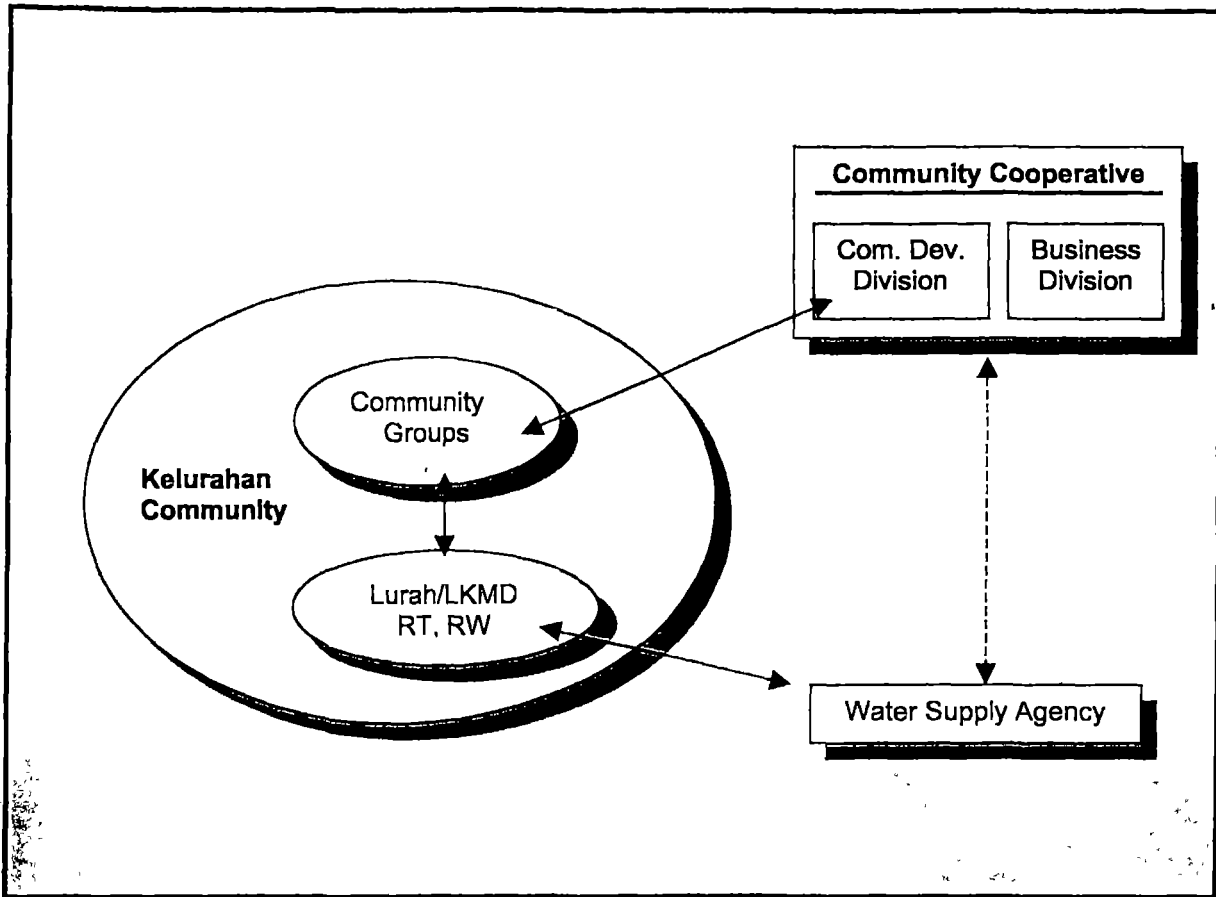


INTERNATIONAL INSTITUTE FOR INFRASTRUCTURAL, HYDRAULIC AND ENVIRONMENTAL ENGINEERING



Community Management in Urban Water and Sanitation Cirebon, Indonesia Case Study

Carolina Hapsorini. P.
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COMMUNITY MANAGEMENT IN URBAN WATER AND SANITATION CIREBON, INDONESIA CASE STUDY

*A thesis submitted to the Environmental Engineering Department at
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Abstract

Municipal authorities in developing countries are being faced with an explosive urban growth which is largely the result of natural increase of the urban population, but also due to immigration from the rural areas. Rapid urban growth has posed many problems, particularly in terms of the ability of municipal governments to deliver adequate services.

The urban inhabitants in their diverse social associations are both the ultimate beneficiaries and the essential actors in urban development process. An approach which is gradually gaining interest, is the partnership approach whereby communities are involved in decision making from the start of the project, and whereby type, level, and number of facilities and project components are based on the priorities and demand of the community.

The study was focus on community management in Cirebon city in West Java province, Indonesia. Four Kelurahan which represents different types of area in Cirebon have been chosen for the purpose of this study.

Cirebon Urban Development Project was carried out in Cirebon from 1978-1989. The project consists of physical development which covers water supply, wastewater, drainage, and solid waste, and Community Participation Programme (CPP), which was carried out in 1990. In November 1996, CPP was finished. The study was carried out to assess the extent of community management in water and sanitation, after the project, to assess the current role of local community-level authorities in supporting community management, and to assess the current role of water supply agency in supporting community based water and sanitation.

Regarding ongoing activity in the community planning, implementation, and O&M after the project, existence of community organization either formal or informal which concern in improving living condition has shown its role in enhancing community participation process which result in the activities which are still being done. The community has shown its motivation to participate and its contribution in activities. However, the achievements are different in the four kelurahan. In management of public facilities, community has shown its responsibility, authority, and control to the operation and maintenance of public facilities

Regarding relationship between community and local-community level authorities, the study shows that the involvement of local community-level authorities in planning, implementation, O&M of community activities in the three kelurahan, Drajat, Harjamukti and Panjunan has result in high motivation and contribution in the activities. While Kelurahan Harjamukti shows the opposite condition.

With regards to relationship between community and water supply agency, the water supply agency has shown its involvement in planning, implementation, O&M of community-based water and sanitation, however water supply agency has not provided a monitoring system for the facilities and it customer service is not satisfied.

In order to achieve a successful community management, the local community level authorities has to become motivator and facilitator in community participation process. They has to take into account the existence of ex-motivator as a positive factor to support community participation process in the community. The Water Supply Agency has to keep its support in community based water and sanitation. In addition customer services should be improved to support effective communication and coordination with the community.

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List of Acronyms

Bangdes	:	Office for Village Development (Pembangunan Desa)
Camat	:	Head of a District (Kecamatan)
CD Fund	:	Community Development Fund
CO	:	Community Organizer
CPP	:	Community Participation Programme
CUDP	:	Cirebon Urban Development Project
GBHN	:	Broad Outlines of State Policy (Garis-garis Besar Haluan Negara)
Gotong Royong	:	Mutual aid/ Self-Help of community
INPRES	:	Central government funds for development activities at provincial, regency/ municipality and village/kelurahan (joint responsibility)
IUIDP	:	Integrated Urban Infrastructure Development Programme
Kabupaten	:	Regency - The lowest level of government administration in which all public sectors are represented (below provincial level and above kecamatan level)
Kanwil	:	Regional office of a ministry ("deconcentrated representation of central government in the province) (Kantor Wilayah)
Kecamatan	:	The intermediate level of government administration between a desa/ kelurahan and a kabupaten/municipality which has a selected range of public services at its disposal.
Kelurahan	:	Administrative unit in administrative status equal to a village (desa) – Urban village.
Kepala Kotamadya	:	Head of an organization municipality - urban area which has the same administrative status as a kabupaten (regency)
Lurah	:	Head of village or kelurahan
LKMD	:	Village/ kelurahan resilience organization (Lembaga Ketahanan Masyarakat Desa)
NGO	:	Non Governmental Organization
PDAM	:	Municipal Water Supply Company
PKK	:	Family welfare organization (Pembinaan Kesejahteraan Keluarga)
P3KT	:	Integrated Urban Infrastructure Development Program (Program Pembangunan Prasarana Kota Terpadu)
RT	:	Neighbourhood association (Rukun Tetangga)
RW	:	Community association above RT (Rukun Warga)

Chapter I

Introduction

Municipal authorities in developing countries are being faced with an explosive urban growth, which is largely the result of natural increase of the urban population, but also due to immigration from the rural areas. A rapidly growing portion of the population in developing countries lives in cities. Presently estimated at about 37%, the urban share is expected to rise over 60% of the population in the countries presently classified as "developing" by 2025 (SDC, 1995).

Rapid urban growth has posed many problems, particularly in terms of the ability of municipal governments to deliver adequate urban services. This growth is leading to a downward trend in the coverage of basic urban services such as water supply, sewerage and drainage. Coverage of urban water supply and sanitation in developing countries in 1985 as reported by WHO are 77% and 62% respectively. The capacity of the existing systems is often stretched to their limits, while their functioning is deteriorating due to problems in management and financing of proper operation and maintenance procedures. Funds for the extension of the existing systems to meet the demand of the growing population are often not available or are used on an ad hoc basis (M. Wegelin-Schuringa, 1998). In almost every developing country in Asia, the gap between the demand and supply of urban services, with respect to low-income communities, continues to widen (T.G. McGee and Y. M. Yeung, 1984).

A crucial determinant of urban poverty is the vulnerability, which characterizes the economic, social and environmental circumstances of low-income people. Living very often in environmentally precarious areas, the poor suffer most acutely from crowded, unhealthy living conditions and inadequate infrastructure services. High density settlement, rapid growth, poverty, inadequate infrastructure services and high levels of industrial and transport emissions all contribute to a disastrous deterioration of the urban environment in most cities of the developing countries. It is typically the poor who suffer the main burden of environmental deterioration, environmental management is thus intricately related to the problem of poverty.

Where municipal authorities have provided basic infrastructure facilities in low-income settlements, mostly conventional approaches have been used. Design criteria and standards have often not been appropriate for application in low-income areas and this has limited the number of people that could have been served using the budget available. At the same time, the services provided often do not address the needs and priorities of the population. The community however, may not always be receptive to these top-down improvements. Consequently, people are not willing to use and pay for the services or to take responsibility for basic operation and maintenance.

The urban inhabitants, in their diverse social associations, are both the ultimate beneficiaries and the essential actors in urban development process. Very often, however, their capacity to act is impaired by social fragmentation the absence of appropriate organization and the failure of communication and co-operation.

There is a need to develop an understanding of utilizing community resources to deliver basic physical and social services. Pioneering attempts to achieve this goal, which may

require new organization and mobilization, can be termed participatory, self-help, cooperative, self-sustaining, and community-based, insofar as they are all characterized by people's participation and organization.

Many governments have come to realize that with conventional strategies they will not be able to extend services to all urban residents and therefore in many countries projects are being carried out in which innovative approaches are being tried out, not only with respect to technical solutions for basic services, but also in ways to involve the target communities. Another approach which is gradually gaining interest, is the partnership approach whereby communities are involved in decision making from the start of the project and whereby type, level and number of facilities and project components are based on the priorities and demand of the community (IRC, 1991). Usually the objective of this kind of approach is not only to improve living conditions, but to act as a catalyst for ongoing development. At the same time, the attitude of the municipal agencies involved and the way in which the project is embedded in the municipal structure are important factors, which determine the feasibility of a participatory approach.

1.1 Background

Indonesia's population is not evenly distributed. Java is the most densely populated island, which has only about 7% of the land area, accounts for nearly 60% of the total population. It is expected to continue growing. By the end of the decade, population density is likely to exceed 900 people per square kilometer and, but the year 2020, the number of people per square kilometer may be over 1100 (Syafruddin, 1997)

Urban populations throughout Indonesia, however, have been increasing rapidly exceeding 5% per annum in the 1980s. This reflects the structural changes in the economy noted above, and the growing opportunities for employment in the industrial and service sectors in Indonesia's urban centers. If the experience of other countries is any guide, this process will continue unabated for the next several decades. From a level of only 15% in 1970, Indonesia's urban population has already reached 30% and, by the year 2020, half of the entire population may reside in urban areas. The urban transition is occurring more rapidly on Java, which is already 36% urban and could exceed 60% by the year 2020 (Syafruddin, 1997).

Cirebon as many other city also face environmental problem concerning the quality of living in urban areas. The Cirebon Urban Development Project (1981 – 1997) which was supported by Switzerland Development Cooperation provided an opportunity for an effective response in the city of Cirebon to the serious health problems facing all the people on the earth due to defective environmental sanitation.

An effective technical system and sound management are essential for effective solid waste collection and disposal services. However, they are not sufficient to ensure that the services are successful. Furthermore, major issues of social justice are involved in the provision of solid waste and other urban services. Poor people in Cirebon as in other urban areas face enormous problems for their health caused by the environment in which they live. Municipal government can cooperate to take effective action to improve the environment and to reduce health inequalities.

An effective approach to improvement of environmental sanitation and therefore the health of the people should reflect the community's own preferences, its commitment, its capacities and its involvement. This requires a process which will allow community participation in all planning and strategy building, and which makes policy makers accountable to the community.

Communities in Cirebon, and elsewhere in Indonesia, are usually aware of the need for and benefits of improved environmental sanitation. Working together (*Gotong Royong*) to achieve such improvements is common in most communities, especially lower income communities. This activity is effective for maintaining cleanliness. However, it does not include problem solving and capacity building, furthermore community capability to solve its environmental sanitation problems by its own efforts is frequently limited, often severely so.

Community Participation Programme (CPP) under CUDP had been carried out from 1991 until 1996. Community Participation Program was carried out in three area of activity. These include :

- Developing the capacity of the community to take initiatives which will ensure a healthy living environment.
- Assist in developing the liaison and communication between the community, government agencies and local government through Transitional Unit.
- Physical Activity at the community (micro) level related to the four sectors of the project and in addition relating to the living environment.

1.2 Problem Identification

After Community Participation Programme-CUDP has stopped in 1996, the Project Transitional Unit, which during the project acted as a consultation unit formed from several local agencies, has ceased to exist. All staff members seconded to the unit from the different agencies went back to their own departments. Similarly, the motivators and NGO that had worked with communities and as a liaison to Project Transitional Unit ceased functioning.

It is expected from the communities in the 22 kelurahans covered during the project, that they manage, operate and maintain the installed systems and that the capacity for this was built up during the project. This study will assess to what extent this is indeed taking place without the support mechanism of the Project Transitional Unit and the NGO.

Secondly, it is intended that the program will sustain in future for all 22 kelurahans of the city. The research will assess how the water supply agency is performing in its role as enabling support institution and to what extent communities are taking a role in water and sanitation service provision in their kelurahan. Based on the assessments suggestions for improvements or support systems may be formulated.

In short, the main problems posed in this research are as follows :

- a. What are the potentials and constraints in the present community managed operation and maintenance of the local infrastructure service especially installed water and sanitation system?
- b. What are the potentials and constraints in the enabling role of the local institution and the water supply agency in present and future community based water and sanitation programs in Cirebon?

1.3 Objective

The objectives of this study are :

- To assess the extent of the community participation/ community management in water and sanitation, after the project.
- To assess the current role of local community level authorities (RT – RW – Lurah/LKMD) in enhancing community participation/ community management in their area.
- To assess the current role of water supply agency (PDAM) in supporting community based water and sanitation.

1.4 Hypothesis

The capacity and the capability of community will be strengthened through effective communication and coordination with local community level authorities (RT, RW, LKMD/ Lurah) and Water Supply Agency (PDAM).

1.5 Expected Results

The results expected from this study are :

- Overview of post project conditions in few kelurahans.
- Recommendations to encourage local community level authorities to sustain and to enhance community participation/ management.
- Recommendations to encourage Water Supply Agency (PDAM) support to community based water and sanitation.

1.6 Methodology

The methodology developed is intended to achieve the objective of the study. The methodology consists of :

Collecting Data and Information. Collecting data deal with primary data and secondary data. Collection of primary data was done through Interview with key informants, community group discussion, household survey, and direct observation. While secondary sources were investigated literature review, and other basic data.

Interview of key informants, such as Project Manager, water supply company officials, community leaders, community organizers/motivators in each kelurahan who are intimately familiar with the focus of the evaluation and have a reputation for knowing “what’s going on.

Community group discussion. These are a form of group interviewing in which people share their knowledge and opinions on a topic with other group members. Targets are community members.

Household survey/ questioners were asked in the process of observing the project related to attendance of community meetings, maintenance of water supply and sanitation, solving problem, the usage of water and sanitation facilities.

Direct observations. Direct observation involves concentrated observation of the project implementation within the community to assessing community participation. And

Study literature. Literature review will deal with some key issues that will be discussed in this study, such as: Community Participation and Community Management Concept, Community Participation in IUIDP approach, Community Participation Program in Cirebon Urban Development Project : Project description, Project Result, Indicators for assessing the impact of community participation process

1.7 Structure of Report

This study is intended to study the community participation/ community management in Cirebon in which the support mechanism that was set up during the project has ceased to exist and to draw up some suggestions for improvements. The development of this report was dedicated to give a clear description of the study.

Chapter I is an introduction which discuss about the background of the study, problem identification, methodology adopted. Chapter II takes a broad look of urban development in Indonesia since its independence. The urban development policy will be described based on its evolution during almost fifty years. The description of sectoral approach, which had applied before 1980s will be followed by Integrated Urban Infrastructure Development Program (IUIDP) Approach in which community participation has more attention to be enhanced in urban development strategy. Following this subject, community participation in Cirebon as a case of study will be described.

Chapter III studies the concept of community participation and community management in detail. It will also look at some issues related to both concepts.

Chapter IV describes the methodology that used in this study about answering the research question raised.

Chapter V comes with findings, and provides analysis of potentials and constraint for community participation/management in Cirebon. This analysis based on literature concerning aspects and characteristics for a successful community management.

Finally, Chapter VI provides some conclusions and recommendations to strengthen community participation/ community management in Cirebon.

Chapter II

Urban Development in Indonesia

2.1 Indonesia

2.1.1 General Feature

Indonesia is the world's largest archipelago with cover 13,000 large and small islands covering two million square kilometers, and with a total population of about 250 million or the fourth most populous country in the world. See figure 2.1. With its 27 provinces, Indonesia has shown a wide diversity in population density, in religious, cultural and ethnic groups, in natural and human resource endowments, as well as in the economic development of the provinces.

2.1.1 Government Set-up

Indonesia is a democratic nation. Indonesian democracy is based on consensus (*musyawarah*), which means that consultation with the people is very important in the decision making process.

Indonesia has a four-tier hierarchy of local governments, which are generally referred to as "regional governments". There are 27 provinces, which comprise "level I" and which, in turn, are subdivided into 292 "level II" governments. The latter are of two types, the *Kotamadya* (municipalities), of which there are 54, and the *Kabupaten* (regencies or districts), which account for the remainder. Level II regions are subdivided into 3,500 "level III" administrative unit known as *Kecamatan* (sub-districts) which are in turn subdivided into 64,000 "level IV" administrative unit known as *Kelurahan* (urban villages) or *Desa* (rural villages). See figure 2.2.

The function of central and regional governments are defined in Law no.5 of 1974, which distinguishes between those services provided directly by central government sector departments ("deconcentrated" services) and those which are assigned to regional governments (decentralized services). The law also refers to the provision of services by "coadministration", whereby services are executed by regional governments under the direction of central government. Under the law, a wide range of functions are "decentralized" to the local level. At the level of provinces, these include the operation and maintenance of major road and irrigation networks. Similarly, level II governments are responsible for local services ranging from local roads and drainage to water supply and solid waste collection. The areas where central government sector departments or public enterprises retain major responsibility include certain services, such as health, education and electricity supply, as well as the development of major infrastructure in all sectors.

