and contact farmers in each group, it is suggested that the undertaking be subcontracted to professional social science researchers. In Indonesia there are the following :

a. University-based researchers :

such as researchers from the University of Indonesia, in Jakarta, the Agricultural Institute of Bogor (IPB), and the University of Gajah Mada's Institute for Rural and Regional Studies in Yogyakarta.

Those mentioned above are familiar with rural development research, eventhough probably not directly in conducting communication network analysis which is a rather specific kind of communication research.

b. Commercial social science researchers :

such as researchers of P.T. Inscore Indonesia in Jakarta who have conducted similar communication network analysis in West Sumatra, Indonesia.

Surprisingly, the research fees of the commercial research firms in Indonesia are quite competitive with that of the universities for those commercial research firms do not charge for overhead costs as do the universities. In addition, commercial research firms do the job usually faster as compared to universities' researchers whose primary task is to teach.

2. Audio Cassette Technology (ACT) System

During his stay at the Pematang Panggang transmigration project, this consultant observed the following problems :

- a. Most of the transmigrant farmers work long hours on their land, and in addition, they also work for the World Food Programme. Hence, the difficulty in finding an appropriate time for the PPL and contact farmers to communicate to the farmers.
- b. The farmers are usually very tired after work.
- c. Besides the fact that there is little time during the day for the farmers to meet for their Farmers' Group activities, there are also still many farmers who do not want to join the Farmers' Group.
- d. Among the active Farmers' Groups, the progress of the groups is uneven : some groups are more progressive and successful than others.
- e. Due to the fact that they came from different areas in Java, the farmers use different dialects and have different cultural norms.
- f. It is widely felt that the quantity and quality of the PPL serving the needs of the farmers is inadequate.
- g. In general, it is also widely felt by the farmers that there is a strong need to provide recreation and entertainment, especially in the form of traditional or folk performing arts and music from the areas where they came from in order to make them feel at home.

The above mentioned problems are quite general problems which most transmigration projects in Indonesia encountered and will probably still encounter in the future. The following specific communication strategy which will be recommended might therefore be applicable also in other transmigration projects in Indonesia.

In light of the above mentioned problems, the communication activity should have the following objectives :

- a. to provide technical and motivational information (e.g. on agriculture, nutrition, etc.) to the farmers at an appropriate time without having to disturb their work or to force them to attend and to follow a meeting in a tired condition.
- b. to provide specific technical and motivational information to the farmers according to their level of development and progressiveness as well as to their cultural background and customs.
- c. to provide technical and motivational information to the farmers by persons who are perceived by the farmers as experts on the subject matter (or having safety credibility), by persons who are perceived to have closeness credibility (e.g. persons whom the farmers know very well, friends, etc.) and by those who have adopted the recommended practice.
- d. to provide technical and motivational information through a communication medium which can convey the messages to the farmers in a simple and attractive way (e.g. by combining the messages with traditional music, or incorporating or presenting the messages in a traditional or soap opera form, etc.)

In order to achieve the above objectives, one of the communication strategies that is recommended is the following :

Recommendation 7

- a. That a simple, low-cost communication medium be utilized to reach the transmigrant farmers who need specific, localized, and relevant technical and motivational information which easily be understood and also provide some form of entertainment.

- b. That an Audio Cassette Technology (ACT) system should be considered as a communication medium to be utilized to reach the transmigrant farmers for the purposes mentioned earlier.

a. What is the ACT system ?

This system, in essence, utilizes cassette and a cassette playback machine which does not have a recording capacity. Hence, this playback machine is simpler to operate and also much cheaper than the more known cassette recorder. This low-cost communication medium (the unrecorded 60 minute cassette costs around US \$ 0.50 and the playback machine costs around US \$ 20.00) which only requires battery to operate, is very cost-effective. Evaluation researches on this medium in Malaysia, Nepal, Guatemala, Thailand and New York State have indicated that this "ACT" system which has "narrow-casting" characteristics is superior to radio (broad-casting), especially when specific information needs to be conveyed to specific groups of audiences due to differences of needs and characteristics of the audience.

b. Audio Cassette Technology (ACT) vs. Radio.

