

## **Evolution of Community-Based Water Environmental Governance in Surabaya City**

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### Abstract

Promoting local initiatives in participatory environmental governance to improve water quality would ensure more effective success and sustainable. The problem within local initiative in Indonesia, however, is that poor who should become active actors in their developments are often beyond easy reach. Within the Indonesian decentralization policy with such ambiguities, the participatory process has descended into an arena for predatory politics which make a gap between macro and micro level of water environmental governance. The papers will take advantage of the possibility for a critical perspective afforded by a local initiative to attain the right to clean water as poverty reduction strategies in the shaping of specific developmental intervention by donor. In particular, a primary role is played by processes of “collective learning” which result in a “socialized” growth of knowledge and embedded not only in the internal culture of local community but, particularly, for the private sectors. Pilot testing the use of a participatory assessment in Kampong Rungkut Lor, Surabaya is designed to promote specific measures of design and implementation that take better account of participation, community demand, gender, and poverty perspectives.

Keywords: participatory environment governance, water quality, collective learning

## **Introduction**

The best way for development agency to facilitate local initiative is just not to focus on capturing, codifying, and documenting knowledge of individuals, but rather to concentrate on ways, through which knowledge can be shared, discussed and innovated (Smith 2003; Mittendorff, 2006; González et al, 2007). It needs to generate a shared repertoire of ideas, commitments, and memories which in line with developing of various resources such as tools, documents, routines, vocabulary and symbols. Along with social network, a development agency will also contribute to attune their values with their stakeholders, clarify their social responsibilities, develop new local knowledge and innovative solution to overcome problems, enhance mutual understanding and built the trust and commitment necessary for collaborative action (Svendsen and Laberge, 2005). However, Bebbington (2006) raised question to the credibility of elites and governments with such temptation to weaken, de-legitimize, incorporate or indeed repress social movements. For external actors, i.e. community or non-government organization, such governments can become the object of policy which the process can be fraught with tensions both within government as well as in its relationships with other sectors of society which recently have been common in Indonesia.

Following the Indonesian decentralization policy, local initiative has been emerging as a central issue for adaptive co-management, particularly in order to fulfill the basic right on clean water. Many programs for community water, such as irrigation management reform program, water resources and irrigation sector management program or green and clean competition emphasize a participatory approach to the management in a decentralized administrative and fiscal framework. Through Act no 25/2004, it is a mandate to both national and local government to conduct development planning which aims to maximize citizen participation". For the biggest archipelago country with 50% of 215 million populations living within \$2 per day income per capita, the task of involving poor people in the planning and implementation of development efforts has to deal with contests between competing interest. Involving community in developing program seems to be threats for those who have been having privilege on local resource. Some others view participation with deep skepticism and argue that communities prefer to do simply argue within development to get some more financial support rather than focus on the long term goal. With some legal contradictions and ambiguities, the participatory process has descended into an arena for predatory politics. If that so, the question comes up to what the best way to motivate all community members to share repertoire of ideas and build commitments.

The papers would like to share the best practices about community development program for the types of water issues we encounter in Surabaya inner-city environments. It generates the question on what type of learning result on how the program responds to particular water issues in the urban context and what the particular challenges faced in translating community development into social-ecological change within today's urban setting. To investigate these questions, we describe a recent participatory assessment in some local initiatives in City of Surabaya Indonesia which concern on improving water quality. The research leads to some lessons for practitioners, such as the need to build "constant" elements into community development projects.

### **The Legacy of Local Initiative**

Basically, the local initiative to environment improvement has been a common activity for all communities in Indonesia, particularly as part of activity to celebrate the independent day. Started at early August, the citizens conduct a communal work of cleaning the vicinity of their house and environment. This spontaneous work is called “kerja bakti”. Kerja means work, whereas bakti means devotion. They do it in a “gotong royong” way, which means work hand in hand with each other to dress up their kampong, clean up the disposal of waste water, and for rapid run-off of rainwater. During the economic downturns in 1998, the activity on doing garbage collector has also become local economy activities in Surabaya in which more poor people took a job to waste picking as a survival strategy. One of the most popular jobs is metal waste picker, which common to Madurese ethnic who living in northern part of Surabaya City. While poor and inaccessible areas are plagued by pollution from uncollected wastes, many inhabitants of these areas depend upon waste recovery and recycling to meet some of their basic needs for shelter, food and employment.