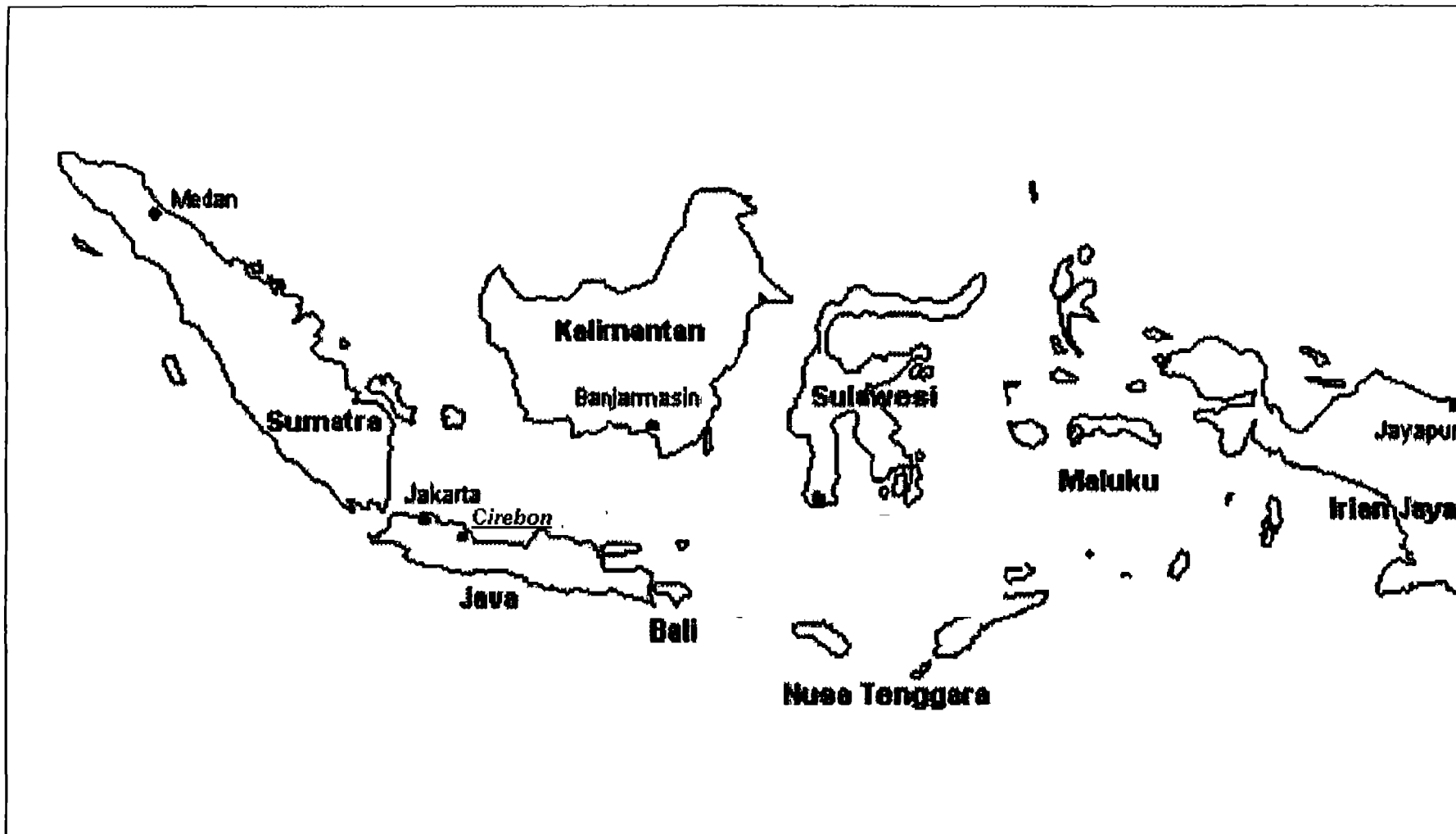
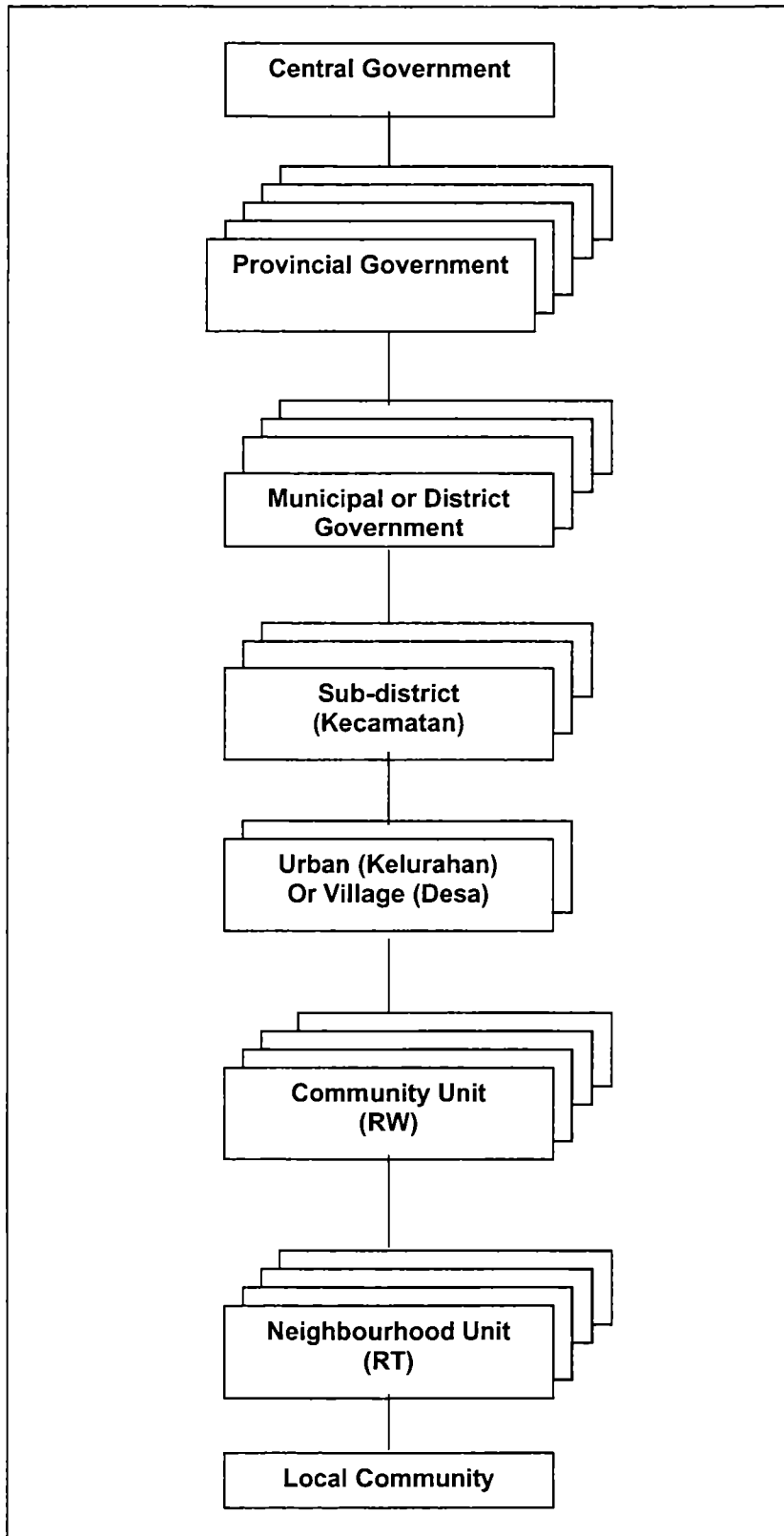


Figure 2.1. Map of Indonesia

Figure 2.2 Level of Government in Indonesia



In addition to the direct control exercised by central government over "deconcentrated" services, regional administrations are subject to the technical guidance of central sectoral ministries (such as the Ministry of Public Works) and are under the general supervision of the Ministry of Home Affairs, which provides supervision through various Directorate Generals (DGs). The DG for General Administration of Autonomous Regions (PUOD) controls nominations of Governors and mayors as well as staffing and remuneration of regional staff, for which it allocates funds through the Subsidy for Autonomous Regions (*Subsidi Daerah Otonom*). The DG for Regional Development (*Bangdes*) guides and supervises regional capital investment programs through the allocation of the key development grants (such as Inpres grant).

Although the Ministry of Home Affairs has primary responsibility for supervision of regional governments, the National Development Planning Board (*Bappenas*) and the Ministry of Finance also have significant influence in regional affairs. Bappenas reviews and approves specific projects proposed each year by provincial and second-level governments as well as by the national sectoral ministries. The Ministry of Finance has several DGs with some involvement in local government finances. The DG for Monetary Affairs exercises general financial supervision and monitoring of local governments and administers some loan schemes. The DG for Budget has authority for all central and local treasury functions, while the DG for Taxation is responsible for the collection of certain revenues which are assigned to governments, such as property tax revenues, including the supervision of regional property tax offices. Finally, The DG for State Financial Audit has external audit responsibility for all government entities, including local governments.

2.2 Urban Development Scenario

In achieving national goals, Indonesia has sustained its development based on three basic principles so called Development Trilogy namely

1. The equitable distribution of development and its fruits, which will lead to the realization of social justice;
2. Reasonably high rate of economic growth; and
3. Healthy and dynamic national stability.

This Trilogy gives a clear message that the development should be conducted with the harmonious achievement of these three principles, and it certainly provides some insights for central-local relationships or decentralization. Local and regional development as an integral part of national development has been stimulating and improving stability and even distribution of development. Increased efforts of local and regional development should always be based on real dynamic, harmonious and responsible local autonomy in the framework of more promoting the people's participation in development throughout the country.

The government has developed means and ways to provide basic urban infrastructure to meet the basic needs of the urban areas. Innovative policy and program have been intensively explored and implemented as part of the nation wide urban development program. The government is fully aware that the conventional model of urban service delivery mainly relied upon central government initiative is not sufficient to meet the demand. Decentralization policy is one of the basic principles guiding urban development in Indonesia. All stakeholders of development including local governments,

private sectors, and communities are encouraged to take part in the planning and implementation of urban development.

The different approach of urban development in Indonesia is described below.

- a. Sectoral Approach applied in 1969s – 1980s
- b. Integrated Approach started in the mid -1980s

There have been many urban development projects already taken place in Indonesia since 1950s. In the Second Long-Term Development (PJP II), Indonesia applied a new urban development approach namely Integrated Urban Infrastructure Development Program (IUIDP). This approach is different with the previous approach that was based on the efforts to achieve sectoral objectives.

2.2.1 Managing Urban Development prior to IUIDP

After independence, during the periods of previous government (1945-1966), maintenance of urban services in most cities and towns has been severely neglected. New constructions hardly took place and lag way behind the high growth rate of urban population. Existing ones were in deteriorating condition due to prevalent poverty among majority of the population. When changed of government took place in 1966, parallel to the priority for economic growth and stability, provision of basic human needs has been put at a high order in the list, including services for low income population in rural and urban areas.

Prior to Repelita I (1969 -1974), the government of Indonesia built most of its urban infrastructure through Central Government technical department financing (DIP), in an effort to deliver basic facilities and services – including water supplies, drainage, sanitation, solid waste and roads – as rapidly as possible to needy communities. Given the large backlog of unmet needs in Indonesia's urban areas, combined with the limited pool of financial and human resources which was largely concentrated at the center, it was understandable in retrospect that Indonesian Government predominate this essentially "top down" or centralized strategy for development of urban infrastructure, and for development in many other sectors as well. There was as yet very little thought given to institutional development, including the concerns of decentralization and devolution of partial responsibility/authority to Indonesia's 27 provincial (Tingkat I) and some 300 local governments (Tingkat II).

A problem of these initial approaches to urban infrastructure provision was that they were highly sectoral, implying that each sector was planned and implemented largely on its own with relatively little coordination or integration between sectors. However, this shortcoming was recognized by the government at the outset of the first National Five Year Development Plan (Repelita I), 1969-1974, when the initial integrated approach to urban infrastructure provision, the internationally known Kampung Improvement Program (KIP), was formulated. The KIP provided basic micro-level infrastructure to low-income urban communities (Kampung) as an integrated package. The program concentrated on upgrading and /or providing new walkways and roads, drainage, water distribution and public taps, communal laterines/washing facilities and other local facilities, while retaining most of the existing housing stock. The KIP was initiated in Jakarta during Repelita I and later expanded on a nationwide basis.

Later, during Repelita II and III (1974-1984) broader approaches to urban infrastructure development were undertaken by the Government of Indonesia. Realizing that the KIP's emphasis on micro-level facilities needed to be complemented by providing city-wide services and systems, a series of essentially pilot programs endeavored to extend the integrated approach to the entire urban area. With financial support from the IBRD and ADB, what came to be referred to as the "Urban Project Approach" emerged as the next phase in Indonesia's efforts to plan and implement infrastructure on an integrated basis. This approach was applied and limited only to several cities in Indonesia.

All of these integrated urban projects were characterized by the following features :

- Urban infrastructure was planned on a more integrated basis, regarding coordination of both the physical sectors and financial resources.
- The Government of Indonesia asked that Local governments assume an increasing financial burden, both from their own sources and through onlending from foreign donors.
- Central government assistance, however, was still needed to carry out planning and feasibility studies conducted largely by centrally recruited and supervised consultants.
- Finally, with these urban projects, the Government of Indonesia also began to focus more on the non-physical institutional aspects associated with the project components.

Therefore, it can be seen that many of the basic elements of what later became known as the Integrated Urban Infrastructure Development Program (IUIDP) – including more integrated physical and financial planning and implementation, shared responsibility between levels of governments, etc. – were in fact already beginning to take shape prior to the formal creation of the IUIDP.

2.2.2 Integrated Urban Infrastructure Development Programme

As mentioned above that Urban Project Approach was applied in only limited number of cities. Following these projects, the government wished to apply their principles on a nationwide scale, as a national policy and program. This required a major conceptual change in urban development policy from the project approach to a program approach. At the nationwide scale, the Urban Project Approach to an infrastructure planning continued to involve development of physical targets along sectoral lines (i.e., for KIP, water supply, etc). National urban policymakers came to realize that setting sectoral targets was not sufficient; it was also necessary to formulate infrastructure investment programs which met the unique needs of each city. The crucial issue was how to balance sectoral and national targets with location specific area needs in which all sectors could be provided in an integrated way. In order to shift planning and programming of urban infrastructure from a sectoral/centralized approach towards a more integrated/decentralized approach, by the mid 1980's (end of Repelita III) the Integrated Urban Infrastructure Development Program (IUIDP) was begun.

Integrated Urban Infrastructure Development Program (IUIDP) is a tool for planning and programming integrated urban services, which relies upon the institutional and financial

capacity of local governments. Central government provides guidelines for local governments in preparing multi-year investment program.

IUIDP approach is intended to integrate urban spatial planning and sectoral components to mobilize the sources of funding, and to tailor the programs to local needs through the lead of local governments instead of central government. Decentralization is a key aspect in implementing the IUIDP. Under the IUIDP the project cycle, from the planning stage to the implementation stage and further to the monitoring stage, is the responsibility of local governments. Central government provides the broad guidance that allows local governments to tailor their program to meet local needs.

IUIDP approach has the following general goals:

- a. To expand and maintain basic low cost urban infrastructure in a planned and coordinated way.
- b. To decentralize the planning and much of the implementation to local governments.
- c. To increase local revenues to help finance new investment and to improve operation and maintenance of existing facilities.

In implementing the IUIDP, local governments play an expanded role in planning, financing, implementing, operating and maintaining urban infrastructure and services. It is necessary to reach formal agreement among related parties, such as local community and private sector, regarding the proposed urban development program.

Up to the end of Repelita V, urban development with this integrated approach has been conducted in many cities in 19 provinces.

Clearly the pace at which decentralization takes place, at which the private sector and community itself provide some of the needed infrastructure, at which the sectoral scope of IUIDP is expanded, and at which further institutionalization occurs will be crucial issues in determining the future nature of IUIDP (Syafuddin A. Temmenggung, 1997)

2.2.3 Community Participation in IUIDP

There are four aspects related to integration in IUIDP :

1. Physical planning development.
2. Institutional/ organizational aspects (policy decentralization).
3. Resource management (financial, supervision)
4. Technical development (Operation and maintenance)

With regards to institutional aspects, IUIDP has as characteristic to encourage "bottom-up" planning process. This includes an approach for community participation at community level. The issue of community participation is very popular in the context of Indonesia urban development. It also known from First Long-Term Development (PJP I) that community participation is identified to be essential for the success of IUIDP because it is the only approach that can directly improve the standard of living of urban poor.

Direct community participation in the development process is one of the efforts to accelerate target achievements for national building. As a main role, community should be provided with more opportunities in decision making to determine urban developments and basic urban infrastructure development. The role of the government, NGO, or development consultant is as counterpart in solving problems faced by the community and as agent of innovation/development to empower communities through building awareness, community management, and training. (Setiabudhy, 1998)

The growing interest in "Community-based development" implies that local communities should also be able to provide certain service for them. This is already occurring to some extent in a number of sectors, such as with solid waste management (where community institutions frequently provide collection services) and with local footpaths and drainage (where community based efforts are a major form of support). Hence, some of the technically simpler and smaller scale infrastructure can be provided by local community organizations, with direct cost recovery worked out at the local level.

2.3 Cirebon Urban Development Project

Cirebon is one of many cities in Indonesia that received support from donor country on implementing urban development project. Swiss government had support on urban development project in Cirebon since 1974 until 1998.

Beginning in 1974, the Government of Indonesia and Switzerland have jointly undertaken infrastructure development projects (CUDP I, II, Bridging Phase and CUDP III) in Cirebon. New infrastructure and rehabilitation of existing facilities in the four infrastructure sectors of water supply, drainage, solid waste and sewerage has been implemented :

Cirebon Urban Development Project (CUDP) divides into four phases, that are:

- CUDP I (1974 – 1982) was intended to increase the production capacity of water supply system from 100 l/s to 860 l/s.
- CUDP II (1987 – 1991) covers physical development in wastewater, drainage, solid waste sector, and non-physical aspect such as institutional development program, and community participation program.
- Bridging Phase (1991 – 1992) covers the same as CUDP II.
- CUDP III (1992 – 1997) covers physical development in water supply, wastewater, drainage, solid waste, and non-physical aspect such as institutional development program, and community participation program.

Results of the projects are :

- Water supply : improved water supply system has been provided to all community of the City covering 85% of the population.
- Solid waste
A new solid waste disposal system covers 90% of the total area of the City, only the outlying rural areas of 3 kelurahans are not served by the collector system.
- Drainage
New primary drains serve the secondary and tertiary drainage systems eliminating major flooding from the city.

- Sewerage
Rehabilitation of old Dutch sewers and provision of treatment facilities for 4 Kelurahan of the City Center; cleaning of the sewers in the 2 Perumnas Housing Estates, and rehabilitation of treatment plants; and construction of new sewer lines and treatment facilities in the North Area of the City has improved and expanded sewerage to the City of Cirebon.

In 1989 the Municipality of Cirebon requested the introduction of a "Public Campaign" to the CUDP to ensure the proper use and maintenance of the new and rehabilitated infrastructure especially the solid waste management system.

During subsequent discussions, it was acknowledged by the Municipal Authorities that this was a complex issue involving behaviour change and that the goal of cleaning up the city involved other aspects such as drainage and sanitation as well as solid waste management. A more comprehensive approach than "Public campaign" was therefore required to ensure the active participation of the community, and incorporating a problem solving approach whereby community groups would plan and carry out their own environmental health activities.

Consequently, a Demonstration Programme of Community Development and Education in Environmental Sanitation was introduced in the final 6 months of CUDP II (1990-1991). Arising from the success of the Demonstration Programme the Community Participation Programme was continued in the Bridging Phase (1991-1992) and for 4.5 years of CUDP III (1992 -1996).

2.3.1 Community Participation Programme in CUDP

Objectives of Community Participation Programme

A community participation program was started in 1990 for only 4 Kelurahan. It then has covered all 22 Kelurahan in Cirebon at the end of project in 1996.

Community Participation Program was carried out with general objectives within the four environmental sanitation sectors – water supply, wastewater, drainage, and solid waste - can be stated as : 'The voluntary participation of the people of Cirebon in maintaining an environmental that is clean, well ordered, healthy and secure in response to the Municipality's investments".

The community participation programme is aimed at encouraging the community to fully utilize the infrastructure facilities provided by CUDP and to participate in the development and maintenance of the associated micro-infrastructure :

- Solid Waste : development and maintenance of collection system at household level and transport to collection points, including access pathways for handcarts.
- Wastewater : purchase of house connections to the sewerage system and development and maintenance of micro-systems in more densely populated low income areas. Provision of on-site sanitation facilities in un-sewered areas.
- Drainage ; development and maintenance of micro-drainage system to link with main drainage canals and channels.

Within the general objective above Community Participation Programme aim to develop the capacity of the community in all 22 Kelurahan to work together to plan, set priorities and solve problems in order to deal with development, maintenance, management and sustainability of the local micro infrastructures connecting to the macro systems provided under CUDP to the extent that can reasonably be expected of the members living in those communities, and any further development programmes. In another word, the activity was developed with the ultimate aim that each Kelurahan would reach a point of sufficient motivation and self-perpetuation to enable effective Community Participation to continue with only limited support and backstopping.

While, the specific objectives are :

- Improving and develop the liaison and communication between the community and the government and municipality authorities through Preparation Unit to ensure problems are solved, common goals are achieved and the needs of the community are known and understood by the authorities.
- Encouraging community activity in improving their living environment within the four sectors of the project.
- Setting up liaison bodies and mechanisms to assist local authorities through the Preparation Unit, in formulating plans for the community infrastructure development.

The experience of the first 18 months of the Community Programme raised four important issues which were not regarded as being directly relevant to the four infrastructure sectors :

- The need for economic improvement activities for vulnerable groups.
- The need for improving environmental sanitation condition not included in the four sectors.
- The need to be able to respond promptly to community based initiatives requiring funding assistance
- The need to build the long term capacity for community development in Cirebon.

At the commencement of CUDP III the CPP-CUDP worked within the objectives relating the four infrastructure sectors with an additional Complementary Programme funded directly by Swiss Development Cooperation established to meet four issues above.