Differences	
Audio Cassette Technology (ACT) System	Radio
1. Farmers can obtain information at any time they wish. Thus, the audience has the control as to when he wants to listen to the information.	1. The timing of the information delivery is determined by the source and not by the farmers.
2. Messages can be specific enough to meet the needs of particular groups of farmers and can be adopted according to the local conditions or peculiarities. (localized messages)	2. Messages are usually very general due to the nature of broadcasting which has to reach a large but heterogeneous audience. (generalised messages)

Differences

Audio Cassette Technology
(ACT) System

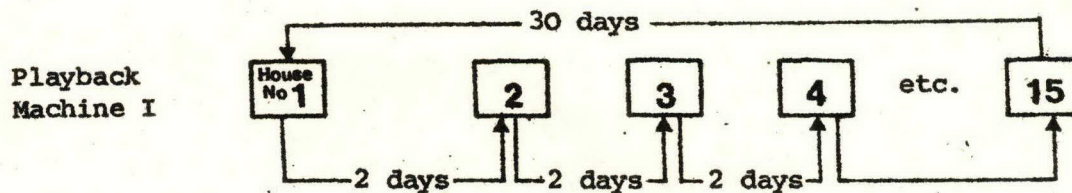
Radio

-
- | | |
|---|--|
| <p>3. Messages can be listened to repeatedly by the farmers until they understand fully the recommended practices.</p> <p>4. The messages can contain information or advice from the experts and also from persons who are trusted and known by the farmers (local inputs).</p> <p>5. Messages can be combined with traditional music or other form of entertainment from the areas where the farmers came from.</p> <p>6. Information transmitted is usually clear and not affected by weather conditions or frequency noise as is radio.</p> <p>7. There is still "novelty" element attached to this medium which can lead to spontaneous discussions among farmers who have listened to the information and hopefully can facilitate the activities of the farmers' group.</p> | <p>3. Messages cannot be listened to repeatedly by the farmers nor can the farmers control the pace/speed of the message presentation.</p> <p>4. Local inputs (e.g. the voice of the persons known or trusted by the local farmers) are usually not included some seldom are radio programs designed for a specific local group of farmers.</p> <p>5. Messages can also be combined with music and entertainment but usually not specific traditional music and entertainment from the areas where the transmigrant farmers came from.</p> <p>6. Information transmitted can sometimes be unclear, affected by weather conditions, frequency noise or geographic location.</p> <p>7. Radio has no more "novelty" element for it is not a new medium anymore for most farmers in Indonesia.</p> |
|---|--|

c. Distribution Strategy

The physical location of the farmers' houses at the Pematang Panggang transmigration project is an added advantage which can facilitate the distribution of the cassettes and the playback machine. The houses are neatly arranged in straight rows with equal distances from each other in every block. Therefore, this pattern supports a distribution system which enables a farmer to pass along the cassettes and the playback machine to his next door neighbour easily after he has listened to the cassettes. For every 15 households, one playback machine will be provided and each household will be given a maximum of two days to borrow and to listen to the cassettes and the playback machine, before passing it to his next door neighbour. After 30 days all the fifteen families would have listened to the cassettes and new cassettes would be distributed again in the same distribution pattern.

The following is an example of a distribution scheme in Block X :



d. Sample of Cassette Content :

Each month, it is suggested that 2 cassettes be distributed to the farmers (2 cassettes of 2 sides of 30 minutes) which can contain several messages related to the needs of the transmigrant farmers, such as agriculture, nutrition, health, family planning, etc. A sample of a cassette (2x30 minutes) programme is illustrated below :

<u>Cassette I, side A : (on agriculture)</u>		<u>Cassette I, side B : (on nutrition)</u>	
Opening and Traditional music	4 minutes	Opening and Traditional music	4 minutes
Episode I (motivational) (in form of drama/soap opera)	10 minutes	Episode III (problem identification) (in form of dialogue of several local farmers)	7 minutes
Episode II (technical information) Interview/discussion with local farmers	4 minutes	Traditional entertainment	3 minutes
Traditional entertainment	5 minutes	Episode IV (problem solving) (in form of drama between farmers and persons with expertise)	7 minutes
Summary of recommended message	3 minutes	Traditional entertainment	4 minutes
Traditional entertainment	4 minutes	Summary of recommended messages	5 minutes

e. Production Requirements

The most important requirement to produce a good quality cassette programme for the ACT system which can provide attractive and valuable information for the transmigrant farmers is to have a good script writer and a good producer who can translate motivational and technical information into an attractive and entertaining yet informational and/or instructional programme. The agricultural extension workers, or the health field workers, or the family planning workers should supply the script writer and the producer with the technical information required. Recording and information gathering should also be done as much as possible on the spot (in the area where the cassette programme is to be distributed) so that local inputs can be accommodated in the programme, eventhough final production, editing and reproduction of the cassettes, if necessary, can be done at the provincial level or even in Jakarta.