Responding to the economic crisis in 1997, a community development program began in Kampong Rungkut Lor in 1999 initiated by PUSDAKOTA. At the early stage, the development organization would like to address the source of poverty, particularly unemployment through job creation for communities who lost their jobs during the crisis. Instead of adopting high class professor, the program was involving some young social workers who easily live up with community within poverty condition. The community development workers were envisaged as a "helper", "encourager" and "facilitator". Focusing on capturing, codifying, and documenting knowledge of individuals for two years, the organization came up with conclusion that the main problem in Rungkut Lor was not economic issue as the former presumption for recovery program, but environment, such as flood, sanitation, health, and waste due to poor water quality. What need to be done was not offering the community with such bulk of financial resources and making them hope the financial support. If that so the program initiated with strong effort on doing informally integrated between communities and the social worker to generate a shared repertoire of ideas, commitments, and memories which in line with developing of various resources such as tools, documents, routines, vocabulary and symbols.

Started at the end of 2001, Puskota organized a community in Kampong Rungkut Lor to separate the communities' household waste. Struggling with local commitment building, they were request to separate between organic and inorganic waste from their own houses. These projects have come to incorporate source segregation of wet and dry wastes and thus reduce waste picking. In the years of 2004, the community collaborated with Kitakyusu International Technology Association (KITA) Japan to improve technology on waste management that resulted in the Takakura Home Method (THM). The milestone on environment governance was designed in a simple way to process the organic waste resulted from the household activities to reduce the volume of organic waste at family level. Made from a basket, skin of rice as a filter, carpet, and organic bacteria and finally, it was patented by PUSDAKOTA for social purposes. About 4000 THM has been distributed to families in Surabaya and other cities in Indonesia.

KITA further developed the technology that is able to compost domestic waste in seven day cycles generated from the largest market in Jawa Timur.

Transforming the slum teeming with unorganized residents into the green, healthy and hygiene-conscious community is basically success of the social workers to encourage urban worker conducted the former work activities in rural area, as a farmer. As a pilot project, the composting communities in Rungkut Lor have been actively proliferating places with organic vegetables and herbal plants in the spaces of their house. For the plants they use compost, as the organic fertilizer, that resulted from the household composting process. One approach favored by Puskota is the encouragement of partnership of waste collectors, which commonly informal workers. Involving group of women, the movement expanded into other communities such as Kampong Wonokromo and Gadel. The communities develop plantation in their limited yard spaces to their waste management and effective communal work schedule. In Kampong Gadel, another slump area, the community is chopping up the mounds of waste vegetables and fruit that pile up around them from making sure that the waste is whittled down to just the right size to fit into the “Bambookura”, a specially designed bamboo basket. The waste processed activities have made compost ready to sell for Rp.500 per kilogram.

Another driving force to the eco-management is coming from the women movement of the Family Empowerment and Welfare Coordinating Team (Tim Penggerak PKK) City of Surabaya which all of the leaders are wives of local government leaders. The head of the organization which is the wife of the Surabaya Major enthusiasm enact local initiative to promote local movement on waste management. She manages the distribution of the national subsidy programs, such as food subsidy program, health assistance for older people who are economically disadvantaged and baby health program for children from economically disadvantaged families. Now, it is a mandate for the women organization which spread for every kampong in Surabaya to incorporate source separation of wet and dry wastes and thus reduce waste picking.

### **Moving into Domestic Water Treatment**

The water treatment model was initiated with community-based approach. However, at an initial stage, the ceaseless outpouring of development agency's initiatives were affecting the local initiative and the overbearing burden of monitoring that development agency any statutory funding program demonstrate a profound lack of trust and indeed respect for third sector organizations. Secondly was some indication that the term originated in the voluntary sector itself which now most keen to clarify the difference between volunteering and mandated activity. Unfortunately, the former donor policy made 'easy money' for the communities. Everyone who involved the activities initiated by donor will get allowance. That made the traditional voluntary system was damaged. It has been raising question on sustainability of the 'change'.

One of the key actors for improving water quality came is women communities. Dealing with household daily activity, they are very sensitive with water quality. Wells were used to provide water for non-drinking needs due to poor quality. They were relying supplies of drinking water from street vendors on a daily basis. It made them keep asking for some water quality improvement programs. They has also raised some issues on the need of public toilets and washing facilities. Conversely, male who spent most of their time for working at office or factory preferred to improve road facilities. While a group

of women and men were asked about their role in social-ecological policy, they stated that they were capable of participating on issues of domestic responsibility could be easily resolved with simple implementation, such as domestic waste management. However, they stand in a different relationship to their environment, in particular that women group are more responsive to their household activities related impacted the water. The group of men more concern on financial income and their work activities rather than their household environment.