In the final 2 years of CUDP III the following objectives were added to the CPP-CUDP :

- To provide opportunities and benefits for some vulnerable groups in the community of Cirebon including economic improvement through small business and income generating activities.
- To improve the environmental sanitation condition which relate to the infrastructure of the living environment usually referred to as Kampung Improvement.
- To respond promptly to community based initiatives requiring funding assistance through the development of the Credit programme and the use of revolving fund.

Community Participation Approach

The community Participation Programme has introduced two major concepts with :

- Activities to develop the capacity of the community to take initiatives which will ensure a healthy living environment.

- Guidance and support in developing the liaison and communication between the community, government agencies and local government.

The basis of this approach is a model of partnership between the community and the agencies of government and local government which asserts that :

- The community can take a major role in building and maintaining a healthy environment in its own immediate neighbourhood when it has the resources of information, technical assistance and funding as well as the capacity to organize itself in active community group.
- The role of the community is strengthened with effective communication and coordination with local government.
- The agencies of government can support this community role through the provision of accurate information, technical assistance and funding.

Community Participation Components

The components of the CPP-CUDP :

1) Community Development Component

In the community development, local community groups were facilitated to identify needs and problems in their environmental sanitation, and to plan feasible actions consistent with the new management system. Community development programme developed "Bottom up planning and development from within" strategies by promoting and developing motivators as a community participation motor. It was believed that the development which come from and done by and for community is more effective. This approach methodology means not only to promote "bottom – up" but also "development from within"

A community self survey and monitoring methodology was introduced to increase the capacity of the community to carry out its own survey for planning, action, and monitoring improvement of its environment.

A special programme with vulnerable groups and poor areas enabled these groups to prepare proposals for income generating activity or community improvement programmes. The process of community participation will be used together with the assistance of small Community Development Fund.

2) Community Education Component

The community education component developed communication materials for use with community groups to support the community development activity as an intensive programme.

In addition, some communication materials were prepared for general use, including schools as an extensive programme.

Community Participation Programme Activities

Three main areas of activity being undertaken in the Community Participation Programme are considered in order to provide a comprehensive view of the achievements. These include :

- a. Developing the capacity of the community to take initiatives which will ensure a healthy living environment.
 - b. Assist in developing the liaison and communication between the community, government agencies and local government through the Transitional Unit.
 - c. Physical activity at the community (micro) level related to the four sectors of the project and in addition relating to the living environment.
- 1) In order to develop the capacity of the community, five main activities were carried out during 1990 - 1996
- a. Strengthening of the process of community participation through the training and employment of Cirebon people as Community Organisers.
 - b. Strengthening the process of community participation in each Kelurahan by the selection, training and ongoing guidance of Motivators.
 - c. Strengthening the process of community participation in each Kelurahan through the formation of Community Groups and Committees.
 - d. Strengthening the process of Community Participation among vulnerable groups through Credit Programme.
 - e. Strengthening the process of Community Participation in each Kelurahan by the use of media.
 - f. Strengthening the process of Community Participation through enhancing the role of women.
- 2) The Community Participation Programme worked in three ways to assist in developing the liaison and communication between the community, government agencies and local government through the Transitional Unit as follows :
- a. Coordination between communities and Kelurahan leaders.
 - b. Coordination of the Community Participation with Local Government.
 - c. Communication and liaison with Transitional Unit.

2.3.2 Key Features of Community Participation Programme

Facilitator for Community Participation Programme

The key feature of the Community Participation methodology in CUDP is the engagement of a Community Development Organization as a local consultant to be the facilitator of the community participation process. The criteria for the selection of the Community Development Organization included :

- The stated philosophy concerning community participation in Indonesia.
- The approach to community participation demonstrated in previous projects
- The demonstrated capacity to work in partnership with government.
- The skills in training and strengthening a the community workers
- The capacity to support and supervise a community participation programme.

The Community Development Organization selected was LP3ES (Institution for Research, Education, and Economic Social) a NGO based in Jakarta.

At the end of CPP, the Community Cooperative (KSU Mitra Swadaya) was established in January 1996 which provides a meeting place for community groups, professional support and properly managed credit facilities for on-going community activity both for environmental health project and small business. The role of LP3ES (NGO) as a facilitator then slowly moved to Community Cooperative.

Community Organisers

Ten (10) Cirebon people were selected for employment by Community Development Organization and trained as the Community Organizers for all aspects of the community participation programme. The tasks of the Community Organisers are to make the initial introductions of the community participation programme and its approach in the Kelurahan, to select suitable people to be trained as Motivators, to participate in their training and provide ongoing guidance to the Motivators in both environmental health and small business activities and in the strengthening of community institutions.

Local Motivators

Motivators were selected in each Kelurahan to be trained and to work as volunteers in each of 5 or 6 Rukun Warga (RW) selected as the focus of the community participation programme. The selection of Motivators was made by Community Organisers in consultation with Kelurahan leaders and community members over a two-month period. This was to provide opportunity for first hand knowledge and observation of the candidates to ensure a strong commitment to the lower socio-economic groups, and to ensure that the candidates live in the area and have an existing source of income. Motivators were supported with small monthly travel allowances for 2 years and were then encouraged to maintain their community activity with guidance from the Community Participation Programme and the opportunity for income generating activity through the Community Cooperative.

Community Groups or Committees

Community groups or committees are the basis for developing community participation and for strengthening community capacity to plan improvement in the community and take necessary action. There are two types of community group. The first type of community group is a development committee which plans, implements and manages environmental improvements in the local community. These committees are informal and do not necessarily continue after the activity is completed. The second type of group is formed to carry out environmental health projects such as household toilets or set up a small business which requires loans provided from Community Development Fund. This has now developed into the Community Cooperative which provides loans to groups and individuals for environmental health facilities and small business. The groups are established and members work together to demonstrate their capacity to manage and build group funds prior to receiving a loan.

Community Development Fund

A Community Development Fund was provided by the Funding Agency (SDC) to be managed through the Community Participation Programme and was able to respond quickly to community group proposals for loans based on established criteria. This credit programme was the basis of the Community Cooperative now established as an ongoing community institution.

Media Development

The use of media as a tool of community development has been a creative initiative of the Community Participation Programme. The basic concept has been that media is produced by a process within the community and not as a tool developed externally and used for education in the community. Motivators worked with community groups to describe their environmental health situation in photos with plans for improvement.

Woman in Development

Enhancing the role of women in the Community participation Programme was emphasized with the selection of women as Community Organisers and Motivators. The Community Self Survey and Monitoring process called "Mawas Diri" has enabled many women to participate because it is based in the neighbourhood (RW). More than 50% of those participating in the small business groups and trained as group organisers and now members of the Cooperative are women because of their involvement in small business activity.

Community Self-Survey and Monitoring (Mawas Diri)

The identification of problems and priorities has been very specific with the introduction of the Community Self Survey and Monitoring methodology known as Mawas Diri. This methodology is carried out at the neighbourhood level (RW) providing excellent opportunities for the active participation of women.

Communication and Coordination with Government Agencies

Communication and coordination with government agencies and local government has been given constant attention as the strengthening of a partnership between the community and government agencies and local government is a key to the sustainability of community participation. The concept of partnership requires that support and respect be shown to the efforts of the community to participate actively in development.

2.3.3 Community Participation Programme Physical Implementation

Physical activity at the community (micro) level has been carried out in 22 Kelurahan. With the development of infrastructure in the solid waste disposal and drainage sectors, CUDP has introduced the macro infrastructure with the construction of the land fill site and solid waste collection and disposal system with containers placed at central locations in each Kelurahan, and in drainage the construction of primary and secondary drains. The role of the community has been to identify their priorities for healthy environment, to plan, budget, finance, and implement their own solutions. This has resulted in the development of the micro infrastructure to link with the macro by introducing garbage bins, handcarts, improved roads and cleaning, repairing and constructing tertiary (micro) drains, and constructing household toilets, and also new house connections to the water supply and public hydrant. When necessary the community seeks technical assistance from the technical consultants, CUDP and relevant agencies. It should be noted that some community projects, such as pathway improvement and household toilets, are defined as Kampung Improvement but are essentially linked with to the two sectors of solid waste disposal and drainage at the residential level.

The facilities which were implemented as community projects in the 6 years of Community Participation Programme are shown with the total cost and sources of payment shown as self reliance, loan and grant (table 2.1). These facilities included microdrains, roads and paths, bridge and culvert repair, household garbage bins, neighbourhood handcarts, households toilets, and the rehabilitation of slum houses, public ablution blocks, sewer rehabilitation, and water supply connections.

Some of the grants were provided to the community projects by government agencies and local government indicating the extent of their support.

• Bangdes	Rp	22,830,000.00
• Lurah/ Camat	Rp	22,660,000.00
• Public Works	Rp	12,500,000.00
• UP3KT	Rp	6,395,000.00
• DKK	Rp	1,295,000.00
• BKKBN	Rp	810,000.00

Wastewater Sector

In the wastewater sector CUDP has already implemented the construction of new treatment facilities, trunk sewer and secondary sewers in the north area of Cirebon. Construction of tertiary sewers however has been delayed due to delayed availability of funding.

In sewerage construction with house connections the role of the community is to apply for house connections and to pay the associated charges recently finalized by the PDAM following a Decree by the City Mayor and an Order from the City Government. The Community Participation Programme has worked to build coordination with the technical component made up of CUDP and the technical consultant and the PDAM who will manage the sewerage system.

The role of Community Participation Programme has been to identify the existing situation of householders in each location, provide them with information about the sewerage system and determine the expressed need or interest in having a house connection. The willingness to apply for house connection and the costs of house alterations to be the responsibility of the householder and the community. The Community Participation Programme takes the role of advocacy in this situation explaining to the agencies the need for accurate and reliable information before community members can make their decisions. The Community Participation Programme has also explained to the relevant agencies the processes required to develop community awareness of the advantages of sewer technology and subsequent application for house connections. The concept of "penyuluhan" in which agencies provide general information to the community has now been expanded to provide a more comprehensive and integrated approach in the community. This has led to the agreement that a Team for information and Education will be established so that the Community Participation Team will work in coordination with physical and institutional activities on the basis of an agreed integrated approach.

Table 2.1 Physical Implementation under CPP-CUDP (1990-1996)

No.	Type of Facility	Quantity	Cost in Rp (x 1000)	Source of Payment		
				Self-financing	Others	
					Loan	Grant
CUDP II (1990-1991)						
1.	Garbage bins	632 unit	3628	3628	-	-
2.	Handcart	8 unit	540	540	-	-
3.	Micro-drain	2784 meter	2348.5	2348.5	-	-
4.	Pathways	857 meter	1587	1587	-	150
5.	Garden	233 unit	3620	3620	-	-
6.	Lighting	40 unit	745	745	-	-
7.	Notice Board	248 unit	595	595	-	-
8.	Repair slum houses	10 unit	69.5	15	-	54.5
9.	Community center	1 unit	1500	800	-	700
10.	Other		805	805	-	-
		Total I	15438	14683.5	-	904.5
Bridging Phase (1991-1992)						
1.	Garbage bins		1307.65	N.A		N.A
2.	Handcart		1701	N.A		N.A
3.	Micro-drain		18296.22	N.A		N.A
4.	Pathways		4288.5	N.A		N.A
5.	Garden		2112.5	N.A		N.A
6.	MCK		3626.5	N.A		N.A
7.	Other		1279.55	N.A		N.A
		Total II	32611.92	16339.7		16272.22
CUDP III (1992-1996)						
1.	Garbage bins	1182 units	4552	4252	-	300
2.	Handcart	15 units	7117	5217	1650	250
3.	Micro-drain	16108 meters	109036	79792.5	4800	24443.5
4.	Pathways	31016 meters	135254.3	89234.3	5403	40617
5.	Bridges repair	145 meters	21002.2	13802.2	-	7200
6.	Culvert repair	26 meters	850	850	-	-
7.	Household toilet	386 units	83623	40196.3	37162	6264.7
8.	MCK	18 units	10635.5	5885.5	-	4750
9.	Relocate animal yard	1 unit	2500	2500	-	-
10.	Repair slum houses	77 units	19260	14795	-	4465
11.	Sewer					
	a. Manhole	10 units	360	360	-	-
	b. pipeline	2160 meters	1375	1375	-	-
12.	Water Supply					
	a. House connection	316 units	42143.5	4919.5	37224	-
	b. Public Tap	2 units	2952.5	620	2082.5	250
		Total III	440661	263799.3	88321.5	88540.2
		Total	311849.22	119344.7		177766.2

Source : CPP Report June 1991, CPP report 1992, and Final report 1996.

Chapter III

Literature Review

Since the beginning of the international Drinking Water Supply and Sanitation Decade in 1980, a substantial body of literature has focused on ways to achieve community participation in water supply and sanitation development. There is now wide agreement that three outcomes should be anticipated from communities as part of the community participation process (which includes community management) and as part of the project : 1) responsibility (community take ownership of the system and of the attendant obligations); 2) authority (community has the legitimate right to make decisions regarding the system on behalf of the users); and 3) control (community able to carry out and determine the outcome of its decisions) (Yacoob and Cook, 1991)..

There are two concepts, which will be discussed in this chapter regarding this matter : Community Participation Concept and Community Management Concept. Key issues related to the present study will also be discussed.

3.1 Community Participation

3.1.1 Concept and Terms

The concept of community participation has been changed during the last two decades. The concept of community participation originated about 40 years ago in the community development movement of the late colonial era in parts of Africa and Asia. A community development concept was popular in the 1960s. To the colonial administrations, community development was a means of improving local welfare, training people in local administration, and extending government control through local self-help activities. Community development fell out of favor in the late 1960s and early 1970s, primarily because of the widespread disenchantment with the top-down bureaucratic approach to development and its failure to redistribute benefits. This concept is now considered in some countries to have colonialist overtones and has become discredited. With the demise of the original community development movement, the governments of developing countries and external support agencies began to place new emphasis on participatory efforts in their statements, if not in their programs. Community participation has become a favored development strategy because it involves people in decisions and actions affecting their welfare (Moser, 1987).

Although the great diversity in the objectives sought through popular participation, and the different ways in which the term has been understood and interpreted, a certain consensus begun to emerge upon a working definition among some of international organizational organizations involved in development. According to this definition, participation has three dimensions, a) involvement of all those affected in decision-making about what should be done and how, b) mass contribution to the development effort, i.e. to the implementation of the decisions, and c) sharing in the benefits of the programmes (White, 1981).

At the beginning of the International Drinking Water Supply and Sanitation Decade (1980), the term community participation meant the organizing of community members to provide cheap construction labour for water and sanitation system. This narrowly defined role, which placed participation within a largely technical perspective, aided coverage but ignored the need to develop the community's a sense of ownership and its willingness and ability to maintain the new system. When this development gap was recognized later in the Decade, the community participation concept expanded to include beneficiary participation in the planning and design of projects and also in their direction and execution (Yacoob and Cook, 1991).

Participation, according to Evans and Appleton (1993), has often meant little more than the provision of local labour and materials, with limited community involvement in decision making, and with agencies retaining responsibility for and control over installed systems.

The essence of participation, according to Narayan (1995), is exercising voice and choice. The principle underlying participation – to give people a voice – is constant, yet the choices that people make vary infinitely. Furthermore, participation is a multidimensional, dynamic process, which takes varying forms and changes during the project cycle and over time, based on interest and need.

According to Paul (1987), community participation has given rise to the following definition: "In the context of development, Community Participation refers to an active process whereby beneficiaries influence the direction and execution of development projects rather than merely receive a share of project benefits". This definition places participation in the context of a development project or program, emphasizes by beneficiaries rather than external personnel, stress the involvement of beneficiaries in groups, and refers to the process rather than a product. The reports of the World Bank, the United States Agency for International Development (USAID) and the Water and Sanitation for Health Project (WASH) point out that the concept of community participation may have considerable potential for improving development planning and sustainability.

Furthermore, Paul distinguished three quite distinct kinds of local participation therefore,

- Community Participation, beneficiaries involvement in the planning and implementation of externally initiated projects
- Local organizational development, external help to strengthen or create local organizations, but without reference to a particular project.
- Indigenous local participation, spontaneous activities of organizations, but without reference to a particular project.

Paul (1987) usefully distinguishes among levels of participation, all four of which may coexist in a project. The nature of the project and the characteristics of beneficiaries will determine to large extent, how actively and the latter can practice community participation. The first two categories present ways to exercise influence, the other two offer ways to exercise control. The levels comprise :

- *Information Sharing.*

Project designers and managers may share information with beneficiaries in order to facilitate collective or individual action. The aim here is to equip beneficiaries to perform their task better.

- *Consultation.*
When beneficiaries are not only informed but consulted on key issues at some or all stages in a project cycle, the level of intensity rises.
- *Decision making*
A still higher level of intensity occurs when beneficiaries have a decision-making role in matters of project design and implementation. Decisions may be made exclusively by beneficiaries or jointly with others on specific issues relating to a project. Client involvement in decisionmaking, however, a much more intense level of participation which often promotes capacity building.
- *Initiating Action*
Initiating Action, within parameters defined by agencies, represents a high level of participation that surpasses involvement in the decisionmaking process. Self-initiated actions are a clear sign of empowerment. This level of participation is qualitatively different from that achieved when clients merely carry out assigned tasks.

Since the late 1980s, community participation has emphasized the following community functions as a means to promote community management capability and project sustainability (Yacoob and Cook, 1991) (and also associated with most successful water and sanitation projects as experienced by WASH (Yacoob and Warner, 1989) :

- *Community mobilization and organization.*
Community participation means involving as many community members as possible by providing an institutional vehicle which they can act.
- *Project Negotiations.*
Communities need to communicate their preferences and have a say in the type of projects to be considered. Their input may be given in consultations between community leaders and agency officials or in public discussions within committee meetings. It may consist of formal bargaining on issues such as project design, community contributions, and external assistance.
- *Committee Operation*
Community organizations are usually elected or appointed committees. Their potential operating effectiveness depends on the degree to which they are allowed to function in project development.
- *Training*
Training is necessary for system managers, committee members, and all others involved in project implementation. Although some training may be required from external sources, community members themselves should be trained to pass on their skills to others.
- *Hygiene and user education*
Hygiene and user education help to instill responsibility for the system and a feeling of control over the environment in the minds of the participants. Training should be participatory and practical, rather than didactic and theoretical, and it should encourage behavioral changes in order to maximize health benefits
- *Community Contributions*
Communities must contribute to the development and operation of their projects if they are to feel that they own the resulting system. Contributions

include monetary investments, materials, equipment, and labor, as well as committee membership and general participation in project-related meetings.

- *Cost Recovery*
The community should interpret cost recovery as an obligation to meet its share of the costs of the project. In particular, the community must meet any obligations to external agencies.
- *Operation and Maintenance*
To the extent possible, communities should accept and exercise responsibility for operations and maintenance. Caretakers and repair crews should be well trained and responsible to a community-based institution.

As the issue of project sustainability has moved to the forefront, the definition of participation has begun to distinguish between internally (i.e. within the community) and externally supported projects. Responding to an expanded vision of participation that now includes both capacity-building and community organization, water and sanitation projects have begun to give greater weight to these elements. Projects emphasize community problem-solving capacity, and human resources development has begun to replace construction as the basis for defining community participation (Yacoob and Cook, 1991).

3.1.2 Objectives and Benefits

Initially goals of community participation were (Whyte, 1984) :

- To create or obtain public goods and services such as schools, clinics, and water supply and sanitation.
- To produce private goods and services by the combined efforts of individuals; for example, cooperation between farmers at harvest time, cooperative hunting and sharing in the task of house building.
- To promote greater community solidarity and cohesiveness as an end in itself, through the very action of cooperative behaviour and decision making.

Later, community participation objectives became more defined. According to Paul (1987), the objectives of community participation in the context of development programs are :

- a. Sharing project costs
beneficiaries contribute money or labor during the project's implementation or operational stages.
- b. Increasing project efficiency
beneficiaries assist in project planning and implementation by doing consultation and involvement in the management of project implementation or operation.
- c. Increasing project effectiveness
beneficiaries have a say in project design and implementation that project achieves its objectives and that benefits go to the intended groups.
- d. Building beneficiary capacity
beneficiaries share in management tasks or operational responsibilities
- e. Increasing community empowerment
beneficiaries share power and increase their political awareness and influence over development outcomes

Yeung and McGee (1986) sum up the potential benefits of community participation for governments and low-income communities as follows :

- Government Benefits :
 1. Increased participation of the people can reduce project cost
 2. People-based participation can provide governments with valuable information on the social and economic needs of the population.
 3. Participatory service organizations may help governments identify potential leaders who can assist in the development process, or at least disseminate information on government goals.
- Benefits for Low-income Communities
 1. Participatory urban services may provide physical and welfare needs that otherwise would not be available and they promote a sense of neighborliness within the community that is often weakly developed in urban areas
 2. Participation in urban development may offer the possibility of employment for residents of low-income communities.

3.2 Community Management

3.2.1 Concept and Terms

C. McCommon, D. Warner and D. Yohalem (1990) have distinguished between community participation and community management concept. They found that the sustainability depends on more than community participation alone, although community participation does appear to provide the environment required for successful community management, which has come to be known as the enabling environment. General community participation in significant decision making may be seen as one precondition for community management. Furthermore, if community participation occurs at different levels of intensity then the potential for community management will depend on the level of community participation that has been achieved.