Due to the different levels of development among the farmers' group, perhaps it is also necessary to produce different types of cassettes which messages are designed according to the needs of the different groups.

f. Need to Test the ACT system

It would be very desirable to see whether this ACT system can be utilized effectively in the transmigration projects in Indonesia. A pilot project to test the effectiveness of this communication medium can be conducted in the Pematang Panggang transmigration project. Hence the following recommendation.

Recommendation 8 :

- a. A small pilot project to test the effectiveness of the ACT system be undertaken at the Pematang Panggang transmigration project.
- b. The pilot project for testing this ACT system should be limited to reaching at the most 225 households (using not more than 15 playback machines for 15 households each) for one month (using 1 cassette of 2 x 30 minutes) due to the shortage of the TCP staff (who should administer the implementation of the pilot project) and the time constraint (the TCP is to expire at the end of September 1978).

g. The Budget for the Pilot Project

The following is the estimated budget required to implement the pilot project to test the effectiveness of the ACT system :

	GOI (US\$)	FAO (US\$)	TOTAL COST (US\$)
<u>Production Cost :</u>			
Master Tape 2 x 30' programme (produced by Sanggar Prathivi, Jakarta)	385		385
Travel & Outdoor recording cost (in Pematang Panggang)	125		125
<u>Equipment Cost :</u>			
18 cassette recorder : 18 x \$ 35 (Due to time constraints, duty-free playback machines cannot be ordered. Therefore, cassette recorders with recording capabilities will have to be purchased)		630	630
Recorded cassettes : 25 x \$ 1.50		37.50	37.50
Batteries		75	75
<u>Evaluation</u>	250		250
	760	742.50	1,502.50

3. Traditional Media

From this consultant's observations and discussions with the transmigrant farmers in Pematang Panggang, the consistent finding is that there is very little recreation and entertainment for them. There is a strong felt need for traditional entertainment, especially among the farmers who originated from Java -- where traditional performing arts such as ludruk, ketoprak, (folk opera), wayang kulit, (shadow puppets), reog (comedy), etc. -- is an integral part in their daily lives. Especially when they are in a new area, such as in a transmigrat-
ion scheme, they will miss their places of origin more if they lack their traditional forms of entertainment such as mentioned above which they attended so frequently and regularly when they were in Java.

The above socio-cultural and socio-psychological factors should be given much more attention especially in a transmigration project, for they are very essential in order to make the transmigrants feel at home in their new surroundings.

The utilization of traditional media as means of communication to support development programmes has been done quite successfully in Java, Indonesia and in other developing countries as well. One of the reasons for the effectiveness of this approach is because traditional media have been known and used as means of communication and are already institutionalized as a cultural way of life, especially among rural folks. In addition, most of the communicators are persons who are known, trusted and respected by the members of the community. Another factor that will ensure the attention and response from the audience is the entertainment element which is used as an incentive in the communication process.

The advantages of traditional media can be summarized as follows :

- a. Traditional media are social communication channels which have been institutionalized as a cultural way of life of the Javanese farmers.
- b. Traditional media usually contain entertainment as well as socio-religious and socio-cultural messages which, however, still have some room for technical and motivational messages which might be useful for a transmigration project.
- c. Since most of the communicators are well respected and well trusted persons, traditional media have a high credibility among the rural farmers.
- d. Information transmitted can be designed according to local customs, norms as well as needs and interests of the local community which the communicators of the traditional media are well acquainted with.
- e. The communicators of traditional media are usually not suspected by the local folks as outsiders who do not understand their situation, problems and needs or as persons who have certain personal vested-interests.

In addition to the above factors, especially in a transmigration project, traditional media can have the following functions :

- a. To provide information and motivation as to how farmers can improve their quality of life (improvements in agriculture, health, nutrition, education, etc.).
- b. To provide the needed traditional form of entertainment so that the farmers can feel that like they are in Java, thus reducing their longing for their former places of residence in Java.
- c. To develop a traditional performing arts which cannot easily be neglected or ignored.
- d. To encourage the different groups of people to appreciate the arts and culture from other cultural groups (e.g. to make persons from West Java to appreciate the culture from Eastern Java, etc.) so that the concept of national integration can be fostered.
- e. By providing information through traditional performing arts, the influence of television which provides excessive foreign programmes, -- affluent and consumptive life styles --, can be reduced, at least temporarily, so that farmers can utilize their earnings productively.

a. Organizing Traditional Media

In the Pematang Panggang transmigration project, and probably also in other transmigration projects in Indonesia, there are transmigrant farmers who belonged to traditional performing arts groups while they were in Java. In Pematang Panggang alone, presently there are 30 traditional performing arts groups with 618 members. Nevertheless, these groups have not been able to perform regularly due to the lack of equipment, costumes, and management. Given all the above considerations, the following recommendations are suggested.