Responding to those different interests, the community development program preferred to the vulnerable group, the women and children. Instead of conducting activities with children, the program arranged community movement for participatory water management. Starting from set up a model of water embankment to reduce the annual flood in 2002, the program was gradually moving into dealing with sanitation and water treatment. There were many optional technologies to improve quality drinking water, such as chlorination, filtration (biosand and ceramic), solar disinfection, combined filtration/ chlorination, and combined flocculation or chlorination. However, based on the urgent issue which risen by the community, the program set up water embankment for three kampongs, locally called “rukun warga”. With pressure from the local leaders, they believed that it would benefit community organization if they were involved as they were often the people with hands on responsibility for resolving individual and community issues. Without doubt, the leadership role of the women who experienced as group leaders and consolidation the communities have been fundamental in solving their housing problems and in successfully moving from an individual to a collective vision.

To attain a sense of ownership of local communities which is very important for sustainability and better management, the setting up of independent institution in communities is one of the core important aspects of it. The best practice of solid waste management has opened up new avenues for communities and confidence on them that they can do for clean water. What has been done by social workers were just about listening the communities, raising their idea, and encouraging the communities to get the right to water. In those women organizations we observed, there were informal hierarchical social networking. When critical decisions were to be made, individuals often enlisted support above the level of their immediate superior. This is an informal network system for making decisions, particularly when the communities determined the priorities issue. Moreover, the local leader pays more and more attention on monitoring effort. As a consequence, the social worker reduces their monitoring effort. It can be beneficial for the local social worker to volunteer to be the group leader. The model was expected to encourage other kampong to adopt the best practices.

### **Local Government’s Initiative**

Most of activities belong to government and private company rather than social enterprises which should consider as blending the fields of entrepreneurship, social change, social responsibility and venture philanthropy (Srivastva, 2004). With support from some private enterprise and non government organization, the City Government of Surabaya also promoted some local initiative to engage environment program. Emphasizing on basic physical infrastructure, Surabaya City engaged Kampong Improvement Program in 1990s which also provided alongside the footpaths for the disposal of waste water and for rapid run-off of rainwater. It facilitated each house to

have its own septic tank which is emptied regularly. Public toilets and washing facilities were also provided. A water supply network with stand-pipes was provided throughout the Kampung, with each stand-pipe serving 25-35 families. Supplies of drinking water were also purchased from street vendors on a daily basis. Wells were used to provide water for non-drinking needs and the quality of this water continues to be improved. During the years 1984-1990, 70 km of access roads and 150 km of footpaths were improved, 93 km of drains and culverts were constructed and 56,000 m of water pipe was set up. Eighty-six public bathing, washing and toilet facilities were built (Silas, 1992). Since the early of 2000s, the high-profile activity to promote Green and Clean Kampong has raising competition to each kampong to dress up kampong. Conducting at the time to celebrate the Independent Day in August, the City Government conducts annual competition to chosen the cleanest kampong. Some innovations have been coming up from local communities. Since making green need more water, some kampongs have initiative to set up water treatment from their home to ensure that their three get enough water supplies.

Along with support of some multinational corporations, the competition provide cash award about Rp25 million or \$3000 for each kampong. Those even organizers then acknowledgement that the best kampong was their communities. There has been much dispute over the acknowledgement of the actors behind the success of the best kampong. Some local leaders disappointed that the ones who provided award to the competition (i.e. government and companies) admitted that the success to transforming their kampong belongs to their corporate social responsibility. Rp 25 million was nothing compare to the community effort for many years. However, other cities follow to hold the annual Green and Clean Competition. Since being held in Surabaya, Jakarta is the second city which held the similar competition, following by the city of Jogjakarta. In 2008, it will also be held for the first time in Makassar, South Sulawesi. It remained us with the hypothesis of Bebbington (2006) which is about the credibility of elites and governments with such temptation to weaken, de-legitimize, incorporate or indeed repress social movements.

## **CONCLUSION**

Starting at micro level of governance, the community based water governance has been growing toward integrated environment governance with other local communities. Instead of being an interventionist, in order to promote local initiatives, development agency should live up to the local communities and become a community member. Through the integration between local community and environmentalist, implicit learning within local community would result in tacit knowledge. It would be contrast with the most prominent characters of development agencies in the pattern of promoting local initiative which takes the form of contribution and help in short-run goal rather than maintenance on more regular grass-road activities to deal with the complex local paternalistic relationship.

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