The distinction between community participation and community management (C. McCommon, D. Warner and D. Yohalem, 1990) are :

- Community management is concerned with all issues pertaining to responsibility (ownership), decision-making authority, and control over project development and system operations concerned. In short, community management refers to the capabilities and willingness of beneficiaries to take charge and determine the nature of the development affecting them. Community management may imply a variety of management systems, from extensive contributions of self-help labor at lower levels of service to specialized managers at higher levels of service. On the basis of fee-collecting activities, management implies that the community establishes tariff schedules and institutionalizes its own form of fee collection.
- Community participation, in contrast, stresses community involvement and contributions. Effective community participation does include some decision making by beneficiaries, but they do not necessarily have the authority to initiate discussion in this area or to enforce decisions. On the basis of fee-collecting activities, community participation performs routine operational duties such as record keeping,

accounting, and payment collecting under a system predefined by an external agency.

It was experienced that the situation of water and sanitation system did not improve markedly even when some community-based participation was encouraged, largely because community participation has been narrowly defined as the mobilization of self-help labor in the organization of local groups to ratify decisions made by outside project planners. Community management has been proposed as one possible alternative strategy in view of the increasing evidence that systems are more sustainable when designed, established, and operated by the community. Community management is taken to mean that the beneficiaries of water supply and sanitation services have responsibility, authority, and control over the development of such services. The strong community management leads to sustainable water supply and sanitation systems (McCommon, 1990)

According to Yacoob and Cook (1991), the distinction between community participation and community management relates not to function but to rank. Community participation should first in place then community management. Furthermore, they sum up that community management is an element of community participation that encompasses the skill a community gradually develops through its participation in a project. Within the water supply and sanitation context, some of those skills would relate to operating and maintaining the infrastructure, other acquired attitudes and skills – self confidence, organizing, techniques, lessons learned – would also fall within the scope of community management and could apply more broadly which depend on the degree of management capability.

An important characteristic of community management following Evans and Appleton (1993) is that it takes maximum advantage of the resources available within the community and complements them with the necessary resources from outside (public or private).

Evans and Appleton (1993) mentioned also some critical features distinguish community management from community participation as follows :

- The community has legitimate authority and effective control over management of the water supply system and over the use of the water.
- The community commits people and raises money towards the construction and upkeep of the water system.
- Supporting agencies provide advice and technical support, but all key decisions are taken with the community.
- Development of people is a parallel goal with development of water. Community management is “people-centered”.
- Local organizations for water management are in tune with existing community decision making structures and ensure that the views of all sections of the community are reflected in management decisions.

3.2.2 Objectives and Benefits

Under Community management, communities and external agencies work in partnership. Community management is very much a people-centered approach to

development. The end goal is successful and sustainable water system, essential parallel objectives are to strengthen the capabilities of communities to determine and promote their own priorities, and equip outside agencies to facilitate and support an expanding programme of community-driven activities (Evans and Appleton, 1993).

Benefits of community management may be summarized as follows :

- Greater sustainability which, in turn, leads to other benefits for the users, such as improved water, health and time saving.
- Improved community identification with the system, leading to greater willingness to pay for it, to accept changes to practices and to make further improvements.
- More likely to result in programmes suitable to real needs. The top-down approach is necessity prescriptive, and often unable to adapt to local realities.
- Increased potential for achievement when external and local resources are pooled. Community have large amounts of resources which remain untapped in traditional government-implemented development (WHO, 1996).

3.2.3 Levels of Community Management

The linkage between community participation and community management can be seen as a building process in which participation leads to management through progressive levels of local responsibility, authority, and control as management passes from the external agency to the community (McCommon, Warner, Yohalem, 1990). Table 3.1 shows the levels of the building process.

Table 3.1 Levels of Community Management

Level	Responsibility	Authority	Control	Management Capacity
I	External agency, little community responsibility	External agency, informal community consultations	External agency, limited community participation	Insufficient
II	External agency, community responsible for operation	External agency, limited formal role for community institutions	External agency, moderate community participation	Limited
III	Joint: community responsible for operation and maintenance	Joint: collaborative role for community and agency	Joint: strong community participation and limited community management	Moderate
IV	Community; external support	Community; external support	Community; external support	Sufficient
V	Full community responsibility	Full community authority	Full community control	High

Source : McCommon, Warner, Yohalem 1990.

Table 3.2 illustrates how the **relative** degree of contribution from the community and support from the agency can be used as a measure of community management

Table 3.2 Relative degree of contribution from the community and support from the agency

Level	Contributions in kind (from community)	Cash payments (from community)	External support (from agency)
i	None to limited	None to limited	Full external support
II	Some self-help labor; local material; weak	Some O & M	All capital and most O & M costs
III	Self-help labor; local materials, active committee support	All O & M and minimal capital costs	Most capital costs
IV	Most non-cash needs; strong committee support and management	All O & M and some capital costs	Some capital costs
V	All non-cash needs	All O & M and most capital costs	Access to loans and grants

Source : McCommon, Warner, Yohalem 1990.

3.2.4 Community Management Aspects

i Community Organization, Groups, and Leaders

Community management has become important to the development of the poor communities; because it represents an attempt to mobilize and channel the will of the people to undertake and sustain development activities. Without strong institutions or leaders experienced in the management of development, communities have no means of translating their needs into effective decision making.

The resulting of empowerment of the people can both stimulate the existing leadership and encourage new leadership to emerge, and will eventually spark further development efforts.

ii Relationship between Community and External Agency

Local Agency is one of partners in community management (see box). The relationship between them will guide to community management. According to McCommon, Warner, Yohalem (1990), relationship between community and external agency should be looked at since the community management approach cannot succeed unless the relationship between the community and the external agencies is well defined.

Community management, according to WHO (1996) should not be thought of as a choice between a top-down or a bottom-up approach. Rather, it is the establishment of a management system in which full collaboration between government and community is

essential, in which neither is the dominant partner. Both should have clearly defined but separate roles and each understand and accept the role of the other.

Briscoe and Ferranti summarized the responsibilities and attendant relationships between the community and external agency arising from redefinition of roles, therefore :

- Users must decide on the type of improvements to be made.
- Users must pay most of the costs of the chosen services.
- Users must take responsibility for maintaining the facilities they have chosen and built.
- Governments and external agencies must establish the type of environment in which communities can construct, operate, and manage, improved facilities. (McCommon, Warner, Yohalem 1990).

Partners in Community management

Evans and Appleton (1993) mentioned the partners in community management as follow

1. *Community* Community is the most important partner.
2. *Other communities.* The potential for inter-community networking is seen as a powerful advantage of community management over centrally managed water programmes.
3. *The Water Agency.* The most common partner for the community will be the government water agencies. In order to make community management work, the water agency has to undergo significant attitudinal and organizational changes due to accustom to a patron/ client relationship, and staffed accordingly.
4. *NGOs.* Non governmental organizations (NGOs) often have a strong capacity for facilitating community-centred development, and make natural partners in community management activities. Whatever the partnership arrangement may be, partner NGOs need official government backing for their activities.
5. *The Private Sector.* Local management can be a powerful stimulus for private enterprise.
6. *The Government.* Although its role is less direct than that of the water agency, government has a vital part to play in the promoting and implementation of community management, through its control over policy and national resources. The important role for government is a facilitating one. In creating an "enabling environment" of supporting policies and legislation, government must retain the vital role of protecting public health and ensuring compliance with national norms and standards
7. *Donor Agency.* Community management is an attractive proposition for donor support in providing sustainable services..

iii Community Management Functions

A distinctive feature of sustainable community managed system appears to be that some from of community management takes place in all phase of project. Management can consist of a variety of functional activities and structural roles, depending on the phase of development : preparation, implementation, or operation and maintenance. Management functions are best discussed in the context of the project cycle.

- Preparation phase, management functions can occur in any following activities: identifying a common problem, organizing a community response and possibly requesting outside assistance, negotiating with external agencies, and participating in planning and design.

- Implementation phase, management functions may consist of decision making in the mobilization of local resources, collaborating with external agencies, supervising project activities, monitoring and controlling construction.
- Operational phase, the community takes on the dominant functions of system manager and operator. Decision making activities in this phase include supervising operation and maintenance, monitoring and evaluating the system, overseeing financial administration and cost recovery, planning for system improvements and expansion, and collaborating with external agencies. (McCommon, Warner, Yohalem, 1990).

iv Resources Required for Community Management

When community management practices are adopted, additional resources are usually required to strengthen local decision making capabilities and promote supportive condition. Community managed projects takes both agency and community resources to establish or strengthen community management capabilities. The specific amounts that community and the agency will need to provide will depend greatly on the pre-existing management capacity of the community (see table 3.1). and the amount of improvement desired. The agency may have to provide support for training additional staff in the social and organizational skills they will need to work with communities. The community should expect to provide some level of participation, time, leadership skill, and possibly physical support. The most important resource a community can provide is the willingness to support project development to the limit of its capabilities. Presumably, the cost of these additional resources will be more than adequately covered by the additional benefits derived from greater community management of water and sanitation system (McCommon, Warner, Yohalem 1990)..

Characteristic of successful Community Management

The common characteristic of successful Community Management include (Evans and Appleton, 1993) :

- Community decision making
- Community responsibility, backed by legitimate authority and effective control
- Community mobilization of resources
- Community access to external support to supplement local management capacity
- Agency acting as facilitator and supporter and helping to build community self sufficiency.

v Factors contributing to effective Community Management

Evans and Appleton (1993) mentioned some factors which contribute to effective community management as follow :

1. *Strong leadership.* Strong community leadership, or continuous involvement of a charismatic individual, helps to maintain community interest and commitment through the implementation phase and in the longer-term problem-solving processes necessary to keep systems in good working order.
2. *A programmatic approach.* A programmatic approach means that targets are related to overall achievements over a period of time, rather than to project related inputs and outputs. It reflects to "process" nature of community management, and its flexibility in matching the pace of development with

- community aspirations and capabilities and the building of capacities and confidence.
3. *Realistic appraisal of resources.* Community must be helped to make a realistic assessment of the resources needed to keep the water system functioning, and to compare investment in water with other options for use of the same limited resources. Agencies also have a duty to ensure that the resources required for future support to communities are available on a sustainable basis.
 4. *Appropriate local organization.* The most important considerations are that the form of local organization should be recognized as being legitimate in the eyes of the community, that it should be able to carry out the task of maintaining the water supply, and that it should not be in conflict with other forms of local organizations.
 5. *Women's involvement.* The adequate representation of women in community managed water programmes can not be taken for granted, and the advancement of women remains a development goal.

vi Constraint for Community Management Sustainability

A number of constraints to the community management approach have been identified.

- A fear by agencies that a community's own capacity to managed may be limited.
- The project may take longer.
- Strong communities, managing their own development, may be perceived as a threat by the traditional political hierarchy.
- Communities themselves may not always see a reason to shift from a situation where government has been the provider, especially those that have been fortunate enough to receive a service and have it maintained.

To a great extent, the constraints on community management can be traced to the differences in the objectives of external agencies and communities. Whereas the agency tends to be efficiency oriented and concerned with keeping costs down and sticking to implementation schedules, the community is more likely to be effectiveness oriented and concerned with sustaining system services over the long term (WHO 1996, McCommon et al, 1990).

Creating an Enabling Environment for Community Management

- Political will
- Strategic Planning
- Decentralization
- Training and Education
- Public Education and Social marketing
- Monitoring and Evaluation

Chapter IV

Research Methodology

4.1 General

This chapter deals with the method adopted for the present study. It starts with selection of study area, study period, selection of study kelurahans. The following section explains the research method and the type of data collected. As community participation or community management can be defined in various ways, the last part of this chapter discusses the indicators for assessing community participation that evolved from literature review.

4.2 Selection of Study Area

The city of Cirebon was selected for the study because the author is presently working for Cirebon water supply agency (PDAM Kotamadya Cirebon). The PDAM is responsible for water supply and wastewater system in Cirebon. In 1981, Cirebon started to develop its environmental conditions through the Cirebon Urban Development Project (CUDP) supported by the Swiss Government. Besides the physical programme, CUDP carried out Community Participation Programme in 1990. The twenty-two kelurahans were involved in CPP-CUDP. The CPP-CUDP finished in 1996. The fact that the author is familiar with the area facilitated the collection of data. Furthermore, project documents could be obtained easily.

4.3 Research Period

Formulation of research proposal, questionnaire preparation and basic literature study was carried out during August and September 1998, in Delft, The Netherlands. Field research was carried out between October 1998 and December 1998 in Cirebon, Indonesia.

4.4 Selection of Kelurahan

The community in the city is the target population in this study. According to Paul Nichols (1991), the accuracy of sample in representing the target population depends on the sample size and the method of its selection. Again it is stated that the bigger the sample more accurate the results but higher the cost (Chandra, 1998).

The important consideration, according to Sadhu and Sing (1985), in selecting a sample is to see that it is closely representative of the universe. The size of the sample may not be the guarantee of its being representative of the population. Sometimes a large sample poorly selected may not prove to be a true representative of universe while a small properly selected may be much more reliable.

The characteristic of the Cirebon population are similar to other urban areas of Indonesia. It is heterogeneous by nature with :

1. urban and rural variation
2. economic variation
3. educational variation
4. employment variation
5. cultural variation

The environmental differences of the Cirebon area are :

1. Coastal area
2. Center or urbanized area
3. Residential area
4. Periphery or rural Area

The selection of kelurahan considered wide range of characteristic; keeping in view the limited time for study and minimum cost expenditure available for logistics. It was decided to select only four kelurahans out of twenty-two kelurahans. These Kelurahan represent coastal, commercial, residential, and periphery. The groups included of fishermen, scavengers, traders, private sector and public servants. These kelurahans have high, middle and low socio-economic groups depending upon their profession, social status, type of dwelling etc.

Table 4.1 Condition of community in selected Kelurahan

Kelurahan	Area type	Group of people
Drajat	Residential	Private sector, public servants
Pekalipan	Commercial	Traders, private sector, public servant
Harjamukti	Periphery/ Rural	Private sector, trader, scavenger, farmer, public servant
Panjunan	Coastal	Fisherman, scavenger, trader, public servant

4.5 Collection of Data and Information

A two pronged strategy was followed which envisaged collection of primary data and investigation of secondary sources.

4.5.1 Collection of Primary Data

Three strategies to collect primary data were adopted : a) interviews with key informants, b) household surveys, and c) group discussions with the community. Social aspects

were studied by visiting selected households in project Kelurahan and conducting the interviews.

Interviews with Key Informants

- Discussion with Key persons from institutions

Some interviews were conducted with key persons in order to get information from different point of view concerning the sustainability of community participation as set up in CUDP.

The ex-Project Manager of CUDP was approached to know the idea behind the programme and his opinion of continuation of community participation with support of motivators and Cooperative. Main Director of PDAM was approached concerning support of water supply agency to community participation on water and sanitation. At lower level, Head of Public Relation Department and Head of Planning Department who in charge to have communication with community were approached regarding some complaints from community raised in group discussion and interviews. Cooperative managers were approached to know their opinion of the role of Cooperative in supporting community participation and their cooperation with water supply agency in promoting water and sanitation to the community. The interviews were open in nature. A list of question which related only to a major topic was prepared. See Annex 1.

- Discussion with Community Leaders

Community leaders and motivators were approached to know their opinion about community participation, what problems are exist, what they expect from water supply agency to support community activity in their area. See Annex 4.

Household Survey/ Questionnaire

For the household interviews the questionnaire used was a structured one, beginning with informal discussions. The interviews were open in nature, but covered all a fixed list of question. The interview schedule contained more open ended questions as the information sought was more qualitative in nature. Questions were asked in the process of observing the project related to attendance of community meetings, maintenance of water supply and sanitation, solving problem, the usage of water and sanitation facilities. (Annex 2). During survey, author was assisted by motivators. In all 264 households were interviewed (about 5% of households that were involved in CPP-CUDP). All the Kelurahan surveyed were heterogeneous in nature. The brief profile of the sample population and average population of household surveyed is presented in table 4.2

Focus Group Discussions

Community group discussions were held to get information about maintenance of public facilities, community opinion on community participation as their experienced, what problems are exist, what is the role of community leader, they expectation of support from water supply agency, existence of any other organizations/group (Youth association, women association, etc). See Annex 3. Motivators, active knowledgeable person, community member (also women). The duration of the meetings varied from one hour to four hours. Cooperative managers who experienced with community were involved in the discussions. All of these meetings were held in daytime. Mainly unstructured questions were used to obtain the necessary information. The discussion was held in informal way so that the people could articulate their opinion freely. It was

found that the community and the motivators were critical of the present communication with water supply agency.

Table 4.2 Distribution of sample population

Details	Kelurahan			
	Drajat	Pekalipan	Harjamukti	Panjunan
No. of population	14774	8186	13828	10764
No. of population per household	5	4.6	5	6.3
Population density per km ²	4958	19490	6201	8409
No. household under project	1431	928	1083	1735
Total sample	72	50	55	87

Source : Survey, December 1998

Direct Observation

Direct observation was done by visiting selected Kelurahans. Direct observation involves concentrated observation of the project implementation within the community to assess functioning community participation and the management of public facilities..

4.5.2 Investigation of Secondary Sources

For investigating secondary sources, the following tools were used :

i. Literature Review

Literature review was done to study about concept, objective, key issues related to community participation and community management. The objective, methodology and implementation of community participation programme were studied from project documents. This was done partly in Delft and partly in Cirebon.

ii. Collection of other basic data

Inventory of basic information about population was collected from municipal archives, public water and sanitation facilities from water supply agency, physical achievement from Kelurahan archives.

4.6 Research Questions

Certain research questions were selected in order to assess the extent of community participation/ community management in water and sanitation; to assess the current role of local community level authorities in enhancing community participation/ management in their area; and to assess the current role of water supply agency in supporting community based water and sanitation as mentioned earlier in the objectives of the study.

The aspects that are looked at are the following:

a. *Ongoing activity in community planning, implementation and O&M.*

This aspect indicates the capacity and confidence of the community in identifying problems, setting priority, preparing a necessary action, seeking financial support and technical expertise, carrying out activities, and planning for ongoing use, maintenance and management after the project.

The research questions to assess this issue are :

1. What community organizations exist and what is or could be their contribution?
2. What kinds of activities are still being done?
3. What are the present degree of community involvement in planning, implementation, operation & maintenance of neighbourhood infrastructure services, especially water and sanitation?
4. How does community maintain public facilities (water and sanitation)?
5. What are the potentials and the obstacles of community participation?
6. What are possible community contributions? Technical skill, financial capability, other contribution.
7. What kinds of activities done by community after the project?

b. *A relationship between community and Local Community Level Authorities.*

The active relationship between community and local institution is one aspect should be considered for the sustainability of community participation process, in which local community level authorities acts as facilitator of community participation process.

The research questions to assess this issue are :

1. What level and existence of communication between community and local institutions?
2. What do the community think of their leaders, both formal and informal leaders, and how do they communicate with each other?
3. What role do the Lurah, the LKMD, the RW and the RT play in supporting community participation? To what extent does leadership influence the success of community participation?
4. What role does community leaders or voluntary person in community participation so far?

c. *A relationship between community and PDAM.*

In order to improved community based water and sanitation management, the role of community could be increased by having a technical assistance, accurate information, and financial assistance from the water supply agency.

The research questions to assess this issue are :

1. What level and existence of communication between community and PDAM?
2. What kinds of support provided by water supply agency?
3. What institutional set-up within PDAM facilities communication with the community?

Chapter V

Finding and Discussion

5.1 General

This chapter deals with brief description of study area, findings on ongoing activities in planning, implementation, O&M after the project, findings on relationship between community and local institution, findings on relationship between community and water supply agency, and other findings.

5.2 Description of Study Area

5.2.1 Cirebon City

General Feature

The city of Cirebon is located on the north coast of West Java province, about \pm 250 kilometers east of Jakarta and \pm 130 kilometers at the West Java province, at longitude 108°33' east and 6°41' south of the equator. See figure 5.1. Cirebon is a harbour city covers a land area of about 37.3582 km².

The population of Cirebon was 236,532 in 1983 rising to 264,609 in 1997 with population density of 6,809 people per km² on estimated growth of 1.31%. The economic base of the City is manufacturing, transport and communication, trade and commerce (including tourism). There are coastal, commercial, residential and rural Kelurahan within the boundaries of the City.

Topographically the area is generally flat, elevation between 0.5 – 4 meter above sea level with the slope of 0 – 3%. But, in some area the elevation could be reach 32 meter above sea level. Alluvial deposits of silts underlie the area and sands with water table about 1.00 meter below ground surface level. Groundwater condition in Cirebon is affected by intrusion of seawater. In some place water level is quite high (about 1 meter) and slightly salty so that it can not be used for drinking water.