Recommendation 9

- (a) Traditional media should be utilized as one of the communication channels to give the farmers in transmigration projects both tech-

nical and motivational information as well entertainment which are very much needed for their well being.

- (b) Incentives should be given to certain traditional performing arts groups which have good leadership and are also willing to incorporate technical and motivational information on agriculture, health, community development and other related transmigration messages so that they can stage regular performances.
- (c) To provide regular training and give the needed guidelines to the actors and producers of the traditional performing arts groups regarding the technical and motivational information which should be conveyed.
- (d) Selection of the appropriate traditional performing arts group which will be utilized as a communication medium to support transmigration projects should be done carefully.
- (e) The incorporation of the technical and motivational messages into the story structure of a particular traditional medium should be left as much as possible to the discretion of the producer who knows how the information is best conveyed.
- (f) A pilot study to test and evaluate the effectiveness of the use of traditional media in transmigration projects is necessary.

b. The Operational Plan

While in Pematang Panggang, this communication consultant had explored the possibilities of how to activate the performances of the traditional performing arts groups. Based on lengthy discussions with several leaders of these traditional performing arts groups, the following operational plan for implementation in Pematang Panggang, as well as in other transmigration projects, is suggested :

1. Two or three types of traditional performing arts groups should be given a sort of a loan (e.g. ludruk, ketoprak, and reog which have flexibility in their story structure

for the incorporation of the needed technical and motivational information).

2. The loan should be paid back in the form of performances in the transmigration schemes Units (for example, each visit to a Unit will be considered equivalent as Rp. 1,000). Therefore, a traditional performing arts group which has received Rp. 50,000 , for instance, has to make 50 visits to the different transmigration Units. The group will have to visit at least two Units a month.
3. To enable the actors and producers to convey the messages effectively, they should be given systematic and regular guidelines from the transmigration project staff, especially regarding the technical and motivational information.
4. To enable the traditional performing arts groups to be self sufficient financially in the long run, the groups should be allowed to charge a small amount from the audiences. However, the transmigration project staff should also determine the maximum amount of money the group can charge (e.g. Rp. 10.- or US\$ 0.02 and free of charge for children). From this income, they should be able to cover transportation, boarding and lodging expenses, etc.
5. In order for the traditional performing arts groups to start their operations in Pematang Panggang, the following expenses for the three different groups have been identified :
 - a. Ludruk (Mr. Sugiarto)
For costumes and stage decorations Rp. 60,000 or US\$ 145
 - b. Janger (Mr. Marlianto)
For costumes and musical instruments Rp. 75,000 or US\$ 181
 - c. Ketoprak (Mr. Sumadi)
For costumes and stage decorations Rp. 60,000 or US\$ 145

IV. SUMMARY CONCLUSIONS

While it is certainly hoped that the recommendations put forward in this report be implemented, the success of any transmigration project does not only depend on the effectiveness of the communication plan and strategies. Communication is a necessary but not a sufficient condition for the success of a transmigration project. Communication is only a support component in the overall transmigration programme activities. Unless other basic physical as well as social infrastructures, such as roads, telecommunication, marketing, and other essential facilities as well as management and other services, are improved, more effective communication strategies such as recommended in this report will not make much of a difference.

Appendix 1

Planning the Communication Strategy for Equitable Development Programmes*:

The problem of inequitable development has also been discussed by other communication scholars and labeled as the "communication effects gap" (see Tichenor, 1970; Shingi and Mody, 1976; Katzman, 1974). Although it is agreed that the communication effects gap (to widen the gap between the higher and lower socio-economic status) is inevitable, the gap can be narrowed if appropriate communication strategies are pursued in development efforts.