The local climate is characterized by a dry season from May through October and a wet season from November through April, with precipitation during wet season more than 2000 mm per year. It is hot and humid during the greater part of the year although temperature may vary from a low of 24°C to a high of 32°C. Average temperature is 25°C with relative humidity ranging between 50 and 100 percent.

Water and Sanitation Condition

Improved water supply has been provided to all 22 kelurahans in Cirebon covering 93% of population.

Two types of wastewater system serves the community in Cirebon are on-site system covering about 60% of population and off-site system covering about 40% of population. The sewerage system serves city center, northern area, and housing estate (Perumnas).

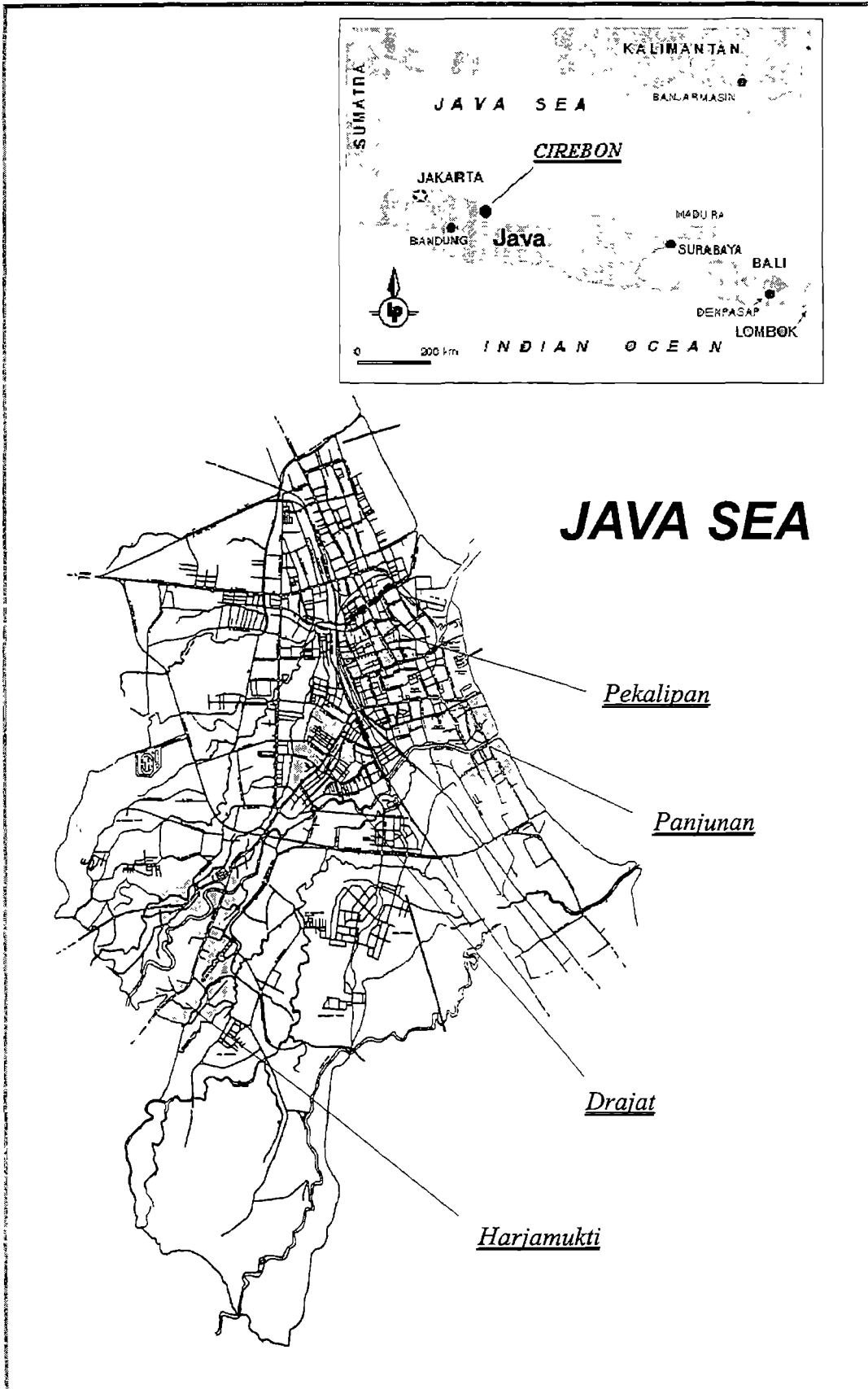


Figure 5.1 Map of Cirebon

The wastewater from sewerage system is treated in wastewater treatment plant before it discharge to sea or river.

Solid waste disposal system covers 90% of the total area of the city, only the outlying rural areas of three kelurahans are not served by the collection system.

Improved drainage system over the last several years have substantially reduced flooding in the city.

5.2.2 City Administration

The City is administrated through 22 Kelurahan in 5 Kecamatan. Each Kecamatan is divided into several Kelurahan. The Kelurahan is the smallest governmental administrative unit for urban (see 2.1.1). Each kelurahan is divided into several Rukun Warga (RW). Each RW is divided into several Rukun Tetangga (RT) and each RT consists of a number of households. This structure is valid for all urban areas in Indonesia.

Mayor, who is periodically changed in five years, heads the Cirebon city. The Mayor is elected by the city council. The leader of Kecamatan and Kelurahan are appointed government official. They are periodically changed in every 5 years. The leader of RW and RT are unpaid and expected to work on voluntary basis, only recovering his expenses through community contribution. They are, at least in theory, elected by the people (RT heads directly in a neighbourhood meeting with unanimous agreement, and RW heads by the RT heads) however their nomination has to be approved by the Lurah and the Camat. It is clear that in many areas, RT and RW heads are merely appointments of the Lurah/ Camat. These units of community organization are designed to serve functions in two sub-system, the neighbourhood and the territorial administration (Steinberg, 1991). Table 5.1 shows the number of population, population density and whole number of Kelurahans, RWs, in Cirebon.

Table 5.1 Number of population and population density in Cirebon

Kecamatan	Area (km ²)	No. of Population	Population Density per km ²	No. of Household	No. of Kelurahan	No. of RW
Harjamukti	17 615	71502	4059	15,207	5	73
Lemahwungkuk	6.507	46429	7131.95	10,650	4	40
Pekalipan	1.651	34854	22200	6,385	4	38
Kesambi	8.059	60885	6022.26	12,392	5	46
Kejaksan	3.616	39877	11046.26	8,284	4	33

Source : BPS, November 1998

5.2.3 Selected Kelurahan

1. Kelurahan Drajat

Kelurahan Drajat is within Kecamatan Kesambi, representative of residential area. The area of Kelurahan Drajat is 298 ha and has population of 14774 or 2967 household. Land use mainly for residential, commercial, offices, school. The majority of the people work as civil servant, labour and merchant.

About 90% of the population has access to water supply. The rest of 10% use water from well only for washing and bathing while for drinking and cooking purposes they buy from their neighbour or water vendor

About 85% of household have their own toilet and the rest of 15% using public facility. The wastewater system is on-site system using septic tank or latrine. The area is covered by solid waste macro collection system.

From observation, it was noticed that almost all households have their own garbage bins in front of the houses. The path and road were clean as well as the micro drain.

2. Kelurahan Pekalipan

Kelurahan Pekalipan is within Kecamatan Pekalipan, representative of commercial area/city center. The area of Kelurahan Pekalipan is 41.9 ha and has population of 8619 or 1820 households. The majority of population work as civil servant and informal sector (labour, vendor, merchant). Land use mainly for housing, shops, office and school.

About 90% of population in Kelurahan Pekalipan has access to water supply. The rest of 10% use well only for washing and bathing while for drinking and cooking purposes they buy from their neighbour or water vendor or public tap.

About 85% of household have their own toilet and the rest of 15% use public facilities. The sewerage system serves the whole area of Kelurahan Pekalipan as well as the solid waste macro-collection system.

Almost all of households have their own garbage bins and there was not illegal dumping as mentioned before project. The path, road and micro drain were clean.

3. Kelurahan Harjamukti

Kelurahan Harjamukti is within Kecamatan Harjamukti, representative of rural area. Area of Kelurahan Harjamukti is 223.30 ha and has population of 14106 or 2865 households. Land function of the area consists of housing area, rice-field, plantation, office, market, sport yard, grave-yard, and solid waste disposal site.

People mainly work in informal sector such as agriculture, handcraft, trade, service and public transportation. Only a small percentage works in formal sector such as teacher, civil servant, army and pensioners.

About 85% of population has access to water supply. Either the rest of 15% use water from well for all purposes or only for washing and bathing while for drinking and cooking purposes they buy the water from their neighbour or water vendor.

About 70% of households have their own latrines while the rest of 30% use public facilities. The on-site wastewater system serves the area. The solid waste macro collection system is not served this area yet, but the final disposal site has been constructed in the area.

From observations and interviews, it was found that no more people use the river for disposing the human waste or use the river water for drinking, cooking etc as happened before the project.

The environment condition was clean as can be seen that almost all households have garbage bins, path, and micro-drain were clean.

4. Kelurahan Panjunan

Kelurahan Panjunan is within Kecamatan Lemahwungkuk, representative of coastal area. The area of Kelurahan Panjunan is 128.8 ha and has population of 10764 or 1720 household. Land use for residential, commercial and offices. The majority of the people work in handcraft, home industry, merchant, labour and fisherman.

About 85% of the population has access to water supply. The rest of 15% use water from well or hand pump only for washing and bathing while for drinking and cooking purposes they buy water from their neighbour or vendor.

About 75% of household have their own toilet and the rest of 25% use public facility. Sewerage system only serves a part of this area, while on-site system serves the rest.

From interviews and observation, it has known that no more people go to the sea or river for defecating as happened before the project and almost all households have garbage bins, path and micro-drain were clean.

Table 5.2 Socio-economic status of respondents

Details	Kelurahan			
	Drajat	Pekalipan	Harjamukti	Panjunan
Low Income (L. I)	39 (54%)	16 (32%)	29 (53%)	46 (53%)
Medium Income (M. I)	33 (46%)	24 (48%)	18 (33%)	33 (38%)
High Income (H. I)	-	10 (20%)	8 (14%)	8 (9%)
Total sample	72 (100%)	50 (100%)	55 (100%)	87 (100%)

Source . Survey, December 1998

5.3 Ongoing Activities in Planning, Implementation, and O&M

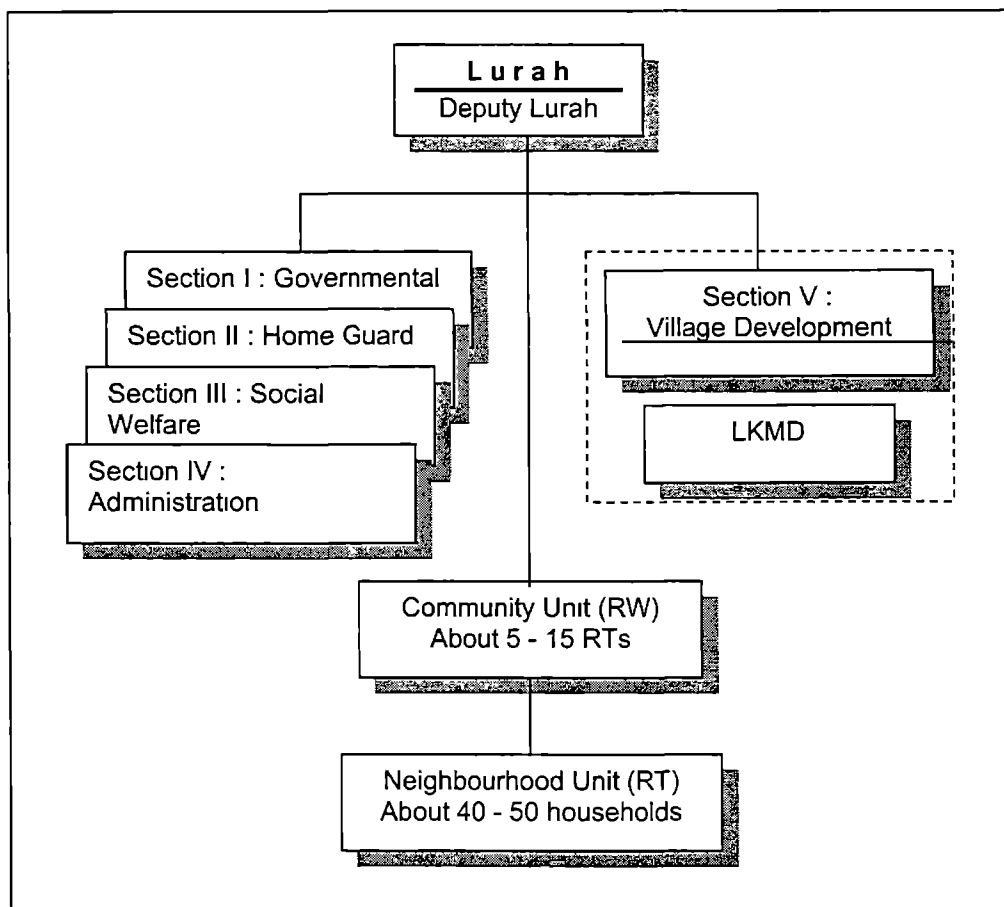
To assess what in ongoing activities in planning, implementation, and O&M take place in community after CPP-CUDP the following aspects were looked at : community organization, community activities and contribution, and management of public facilities.

5.3.1 Community Organization

There are two types of community organizations in the community in Indonesia, both in rural as well as urban areas. First, formal community organization which is established base on government initiative and exist in all area in Indonesia. The main government departments involved in administering these services are the Department of Social Affairs, Department of Public Works, and Department of Health. All of these departments work closely with voluntary agencies, non-government organizations, and international agencies. Second, informal community organization which is established base on community initiative.

At the level of the Kelurahan community, there is a section called LKMD which headed by Lurah. See figure 5.2.

Figure 5.2 Kelurahan Organizational Structure



All programmes that are "channeled downward" from various government department are accommodated and coordinated by LKMD. LKMD has about 35 – 45 members who are appointed on a voluntary basis. The LKMD concentrates mainly on social welfare activities and activities for youths, increasing incomes through cooperatives, and skill upgrading. The function and aim of the LKMD is to implement programmes, projects, and activities in its area of operation. These activities usually originate and are guided by technical field workers from the various departments. To implement its activities, the LKMD collects funds and obtains labour from volunteers within community. It also receives funds from the government (both central and local) as well as from other sources, such as charitable contributions, voluntary contribution from the community are defined mutual self-help activities (*gotong royong*), which may be in the form of money (from collection of fee), material or profit from LKMD activities (e.g cooperative). In short, the function of the LKMD, is to coordinate social activities at the lowest level of government in an area. The interaction between community and local institution describes in figure 5.3.

Resulting from survey and interviews, the following community organizations are involved to improve environment conditions in the four surveyed Kelurahan

a. Formal Organization

Family Welfare Organization (PKK)

The family is seen as the smallest social unit, but a very important one in terms of its influence on the development of one's personality. With this in mind, the LKMD has set aside a special section, called family welfare, as one of its main programmes. See Figure 5.3. The aim of this organization is to ensure the well being of the family.

The head of PKK is always the wife of the Lurah. A small staff assists her. In implementing the various activities, the organizers set up work groups according to their needs. The married women are involved in activities such as: health and family planning consultation, saving club, and sport. The activity of PKK is very much dependence on the head of PKK (Ibu Lurah) or a person who in charge to be active. The PKK are actively work in the four-surveyed Kelurahan, however women from the low-income group can participate only in certain activities such as health service, family planning consultation. This is because some activities are not at all applicable for them (beauty courses, food decoration, flower decoration).

Youth Organization

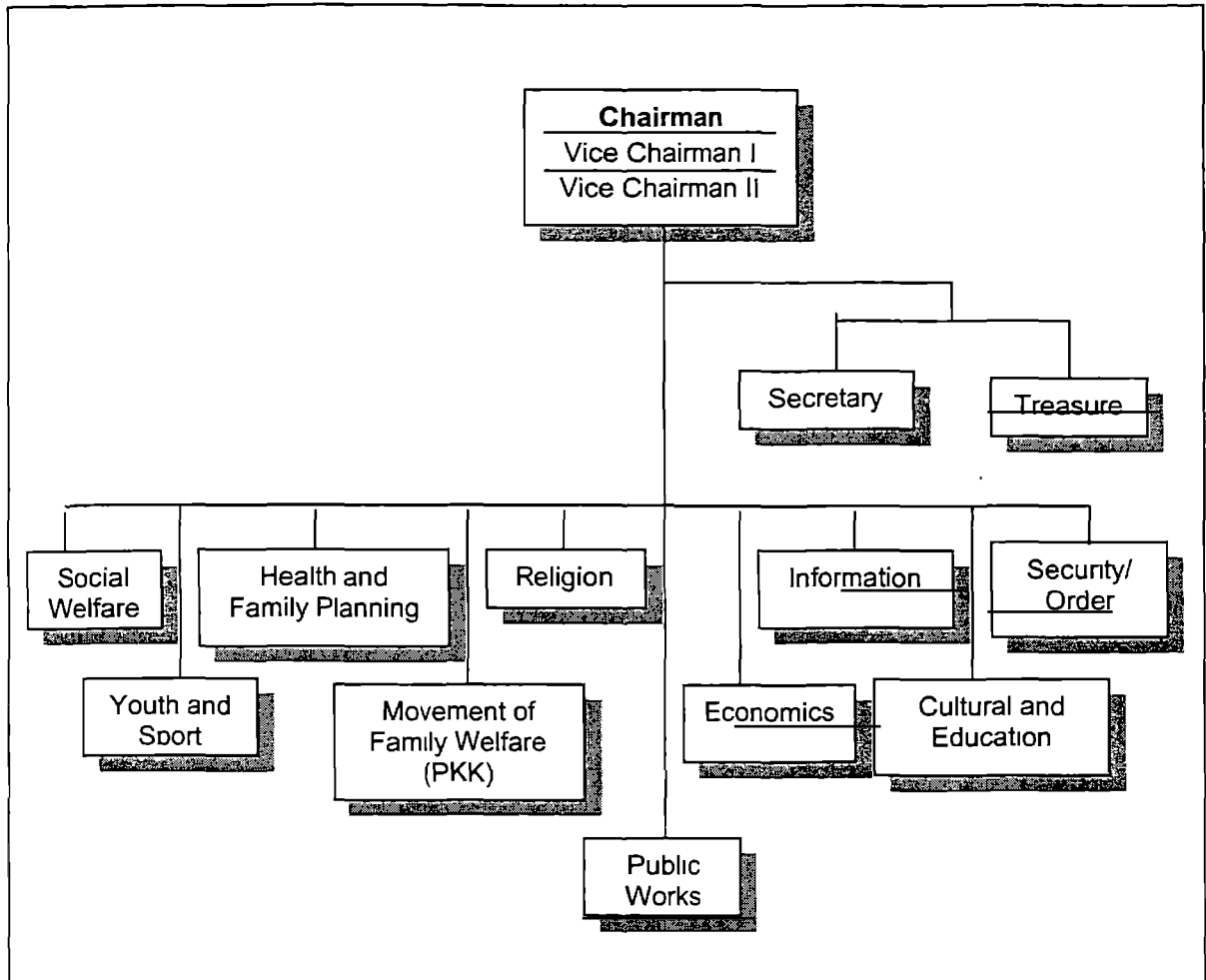
In each Kelurahan, there is youth organization called Karang Taruna. This group is part of the family welfare and children group and is organized by it and the Municipal Office. The head of Karang Taruna is sworn in by the local Lurah. The aim of this organization is to improve the welfare of young people, and to help community in various community projects, such as building drains, community center, etc.

During CPP-CUDP, the two groups mentioned above were put on consultation by motivators and CO to discuss the local problem and to get their opinion.

b. Informal Organization

The community groups were set up under CPP-CUDP as a basis for developing community participation, the strengthening of community capacity in organizing themselves for doing planning and implementing of improvement in order to get a better living environment and economic situation.

Figure 5.3 Organisational Structure of LKMD



The community groups were formed under CUDP in order to provide a place for community members who have the same needs and goal as well as readiness to work together for the improvements in their living environment. In CUDP, the selected motivators, CO and groups worked together to identify problems, to plan a solution and to implement activities. In solving problem on water and sanitation, motivators and CO asked water supply agency for technical assistance, information and financial assistance.

At the same time, motivators and CO did an intensive approach to identify vulnerable groups or low-income communities in each Kelurahan for possible income generating and community development activity. The precise activities to be undertaken depended on the work with the group, proposal drawn up by them. Pioneering effort was done to form and to function small business in each Kelurahan for creating job opportunities and business. Many activities were discussed by groups, CO and motivators to identify needs, potential and problem, and straighten up of administration and financial of the groups.

Principle of group activity is working together among members in managing activities. The activity included collecting money from the members as a saving for their activity. Saving activity can be formed as rice donation or cash money. The amount of saving are varies between Rp 500 – Rp 2000 per person per week or per month.

There are four groups based on type of activities.

- Development Committee

These groups were formed for planning, implementing and managing the environmental improvement and they do not necessarily continue after the activity is completed.

- Sanitation Groups

These groups take care of community sanitation activity such as: water supply, public toilet, household toilet, solid waste and drainage.

The groups were supported by the loans provides from the CD Fund for community facilities or individual facilities. Loans for community facilities were interest free and loans for individual facilities were managed in-group but had a 1.5% interest payment. Sanitation groups in four-surveyed kelurahan had provided water and sanitation facilities as shown in table 5.3

Table 5.3 Water supply and sanitation improvement during CPP-CUDP

Kelurahan	Improvements			Support / Contribution
	No.	Type of facility	Status	
Drajat	2	MCK	New	Community Community
	1	MCK	Repair	
Pekalipan	25	House connection	New	PDAM Community + PDAM/ Pemda Community + CD Fund Community
	1	Public tap	New	
	17	Household toilet	New	
	1	MCK	Rehab	
Harjamukti	102	House connection	New	Community + PDAM Community + CD Fund
	14	Household toilet	New	
Panjunan	1	MCK	New	Religious org. PDAM/DKK PDAM Community + CD Fund
	1	Public Tap	New	
	3	House connection	New	
	68	Household toilet	New	

Source : CPP Report, 1991-1996

- Saving and Loan Groups

These groups were formed due to the need of the member of money, so that the main activities of these groups is saving and loan money.

- Joint Business Groups

These groups were set up for one particular business (such as : handcraft, readi-made clothes, etc) in which all members are active.

Later, these groups have become known as Community Group, because they integrated all the four activities in a group. Table 5.4 shows the community group formed during CPP-CUDP in four surveyed kelurahans.

Table 5.4 Community Organization formed during CPP-CUDP in four-surveyed kelurahans.

Kelurahan	No. of group	No. of members		Activity
		Man	Woman	
Drajat	1	10	15	Saving and loan activity. Small business
Pekalipan	2	25	31	Saving and loan activity Small business
Harjamukti	2	34	41	Saving and loan activity. Household toilet House rehabilitation
Panjunan	1	28	12	Saving and loan activity. Household toilet

Source : CPP Report 1991 –1996.

The CD Fund was available to support community activities by considering the readiness of group in term of organization, administration, and regulation which binds the members, business and physical requirements, and management which directly become responsible of the group organizers. CO and motivators assessed the performance of each group and they encouraged the community to prepare a proposal for assistance from CD Fund.

CD Fund can be formed as credit stimulant and grant. However, CD Fund has been used with care. It is considered to be too early to introduce this assistance since it is important to establish confidence and self-reliance before using the fund.

On the final stage of CPP-CUDP, CD Fund which has been used has now been transferred as capital for the Community Cooperative Mitra Swadaya. The Community Cooperative (KSU Mitra Swadaya) was established which provides a meeting place for community groups, professional support and properly managed credit facilities for ongoing community activity both for environmental health project and small business. Furthermore, the Cooperative manages the CD Fund and credit programme for community activities. The Cooperative separates the providing of credit into two groups. Firstly, credit for small business as the ongoing activity of the Cooperative. Secondly, credit for physical activity (public facility or individual facility).

From the six groups mentioned in table 5.4, only 2 groups - one at kelurahan Pekalipan and one at kelurahan Harjamukti – are still active and functioning. These two groups held a meeting every month usually at the first week. The groups also held a meeting with the Cooperative Mitra Swadaya at least once in three months.

In spite of being registered as Cooperative's members, the other four groups were considered not active due to the problem of loan repayment to the Cooperative which deals with credit or revolving fund given during CPP-CUDP. The main reason is lack of capability to manage fund, mismanagement by group organizer, members of group can not pay due to economic situation that is being faced, and the misperception of CD Fund.

Principally, the credit or the revolving fund would not affect to the bookkeeping of the Cooperative since SDC and the Project Manager of CUDP agreed to apply Write Off for this money without deleting the real credit. A debt collector team was set up, however the task of this team is not solely to ask for repayment but more to approach individually the group organizers in order to get the groups into operation as a community forum.

As mentioned earlier, the readiness of groups in term of organization, administration, and regulation which binds the members was considered before giving the credit or revolving fund to a group. Nevertheless, it may happen that the effort of group failed. The group's function based mainly on social control with less control from local community level authorities.

This activity has brought much benefit to the low-income community in order to provide them selves with water and sanitation facilities. It is clear that actually, the community has been aware to the importance of good environmental sanitation, but the economic problem make a change in their priority. Having support from CPP-CUDP, the low-income community has more confidence to do some improvements and have greater access to the infrastructure system.

5.3.2 Community Activities and Contribution

Overview of Community in planning, implementation and O&M

As mentioned on 2.3.1 and 2.3.2 that during CPP-CUDP, local community groups were facilitated to identify needs and problems in their environmental sanitation, and to plan feasible actions. The "Bottom up planning and development from within" strategies were developed by promoting and training motivators as a community participation motor. One CO provided ongoing guidance to the motivators in each Kelurahan.

CO and motivators worked as a team on CPP-CUDP. The task of CO included : select motivators based on consultation with local institutions and community, guide and support the motivators in their work, prepare a concept on community development to support the motivators, communicate with related agency to support community activity.

The task of motivators included: facilitate the communication between community and local institutions together with CO, motivate and support the community in planning process. Above that, the intensive consultation with CPP Programme Coordinator was frequently done. This network made the work of motivators successful.

During CPP-CUDP, CO and motivators worked together with groups at RW level to prepare planning of feasible improvements in environmental health in detail based on local need and available resources.

The first activity carried out with community is planning community-based initiatives using the problem solving process starting with their identification of problems. In most situations discussions held with the community are carried out in-groups whether the RT, RW, PKK, a youth groups or fisherman groups. In some RW where the socio-economic status was higher, the people were less ready to meet in-groups so that motivators and CO visited them door to door.

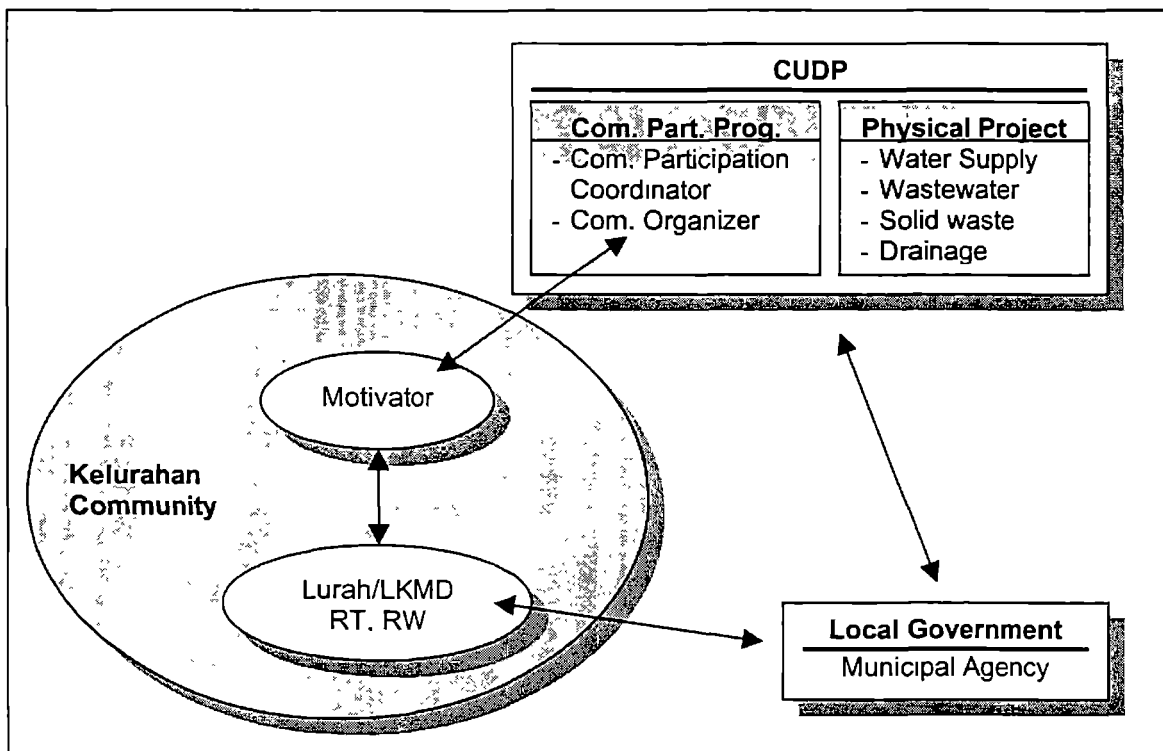
The community needs, plans, and proposals were regularly discussed at monthly or bi-monthly coordination meetings with Heads of RW, the Lurah and LKMD in each kelurahan.

Almost all actions undertaken by the community have been planned and funded by the community itself. When community resources were not sufficient to carry out a planned activity in some instances assistance with resources was made available from Kelurahan or RW subsidies, governments agencies (e.g DKK, Bangdes), a private organisation and a private donor.

Some technical activities undertaken by the community, would benefit from appropriate technical assistance (related agencies). In this case, CO sought information on technical aspects, technical assistance and resources available for community activities with the assistance of the Community Programme Coordinator. While, Community Programme Coordinator provided information from Community Section of CUDP to the technical Section of CUDP and the Transitional Unit by preparing relevant information from the community programme. Figure 5.4 shows the inter-relationship in Kelurahan Community during CPP-CUDP.

After the project, the mechanism for getting technical assistance as mentioned above was ceased. However, the community has shown confidence to do planning and implementing new activities. See table 5.5.

Figure 5.4 The inter-relationship in Kelurahan during CPP-CUDP



Activities and Contribution

Community carries out activities will also lead to the need of contribution. The level of community participation can be assessed through the types of contribution, which is forthcoming from the willingness, and the readiness of the community to contribute in new activities. Besides, it indicates that community capable to manage the local resource in order to improve their living environment.

Type of community contribution in implementing activities consists of :

- a. Cash money. This is a popular contribution which given by community. This contribution is usually set up based on the socio-economic status of the community. The medium and high income group are expected to contribute more than low-income group. Cash money can be formed as rice donation which is taken from each households.
- b. Material. This contribution can be formed as sand, cement, roof tile, brick.
- c. labour

Activities took place in four surveyed Kelurahan in the last two years can be divided into 3 categories, as follows :

1. Routine Activity

Routine activity is usually instigated by local community level authorities (RT, RW, Lurah/ LKMD) and is being implemented in all communities in Indonesia. However, the type and numbers of activities can vary depending on the interest of community and the local organization. CPP-CUDP did not affect to this activity. All four-surveyed kelurahans have this activity. The activity include:

- **Cleaning Neighbourhood.**
The RT head normally instigate this activity and usually done once a month. In area where many low-income community lives, the frequency of this activity usually more often. During this time, the women donate food and drink for consumption.

During CPP-CUDP this activity was encouraged to expand in solving environmental problem such as : blockage of drainage system and sewerage (Kelurahan Pekalipan) which was considered as the responsibility of municipal agency. This activity is still going on in RT/ RW communities at the four-surveyed kelurahan.
- **Health Activity (Posyandu)**
This activity run by the neighbourhood health-working group (Dasa Wisma), with assistance by other women who are not members of the group. They collect donations in order to finance the operation cost. The activity which held usually once a month include : health consultation, immunization, weighting baby and providing food (nutrition) for baby, health education etc.
- **Saving and Rotating in a group.(Arisan)**
The group meets every first week of the month. The activity is mainly mobilizing small amounts of money and providing for a rotating disbursement of the collectively paid installments. The group exists in every RT and RW level. The participation of women in this activity is very high.

- Religious services.
This activity are being held in local mosque for once or two a week.

2. O&M activities

The O&M activity is normally organized by RT/ RW head and funded by monthly contribution. The financial contribution of community members for O&M activities is set up by the community. The fund for O&M activities are collected by RT/RW every month. The amount is vary depend on the income of the community, Rp 500 – Rp 2000 for the low-income community and Rp 5000 – Rp 10000 for the medium and high-income community. Besides, the collected money is also meant for donation in case of death, repair public facilities, or saving for any purposes.

In some RT/ RW, money is being collected as a rice donation. Donation of rice are being collected and the income from the sale of these donation is used to pay for the assistance being paid in case of death, other miscellaneous act.

The activities include:

- Nightly Security Service
The members of RT and RW (normally man) take turn guarding the RT/ RW area or the RT/ RW recruits certain persons to do this service.
- Garbage collection
In regards to garbage collection, during CPP-CUDP motivators and CO motivated community in solving their solid waste problem by promoting garbage collection system in RT and RW level. The big success was that community paid for the service of solid waste collection, gave contribution on repairing and providing handcart as well as garbage bins. At present, the management of solid waste system in the four-surveyed Kelurahan is still going on. Almost all of households in the Kelurahan have garbage bins in front of their houses. Each RT or RW has handcart to operate the collection.

3. Physical Improvement Activity

Physical improvement activity is much related to the need of community. In this case, community works together with RT/RW head to plan activities, to seek financial support, and to implement the activity. Community involvement is expressing that they contribute idea, skill, money, material, or consumption expenses at community meetings. RT/RW head and LKMD coordinate mobilization for contribution in planning and physical implementation. Community sets up the voluntary financial contribution for physical improvements.

During CPP – CUDP, CO and motivators worked as facilitator between community and local institutions. Partnership approach was carried out to consult community members, community groups, RT, RW, as well as LKMD/ Lurah concerning local problems encouraged the planning mechanism which should be in place.

My impression from interview and discussion is that the community is still actively involved in doing physical improvement by using the same mechanism as promoted during CPP – CUDP. The motivators in the four-surveyed kelurahan still involved in

community activities although the motivators and CO do not longer exist formally. More about relationship between community and local institutions will be discussed in 5.4.

Once the idea regarding new activities come up either from community, RT or RW, the meeting would be held to discuss further the idea and how to implement the idea. Community will discuss with the RT or RW about possible contribution that can be given to implement the activities. As long as the activity has direct and positive impact, the community is willing to contribute. When it is necessary, RT / RW can give subsidy or bring the idea to Lurah/ LKMD for asking their support.

The physical improvements were observed in four-surveyed kelurahan in order to assess the capacity of the community to improve their environmental conditions by themselves, an assessment was made on activities carried out between 1997-1998. Physical improvement activities include :

- Repair path/ road/ asphaltting/ leveling/ plastering
This activity is done based on community contribution include : cash contribution, material, labour. In some cases RT/RW also give subsidies. There are two ways in implementing this activity. First, community work together (*gotong royong*) in repairing path or road. Second, community asks a voluntary worker to work.
- Construction of Household toilet.
Construction of household toilet is based on either revolving fund which provided by a group of households (5 -10 households) or Community Cooperative (besides their own fund). The construction is usually done by the community or paid labour.
- Construction and repair of Community Centers, community health centers, security guard posts.
This activity is based on community contribution of cash contribution, material (e.g cement), and labour.
- Construction and repair micro-drain.
This activity is based on community contribution of cash contribution, material, and labour.
- Construction of mosques and religious buildings
Donor usually funds the construction of mosques and religious building, but local institutions together with community carry out the implementation. For operation and maintenance, community will set up the organization.
- Others. The activity like : making triumphal arc, garden, etc. The activities is carried out based on community contribution : material, money, labour.

Table 5.5 shows the physical improvements which are implemented by community in 1997 – 1998.

As described in table 5.5 the community funded many activities by self-financing. On top of this, there is an annual budget at Kelurahan from INPRES (Rp 1500000 – Rp 2000000 per Kelurahan) to support community activity. Lurah can allocate this money

either for certain activities that had considered to be a priority or equally distributed this money to RW as stimulant money Rp 250000,- per year. The RW can use this fund in certain project which is priority in the area.

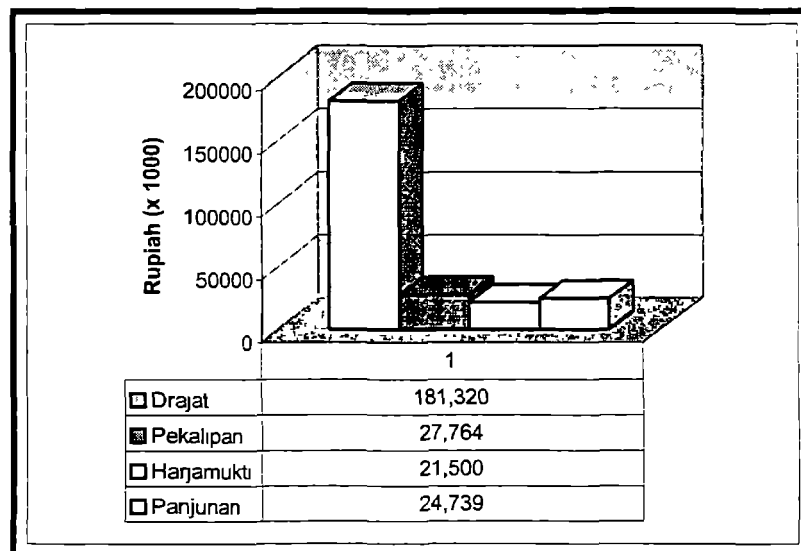
Table 5.5 Physical improvements paid by community.

Physical Improvements	Drajat	Pekalipan	Harjamukti	Panjunan
	(x Rp 1000) -			
Household toilet	2200	1492	-	-
Repair/ construct Micro-drain	11175	1750	1300	1699
Repair path/ road/ asphaltting/ levelling	50100	10192	20200	5685
Construct/ repair Community center and Comm. Health Center	26210	10480	-	12140
Plastering	3570	-	-	-
Construct Security Guard post	-	3450	-	2780
Eldery house	260	-	-	-
Protection wall	1000	-	-	-
Construct Mosque/ religious building	86805	400	-	-
Others	-	-	-	2435
Total	181320	27764	21500	24739

Source : Survey, Dec'99

There is another type of community contribution which introduced by West Java Governor known as "Rereongan Sarumpi" (Local traditional fund). This contribution is collected from households and used for local development purposes by LKMD.

Figure 5.5 Community contribution in four-surveyed Kelurahan (1997-1998)



According to given data, the activities in Kelurahan Drajat, Pekalipan, and Panjunan rely on community self-financing without being dependent on the stimulant money from RW. In Kelurahan Harjamukti, there were few activities. However, according to me these were only initiated because of the stimulant. Reason for this could be related to the relationship between community and local institutions. More about this will be discussed in 5.4.

5.3.3 Management of Public Facilities

Management of public facilities by the community will be assessed the following aspects: Organization for O&M, and payment a charge of using public facility (cost recovery).

During CPP-CUDP, it was found that many of public facilities were in bad condition (e.g dirty, septic tank was full, disconnection, damage of construction) and lack of management in the four-surveyed kelurahans. This is because of some reasons such as community was not involved during planning phase, mismanagement of organizer, the group was not clear defined, there was not clear information about hygiene and health education. At the same time, many people went to a river, a drainage canal, a yard, and the sea for defecating.

The CPP-CUDP had an intention to improve the situation and to assess the solution of O&M of public facilities. In achieving the goal, CO and motivators did health education, motivated people by using participatory methodologies such as before and after pictures. They also did a participatory assessment of badly run public facilities, and consultation with community member, RT, RW, and community groups to plan for better run public facilities.

After doing assessment of what people want for their water and sanitation, some indication was given. The outcome was some people would like to have private toilets and the other would like to have public washing-bathing-toilet (MCK). Reacting to this idea, CO and motivators guided the community to arrange them selves into groups which have a same idea and to select a head of group. After forming a group, it was recommended that each group should collect money to put into a saving account. Based on the amount of group-saving and its goal to have either private toilet or MCK, CO and motivators guided the groups to make proposal for financial assistance (CD Fund or other sources).

For community groups which deal with MCK, CO and motivators informed the community about the construction of MCK, helped them to make a budget for construction or rehabilitation, and motivated them to do operation and maintenance of the facility. Prior to the construction or repair of public facility, operation and maintenance mechanism was discussed as well as the charge was set-up by the groups.

There are three types of system that people use for water supply and sanitation in Cirebon. These are :

- a. Private water connection and toilet.
This is an ideal condition that community has its own water connection and toilet facilities.
- b. Public water and sanitation facilities.

This is a normal condition for many low-income communities, in which they use public facility in order to get clean water and to use toilet.

c. Combine of private water and public sanitation facilities

Some low-income communities have house connections (one tap) but do not have toilets because at one time the water supply agency offered a cheap package of water house connection which made possible for low-income community to connect. Community has no space for private toilet.