The following communication strategies should be considered since they do have certain characteristics that will give more benefits to the lower socio-economic status (SES) group than to the higher socio-economic status (SES) group :

a. Use of Tailored Messages

When a development agency realized that the communication priority should be changed to help the lower SES group, the change in terms of policy implementation is usually manifested by increasing communication exposure to them. However, the communication materials (content) used to communicate with the lower SES group are often the same materials that are used to communicate with the higher SES group. This is one of the reasons why many communication activities aimed at the lower SES group failed. Since the lower SES group has different characteristics (e.g. education, beliefs system, communication habits, decision-making patterns, etc.) than that of the higher SES group, communication materials not especially designed for the lower SES group, will not be effective. Although the main

* Taken from Ronny Adhikarya and Everett M. Rogers "Communication and Inequitable Development : Narrowing the Socio-Economic Benefits Gap", Stanford University, Institute for Communication Research, 1978.

content of the communication is the same, to be effective in reaching the lower SES group, the message design, treatment and presentation should be tailored to the group's socio-cultural perceptions. All too often, messages intended for the rural population are urban-bias and beyond the comprehension of most members of this target group and this will only benefit a small number of people from the higher SES group. We can avoid the urban-bias and the higher SES group bias of message development by developing localized messages which are relevant to the audience needs.

Of central importance in the process of tailoring communication materials is formative evaluation, specifically pretesting of the prototype materials before they are produced in large quantities.

b. Use of "Ceiling Effect" Approaches :

One of the ways to narrow the knowledge effect gap is by communicating messages that are redundant or that are of little benefit to the higher SES group, but are still beneficial to the lower SES group. In so doing, the lower SES group might have the chance to catch up with the higher SES group. This "ceiling effect" message approach has been used successfully in narrowing the socio-economic benefits gap in India (Shingi and Mody, 1976).

A similar approach, but still a debatable issue, is withholding new innovations to the higher SES group until the lower SES group catches on with the previous innovations at a certain period of time, has been done in Tanzania and China. In other countries, such as the Philippines, Indonesia and Malaysia, the approach in using only intermediate or appropriate technology in community development has been attempted. By using only technology or innovation that is not too complicated, advanced and expensive, the lower SES group has a better chance to benefit from the development schemes.

c. Use of Narrow-casting Approaches :

One of the characteristics of many development programmes is the over dependence on the mass communication channels, especially radio. This is primarily due to the widespread low-cost battery operated transistor radios in the rural areas. Although radio is a communication medium which can reach a large number of people, at different locations, quickly and at a relatively low cost, one main drawback is its inability to localize messages and tailor messages intended for a specific group (e.g. the lower SES group). Usually, radio messages are very general and are designed to reach a wide variety of groups; hence the messages are not specific, due to the nature of the medium : -- to broad-cast their messages rather than dealing with tailored messages which have to be narrow-casted to reach their specific target audiences.

This narrow-casting approach has been experimented in Nepal, Taiwan, Malaysia, Guatemala, and Up-State New York by using audio-cassettes which contained tailored messages for very specific groups of people (e.g. the rural poor, the urban dwellers, the civil servants, etc.) and the results have been encouraging in terms of cost-effectiveness. In addition, the narrow-casting approach in using a cheap playback machine only (without a recorder machine) is also suited for the lower SES group for they can control the communication exposure (when to listen to the tapes) themselves and thus not dependent on a certain broadcast time such as in the case of radio. Unlike the higher SES group, the rural poor's time really means money, and their leisure time is limited. Thus the freedom to expose themselves to the audio-cassette at their free time will facilitate members of the lower SES group to get tailored information that is beneficial to their socio-economic development.

d. Use of Traditional Channels :

Most of the members of the lower SES group are usually more traditional than members of the more modern, progressive and higher

SES group. For those members of the SES group, it was found that the effective communication channels include folk media, such as puppet shows, storytellers, folk operas, traditional midwives (Rogers and Solomon, 1975), traditional gathering places such as markets, mosques, Buddhist temples, teahouses, etc. (Adhikarya, 1975). These are the most credible and culturally accepted media of communication for the members of the lower SES groups, and studies in India, Indonesia, the Philippines, Pakistan, Mexico, on the use of traditional channels to reach the poor and traditional audiences showed the effectiveness of this approach.

In addition to these strategies, there are also several other approaches to be considered in narrowing the socio-economic benefits gap :

- Identify the opinion leaders among the disadvantaged segment of the total audience, and concentrate development efforts on them. This approach has been done in the Tetu Project in Kenya (Rolling and others 1976).
- Use change agent aides who are selected from among the disadvantaged to work for development agencies in contacting their homophilous peers. Examples of this approach include the use of traditional midwives for family planning programmes in Asia (Rogers and Solomon, 1975) and also the Community-Based Family Planning Services programme in Thailand (Viravaidya, 1976).
- Establish special development agencies that work only with the disadvantaged audiences. For instance, in India, the Small Farmers Development Agency provides agricultural information and credit only to small-sized farmers, and a similar agency, the Federal Land Development (FELDA), operates also in Malaysia.