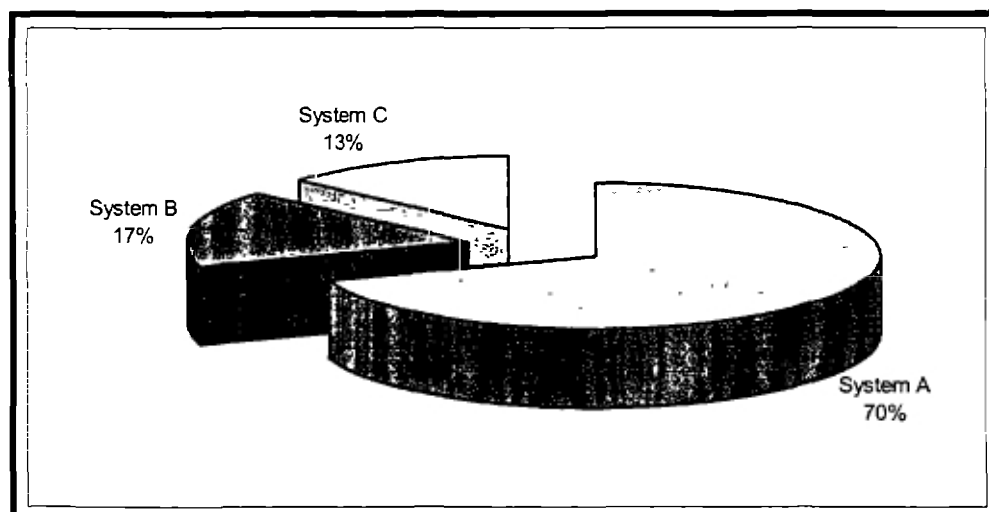
Table 5.6 presents the number of households surveyed which are classified based on the use whether private or public facilities.

Table 5.6 Number of respondents use private or/and public facilities .

Description of Users	Drajat	Pekalipan	Harjamukti	Panjunan	Total
Private Water and toilet	43	44	40	57	184
Public water and sanitation facilities	14	4	12	15	45
Combine of private water and public sanitation facilities.	15	2	3	15	35
Total	72	50	55	87	264

Source : Survey, December 1998

Figure 5.6 Percentage of respondents use different water and sanitation facilities



The 30% of total respondents using public facilities have answered all questions related to public facility. In order to corroborate the result of interview observation was carried out to see the condition of some public facilities in the project area in four-surveyed Kelurahan.

Payment and regular maintenance as well as minor repair, depends on the type of public facility. The public facilities in which community can get the clean water include Public tap and MCK with piped water from water supply agency. The public facilities in which

community can use latrine include MCK with piped water and MCK with well or hand pump.

There is a difference in type of public facilities in the four surveyed kelurahans, with different payment conditions, different regular maintenance arrangements, and minor repair mechanism.

1. Public tap is a simple construction which consists of one or more tap in place. This construction needs only a little maintenance. The minor repair covers repair the tap, repair small leakage.

There are two type of public tap based on its management:

- a. Public tap managed by group of households (Kelompok Pemakai Air). This group consists of 5-10 households. One elected to be a head of the group. The head is responsible for collecting money (monthly payment) and paying the water bill, organising a regular maintenance and small repair. The collected money is based on the monthly water bill. In case of minor repair, the group will contribute for the expenses. The average tariff for this public tap is Rp 200 per m³.
- b. Public tap by operator. The operator is responsible for collecting money, maintenance, and minor repair. This type of public tap can be use for many people as long as they pay for the water. People pay for Rp 50,- – Rp 100 per 1 bucket of 20 liter The tariff for this public tap is Rp 400 per m³. The PDAM has set up different tariff for different public facilities, like public facility organized by group in a) and public facilities for commercial purposes in b).

2. MCK with piped water. Normally, the construction consists of 2 - 4 rooms which can be used for toilet and bathing, and the area for washing. The water tap is available for toilet, bathing and washing purposes. The installed water meter measures the total water used by the group. The water bill is paid every month.

This MCK is used and managed by a group which consists of 5-10 households (4-5 people per household). The membership of this group is clearly defined. One person will be the head of group. The head is responsible for collecting money, organizing regular maintenance and minor repair.

The charge is Rp 500,-/person/month for water purposes only and Rp 750 - 1000/person/month for both of water and toilet purposes. The average water tariff is Rp 200 per m³. If there is still money left after paying the water bill, the head will collect it for minor repair requirements.

The group does the regular maintenance of this MCK (e.g cleaning the whole facility and surrounding) once a month. One or two person from each household, mostly man, works together (*kerja bakti*). Besides, every user should clean the toilet after using it. Generally, women do cleaning the place after washing every day. Only if there is a leak in pipe or tap, man will help for repairing. In case of big problem, the head of the group will come to the water supply agency and ask for help.

3. MCK with well or hand pump. The construction of this type of MCK almost similar with MCK mentioned above, the difference is only the facility for water. This type of

MCK has well or hand pump. Generally, the quality of water is not good, so people only uses this water for washing and flushing. For drinking and cooking purposes, people will get the water from public tap or neighbour.

This MCK is used and managed by a group of users (5-10 households). The group is clearly defined. One is appointed as a head who responsible for organizing regular maintenance, and minor repair. The group pay for the expenses of minor repair. In case of big problem and the group can not afford it, the head of the group will come to RT/ RW and to assess a solution (e.g RT/ RW subsidy).

The user does not pay for using this MCK, but she/ he have to clean the toilet after using it. The group also responsible for regular maintenance once a month to clean the MCK and surrounding. One or two person, mostly man, from each household will do this activity together (*gotong royong*).

The RT/ RW head indirectly monitor the operation and maintenance of the public facilities by asking the people when he found that the MCK was not clean, or leak at the tap etc. The answer of respondents was corroborated by the observations to the public facilities that used by the respondents. Most of them are in function and clean. See table 5.7.

Table 5.7 Observed public facilities in the four-surveyed kelurahans.

Type	Drajat	Pekalipan	Harjamukti	Panjunan
MCK + well/ handpump	2	1	2	1
MCK + piped water	1	1	1	1
Public Tap (group)	-	1	-	1
Public Tap (operator)	-	-	-	1

Source ; Survey, December 1998

5.3.5 Discussion

Community Organization

Since the urban community is structured in RTs and RWs, CPP approach to develop community participation was to encourage the communication and coordination between community and local community level authorities.

Review of four surveyed Kelurahan shows that the presence of formal and informal organizations in Kelurahan has resulted in a number of activities for doing improvements which take place in RW level. The activities include routine activity, operation and maintenance activity, and physical improvement activity. Formal organization which is instigated by government, normally, carries out routine activity and operation and maintenance activity such as cleaning neighbourhood (RT and RW), health activity (PKK) The physical improvements rely on the need of the community.

The informal organization normally carries out certain activity such as small business, water and sanitation facilities. The involvement of women in this group is significant. This group has support from Cooperative in term of credit or revolving fund as well as

management assistance. The function of these groups is done mainly by social control. The study shows that the community groups could be success or failed depend on the type of groups whether they have a strong leadership, clear regulation, and strong cohesiveness, have capability in manage the fund or not. There is no involvement of RT and RW in this matter.

The quality of management and the strength leadership in community organization are important ingredients. This is a key success of the two community groups in Kelurahan Harjamukti and Kelurahan Pekalipan and maintains its function. Nevertheless, RT and RW as a formal leader have less involvement in monitoring of the group function.

Involvement of RT and RW as a formal leader in community groups is very useful. The Cooperative is trying to get the four non-functioning groups into operation again. But it may need more involvement of RT and RW. The Cooperative wants to ensure than even though some groups are at the moment unable to pay back due to some reason, they still keep functioning as a community forum. The Cooperative together with RT and RW then can act as a facilitator between the groups and the Lurah/LKMD for further development purposes.

Community Activities, and Contribution

CPP-CUDP has been increasing the awareness of the community in four-surveyed kelurahans in achieving a healthy living environment through community development activities and health education. This has lead to the change of community outlook and attitude towards local environmental problem. By having this condition community participation would not be only taking part in activity but rather to develop capacity and capability of the community in improving its living environmental sanitation.

Review of four surveyed Kelurahan shows that the development of community's capacity and capability in improving its environmental sanitation has been shown by community activities which are still going on in the four-surveyed Kelurahan. Community takes initiatives, sets up priority and necessary action plan, assess the possible financial as well as technical assistance from local and external support.

Principally, the community is always willing to contribute since they can trust the person in charge, get clear information, and the activities will bring positive impact to them.

The involvement of RT, RW, and Lurah/LKMD in planning and implementation in the four-surveyed Kelurahan has resulted in effective implementation of activities and the communities has shown their motivation in improving their living condition. With regards to this involvement and motivation, the three Kelurahan (Drajat, Pekalipan, Panjunan) have shown both to be high. While, this was not the case in kelurahan Harjamukti. The condition can be explained by the fact that environmental condition are better because it is a more rural area. In addition to this involvement of RT, RW and Lurah/LKMD is less. Thus, activities were carried out were completely depend on the stimulant money from the Lurah without community initiative

Management of Public Facilities

Community management approach relies on responsibility, authority and control of the community in the provision of services. It is meant that the community has a role in managing the services.

Concerning management of public facilities, the approach taken during CPP-CUDP was effective in fulfilling the demand of community in water and sanitation. Community together with RT, RW and Lurah/LKMD exercised community management function through a project cycle (planning, implementation, O&M). From an experience of bad management of public facilities, community was motivated and was educated for the improvements. By forming groups, community was facilitated to assess the solution of its problem related to water and sanitation based on its resource. The community had to fulfill the following preconditions, prepare the contribution, select the type of facility, organize O&M procedure etc. It turned out that some people prefer to have private toilet and private water connection, others prefer to have MCK. Afterward, the plans were discussed with PDAM. With some contribution from community and some contribution agency or Cooperative, the provision of public facilities was done.

Referring to the level of Community Management and degree of contribution from community and support from PDAM (see 3.2.3), there is a certain condition achieved in four-surveyed kelurahans. In regards to the level of community management, generally, community in four-surveyed Kelurahan has full responsibility, authority, and control of O&M of the system. In regards to degree of support, generally, community in four-surveyed Kelurahan contributed labour, material, committee support, paid of all O&M cost and some capital cost (see table 5.3). While, external support (PDAM, Cooperative and others) provided credit and grant.

Review of four-surveyed Kelurahan in management of public facilities shows that community pays for using the facility as well as minor repair and up keeps the facilities through regular maintenance. The public facilities are in function and well maintain.

Again, the RT and RW involvement in monitoring of community managed services is needed. Normally, RT and RW were involved in planning, and implementation of public facilities but not in O&M. In order to support the community groups which use public facilities, RT and RW involvement in monitoring the group function will be useful. Having a good experience of the provision of water and sanitation should encourage RT and RW in channeling the community demand of water and sanitation. Furthermore, to facilitate the communication with PDAM.

PDAM has to do a monitoring and a necessary back-up support to enhance the capacity of the community in managing the system. By effective monitoring and back up support the problems will not take a long time to be solved. At present, the PDAM is considered to be passive, react only if there is a complaint from the community. In addition, the customer service in water supply agency is relatively weak to react to community complaints with regard to information, technical and financial matter. This is because the capacity and the capability of the staff are not sufficient to take care of the matter mentioned. It happens often that people feels not satisfied with the given respond. See more 5.5.

5.4 Relationship between Community and Local Community Level Authorities

Lurah as a head of the lowest administrative unit of the local government system (see figure 2.2). The role of the Lurah is simply that of an administrator, but with the authority to allocate funds and to recruit staff. All programme that are “channeled downward” from various government departments are accommodated and coordinated by LKMD (see more on 5.2.1).

In general, the role of RT/RW head is a intermediary for individual as well as a group in RT/RW area in dealing with the Lurah. The role of RT/RW head are:

- To aid in carrying out the instructions and policies of the head of the local governmental district.
- To carry out the decisions of RT and RW meetings.
- To give advice, reprimands, and reminders both orally and written to members who violate or neglect the decisions of the RT.
- To be responsible for the duties and responsibilities including the management of finance to the council of members and the officers of the RT as well as the head of the local government district.

In principal this means that the RT/RW system in its service role has three functions :

- The RT/ RW system might serve as a transmitter of information from government to the community.
- The RT/RW system might serve as a transmitter of information from the community to government.
- The RT/RW system might serve as a transmitter of transactions between citizens and government.

The first two functions are limited to the channeling of information – “top-down” or “bottom-up”. The third function addresses primarily the support the RT/RW gives to the community members in all sort of bureaucratic dealings (paper work for identity cards, legal affairs, etc) with the office of the Lurah or Camat. Further on the “facilitator” role includes communication on development activities which the Lurah wants to implement and which need support from the neighbourhood (Steinberg, 1991).

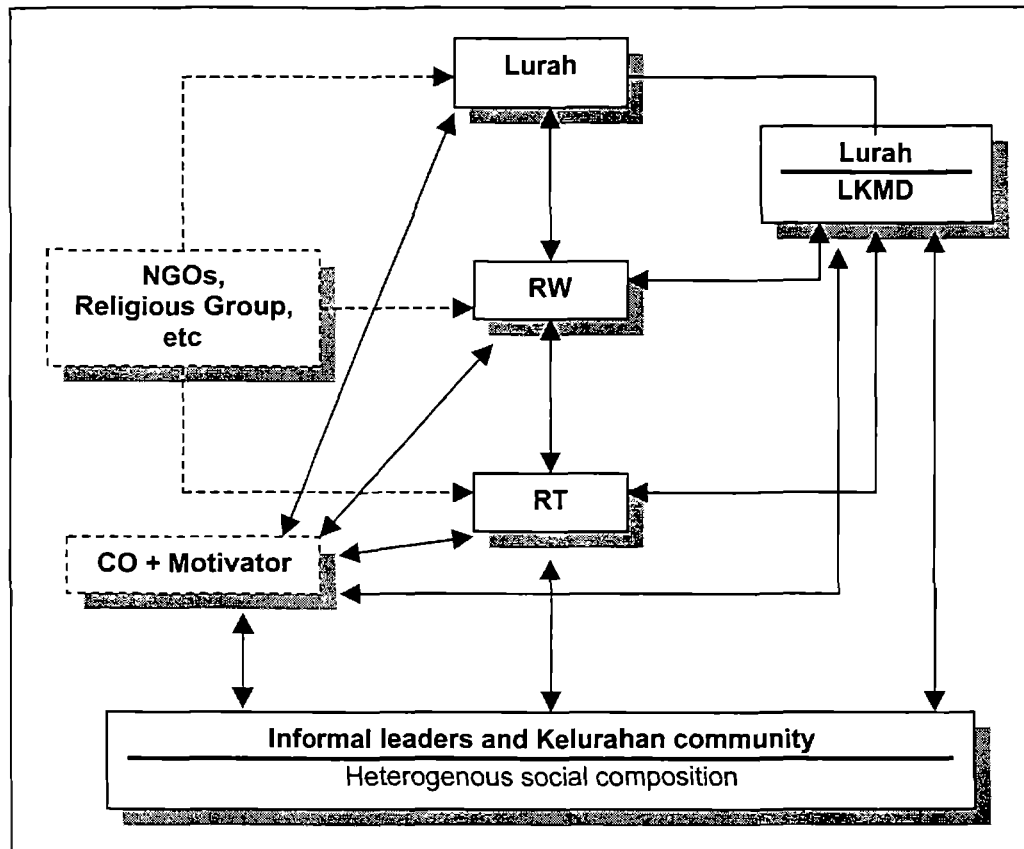
During CPP-CUDP, the existence of motivators in Kelurahan was meant to encourage the inter-relationship that are already in place in order to improve community participation process. See figure 5.7.

The local motivators worked closely with community, RT, RW, and Lurah/ LKMD in planning, and implementing community’s activities. In their work, motivators were backed up by CO (CPP-CUDP).

The community participation process is structured in cycles of meetings at RT level where project activities are discussed, at RW level where the financing of these activities is discussed (and report for the Lurah is being prepared), and in “routine meetings in which the RT/ RW representatives as well as informal leaders participate and where the “Development committee” is formed. The motivator works with this Development

Committee to handle the issues of direct concern to them. At present, the development committee, usually in a Rukun Warga (RW), identifies the key issues and sets priorities, prepares specific plans for their solution, seeks the necessary resources of technical expertise or funding from within the community or, if necessary from outside, and carries out the project and plans for ongoing use, maintenance and management.

Figure 5.7 The interaction of the community with local community level authorities.



Communication and coordination is organized between the Development Committee and the Kelurahan by ensuring that the RT heads, RW heads, the LKMD and Lurah are fully informed of the plans and activities of the groups. The committee, RT, and RW have worked with the Lurah to establish a regular meeting with Kelurahan leaders to provide information about community activities and to seek their support. These meetings often occur informally but are held at least once a month.

RT Involvement

As mentioned earlier in 5.3.2 local community level authorities are involved in community activities. By referring to the activities mentioned in 5.3.2 the involvement of RT in different phase can be described as follow:

- Planning
 - a. Routine Activities : instigate the activity, inform the community.
 - b. O&M activities: instigate the activity, organize the activity together with RW .
 - c. Physical Improvement activities : instigate the activity, facilitate the meeting, assess the possible contribution, set-up the committee, bring and discuss the plan with RW.
In planning of public facilities (public tap, MCK) which built during CPP-CUDP, RT was involved actively, especially for land acquisition. The existence of community group was also informed to RT.

- Implementation
 - a. Routine Activities : generally, community run this activity as it is meant to be. Saving club (Arisan), religious service is being held without further action of RT. RT will inform the community for activities like Posyandu, cleaning neighbourhood.
 - b. O&M Activities : usually voluntary or recruited person do this activities (night security service, solid waste collection). RT organizes the collected money to pay the labour.
 - c. Physical Improvement activities : RT and committee do supervision of the activities.

- Monitoring
 - a. Routine activities : monitoring the activities and react to any input from the community (e.g comment about attendance of people in any activity) and report to RW.
 - b. O&M activities : monitoring the activities and react to any input from the community (e.g complaint about the service) and report to RW.
 - c. Physical implementation : monitoring the activities and react to any input from the community.

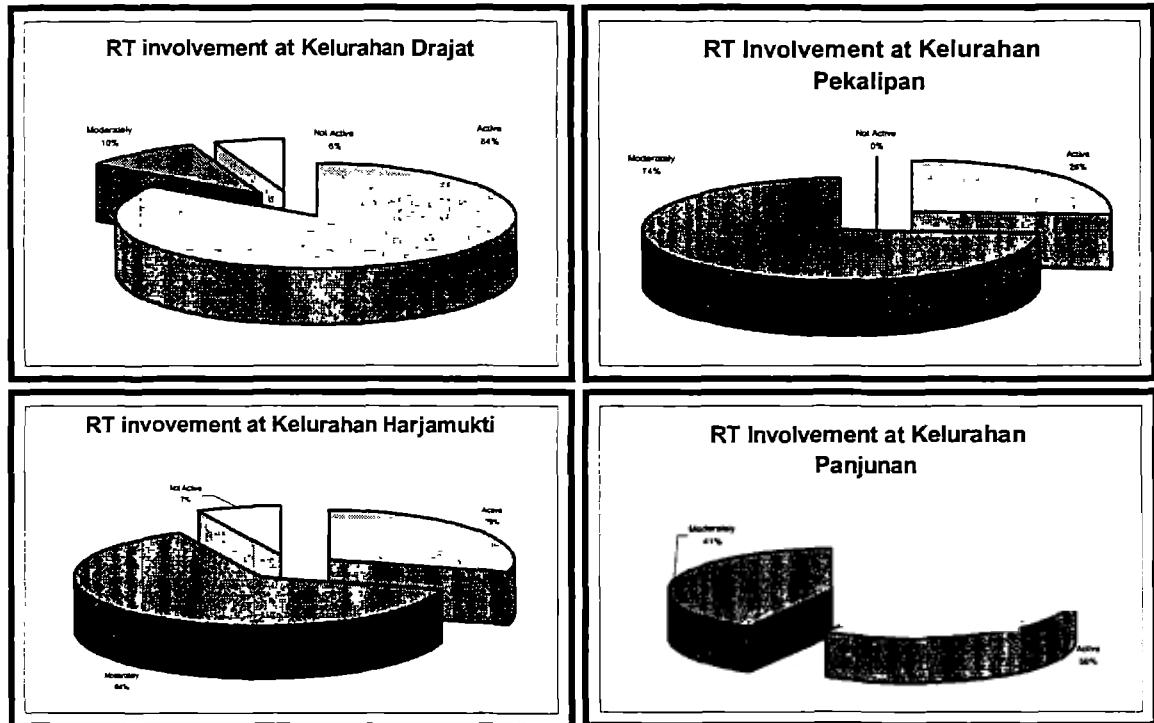
With regard with public facilities, RT involvement in monitoring can be done as visit the site, reprimand to the group member when there is a leak or dirty places. But, this kind of monitoring is only occasionally done. With regard with community organization, RT is not involved directly. When there is a big problem, then RT is usually asked for advice.

In order to assess the present relationship between community and local institution which deals with the involvement in planning, implementation of community activities, all respondents were approached by asking :

- is there any routine meeting;
- how often respondents attend the meeting;
- how RT, RW, Lurah/LKMD react to community's idea;
- how RT, RW, Lurah/LKMD support community's idea;
- how RT, RW, Lurah/LKMD involve in implementation stage.

Each answer has a score, then the chosen answers were added and based on total score the involvement will be judged as : active, moderately active, not active.

Figure 5.8 The involvement of RT at four-surveyed Kelurahan



Source : Survey, December 1998

RW Involvement

Activity describes as follow:

- Planning

Usually, RW follow up the idea as well as the action plan which were brought out by RT and community.

 - a. Routine Activities : instigate the activity, inform the community.
 - b. O&M activities: instigate the activity, organize the activity together with RT.
 - c. Physical Improvement activities : discuss the plan with RT and community leader, provide a support, report to Lurah/ LKMD.

In planning of public facilities (public tap, MCK) which were built during CPP-CUDP, RW was also involved actively, especially for land acquisition. The existence of community group was also known by RW.

- Implementation
 - a. Routine Activities : community runs the activity.
 - b. O&M Activities : RW organizes the collected money to pay the labour.
 - c. Physical Improvement activities: together with RT and committee does supervision of the activities of RW scale. For activities of RT scale, normally RW is not involved.

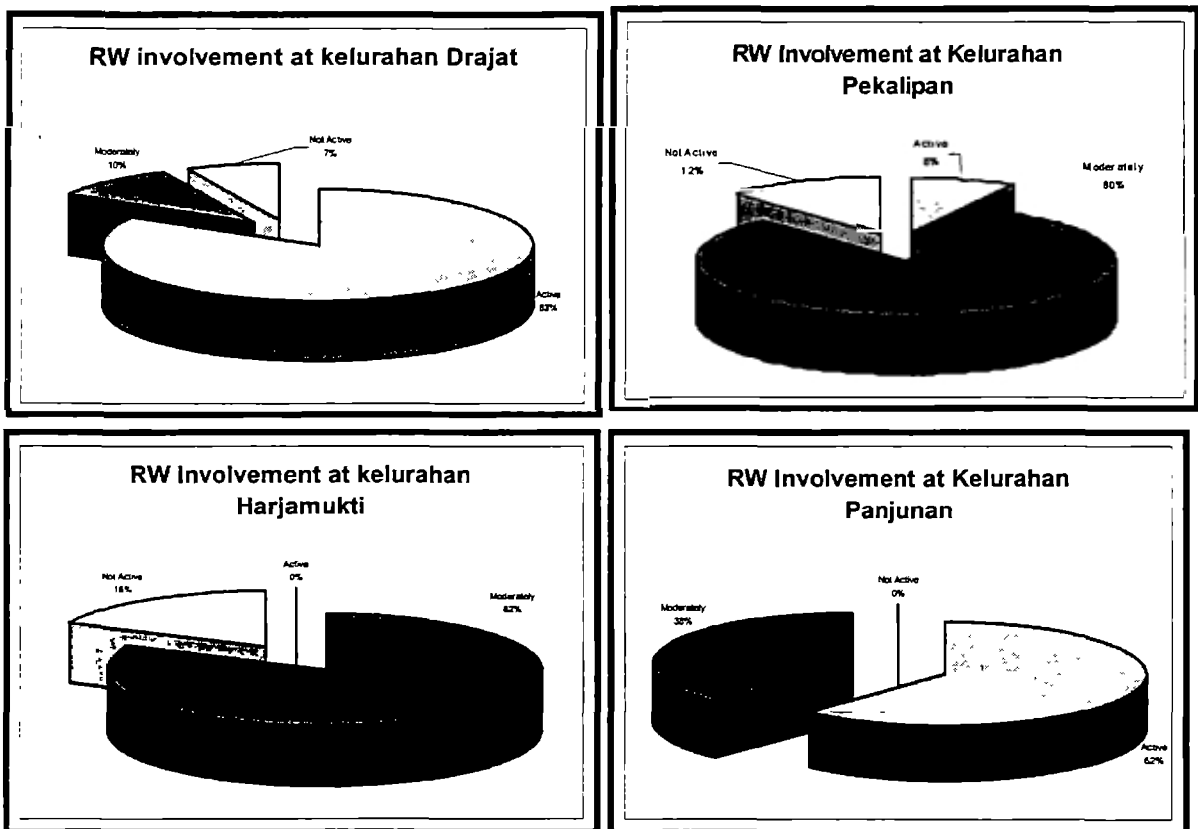
- Monitoring
 - a. Routine activities : monitoring the activities and react to the input from community and RT.
 - b. O&M activities : monitoring the activities and react to the input from community and RT

- c. Physical implementation : monitoring the activities and react on the input from community and RT

With regard to public facilities, RW involvement in monitoring can be formed as visit the site, reprimand to the group member when there is a leak or dirty places or bad smell at site. But this activity is done occasionally.

In regard with community organization, RW is also not involved directly only when there is a big problem, people come to meet RT/ RW and to ask for advice.

Figure 5.9 The involvement of RW at four surveyed Kelurahan



Source : Survey, December 1998

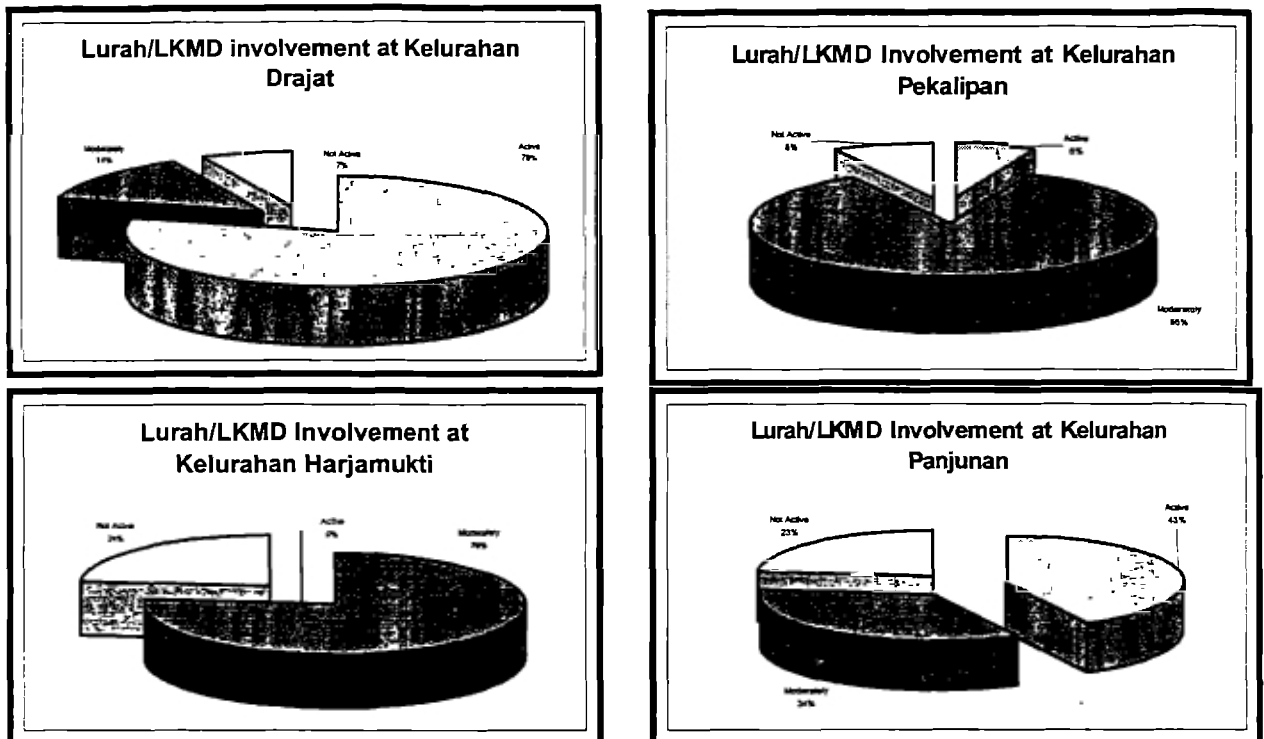
Lurah/LKMD Involvement

The involvement of lurah/LKMD in difference phase of community activities depends on the scale of activities. If, the activities come from “top”, then Lurah is involved in planning, implementation, as well as monitoring. For example : distribution of food as a government programme for the poor during monetary crisis.

With regards to community initiatives which is brought up by RW, usually Lurah/LKMD supports consists of seeking a possible financial assistance from another source (e.g Bangdes, DKK, PDAM) besides the Lurah/LKMD budget.

The survey result on Lurah/LKMD involvement in four-surveyed Kelurahan is shown in figure 5.10.

Figure 5.10 The involvement of Lurah/ LKMD in four-surveyed Kelurahan



Source : Survey, December 1998

Discussion

On the basis of the above description and survey results on the involvement RT, RW and Lurah/ LKMD in four-surveyed Kelurahan, the following findings can be given..

RT is felt as the closest counterpart. Community feel at ease to talk about their problems and complaints. While, RW is on the next rank and more to bridge the RT community with Lurah. Lurah/ LKMD is still seen as distant personality. However, the condition varies in different Kelurahan.

Review of four-surveyed Kelurahans shows that local community level authorities have shown its support to community participation process in the four surveyed Kelurahans. Some activities were carried out after CPP-CUDP under their support. Eventhough the support of local community level authorities is varies in each Kelurahan, and thus affect to the community contribution.

The development of relationship between community with local community level authorities in Kelurahan Drajat, Pekalipan, Panjunan have shown a significant result in that many activities took place in RW level and community gave their contribution to the activities. The amount of contribution also shows that local community level authorities is able to encourage community to contribute in many activities. The continuous involvement of RT, RW, and Lurah/LKMD in the three kelurahans helps to maintain community interest and commitment and to sustain community participation process.

In Kelurahan Drajat, Pekalipan, and Panjunan, ex-motivators are still voluntary working at RW level. Some of them work as secretary of RW, RT head, RW head, member of LKMD or as informal leader. Their existence seems to be a positive factor for local community level authorities in facilitating community participation process in the community. Their experience as motivator during CPP-CUDP is continuing, such as to develop relationship with community, RT, RW even Lurah/LKMD or agencies. Most of respondents in this three Kelurahan know them.

On the other hand, in Kelurahan Harjamukti only few activities took place at RT and RW level. Respondents mentioned that they have only a little communication with RW, it seems that RW is not interested to support community initiatives. While, the communication and coordination with RT is satisfactory. This condition will also diminish motivation of the community to participate in activities. Eventhough, Kelurahan Harjamukti has ex-motivator, it seems that they could not get enough support from Lurah/LKMD according to one of the ex-motivators.

5.5 Relationship between Community and PDAM (Water Supply Agency)

The PDAM in Cirebon is responsible for water supply and wastewater system. The wastewater department was handed over from Public Works Agency to Water Supply agency in 1994.

In promoting water connections and wastewater connection, PDAM provides some support. The support from PDAM can be in the form of :

a. *Credit Facility for water connection.*

Credit facility is given in ten months of payment for the installing cost. The payment is included in water bill.

b. *Cheap Package for water connection.*

Cheap package is introduced usually on February (PDAM's Day) in every year. The cost is under the normal cost for installing house connection.

c. *Discount on installing water connection cost.*

The discount on installing cost can be given in a certain condition such as : the request of community groups.

d. *Credit Facility for wastewater connection.*

Credit facility is given in thirty months (maximum) for the new wastewater connection.

e. *Cheap material for wastewater house connection.*

In promoting wastewater house connection, PDAM corporate with Community Cooperative Mitra Swadaya. In this case, there are three tasks to be carried out by Cooperative :

- To motivate, to inform, and to educate the community concerning the benefit of wastewater connection and its cost. Cooperative will get a fee of Rp 10000,- per connection.
- To construct the connection with the order from water supply agency. For doing this task Cooperative will get a cheap material from water supply agency.

- To provide a loan for wastewater house connection with the interest of 0.5% per month.

f. *Revolving Fund to construct household toilet.*

This revolving fund is managed by Cooperative.

During CPP-CUDP, PDAM gave the following support to the community : credit for water connection, credit for public tap which managed by group, MCK, installing water tap at MCK.

The PDAM has supported the community demand on water and sanitation according to the Director of PDAM by offering the "Cheap water connection package". Resulting from this action in 1998, 1500 new house connections were installed and 69 new house connections were took place in four surveyed Kelurahan.

In terms of the wastewater sector, PDAM and Cooperative works together to promote a wastewater connection to the community as mentioned earlier. The activity is meant to motivate and to inform the community about the benefit of wastewater connection through hygiene education. Cooperative works with the community groups, RT and RW in Kelurahan where the sewerage has been constructed.

With regards to PDAM's performance in quality, quantity, pressure, and service level, all respondents of the four-surveyed kelurahans are satisfied with the quality of water produced and service level provided by PDAM. With regards to the quantity of water and the pressure only 3% of the total respondents are not satisfied, most of them are at Kelurahan Harjamukti It took of 13% of their local respondents. This is because Kelurahan Harjamukti is located at higher elevation (5-32 meter above sea level) compare with the three other Kelurahan and supplied from the old transmission line.

With respect to PDAM react to community questions and complaints, the 33% of respondents were not satisfied. See figure 11. They mentioned that the customer service could not work properly. For instance, when the customer complaints on technical aspect, then the customer will be send to technical department for the answers. With respect to the customer service, about 90% of respondents suggested that PDAM has to improve its service.

Figure 11 Respondents answer to the reaction of PDAM to community question or Complaints in the four-surveyed kelurahans.

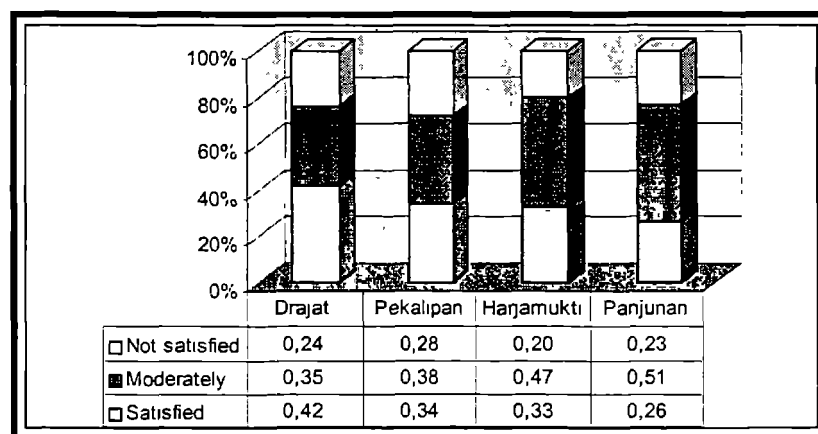
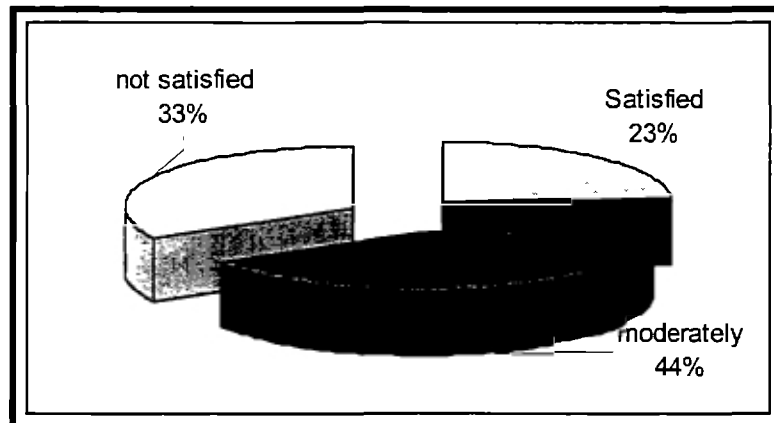


Figure 5.12 Respondents answer to PDAM reaction to input from customer



Source : Survey, December 1998

Discussion

During CPP-CUDP, CO and motivator facilitated the communication and coordination between community and PDAM concerning community demand of water and sanitation facilities. PDAM has provided some support deals with water and sanitation either information, technical or financial assistance.

Principally, PDAM is intent to keep this support available for the community. This will be an important factor towards community management. Nevertheless, the information of the support/ facility should be clear for community. At present, the customer service is not so satisfactory in term of replying to questions and complaints from customers which relate to accurate information, technical and financial matter. In other words, customer service section has not properly developed in order to channel and to convey the support from PDAM to community. Thus, the communication and coordination between PDAM and community has been not effective, yet

It seems that the staff at section on customer service does not have enough capability and capacity to replying to input from customer. Because. they are not being provided by relevant and accurate information regarding credit or discount facility, technical expertise, and other related matter to water and wastewater. The staff has done solely administrative matters.

The attitude of PDAM to cooperate with Cooperative in promoting wastewater connection will develop the capacity of Cooperative as facilitator. Besides, the previous experience as motivator or CO will be used to facilitate communication and coordination between community and PDAM. See also 5.5.2.

With regards to promotion of wastewater connection, PDAM should train the Cooperative in order to improve its capacity of technical expertise. So that, both institutions could gain benefit from this cooperation.

5.6 Other Findings

5.6.1 Motivators

The exact number of still active motivators is not known but some of them still continue their activities in their Kelurahan and neighbourhood (RW). At present, there are 15 motivators that are members of the Cooperative.

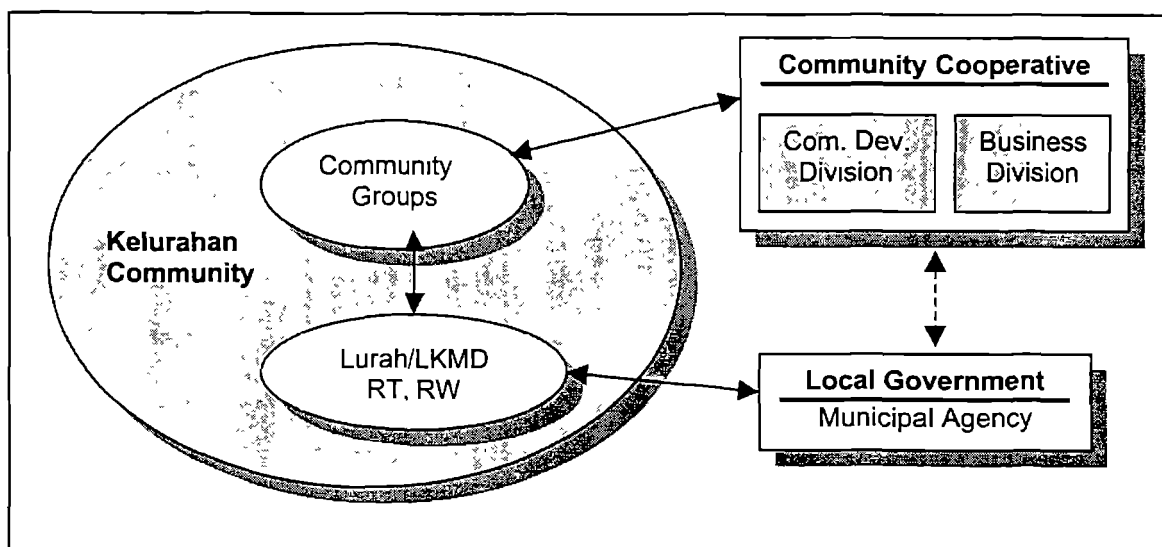
Under CPP-CUDP, motivators and CO had a good relation with municipal agencies in implementing community programme. Motivators worked with back-up from CO, and CPP Programme Coordinator, and also from consultant (for construction matter). See figure 5.4.

After CPP-CUDP, motivators went back to their community. Some people were chosen as RT or RW leader, or other post in local organization. Their activities are mainly at RW level, but it is difficult for them to function without the CPP-CUDP set-up to help them discuss the problems with the local community level authorities. In this situation, their activity does not have support as they worked with project. They found that it was not easy to implement community programme without any real support as they experienced during the project. Figure 5.13 shows inter-relationship after CPP-CUDP .

As described in the figure 5.13, actually RT, RW, and Lurah/LKMD are a good institution for mobilizing and channeling the community demand to assess external support. So far, this institution considerably depends on the type of person in charge.

Since the Cooperative came from CPP-CUDP, its relationship with community through providing credit and revolving fund to support community activities is a positive aspect towards community management. Due to its relationship with Water Supply Agency, community often comes to ask for help which deals with water and sanitation.

Figure 5.13 The inter-relationship in Kelurahan after CPP-CUDP



From the discussion with motivators, the idea to have a place for motivators was raised. The motivators would like to have a place to meet, to share and to discuss the problems among motivators. The place which could enable to get support from municipal agencies but independent and could act as facilitator between community and municipal agencies.

They said the Cooperative could not support totally the community activities due to its limited mandate. The Cooperative is an economic organization with legal aspect and certain roles in economic activities relate to profit. However, the Community Development division in the Cooperative could not totally programme oriented. Many motivators are not a member of Cooperative because they thought that the cost to become a member is still expensive for them and many of them do not have a good occupation yet.

5.6.2 Community Cooperative

Community Cooperative Mitra Swadaya was established in January 1996 with the idea to provide a meeting place for community groups, professional support and properly managed credit facilities for ongoing community activity for both environmental health and small business according to ex Project Manager of CUDP. Firstly, the idea was to establish a community development organization (NGO) but after a long discussion with the local government, the idea came to establish a Cooperative.

The ex-CO and motivators are members of the Cooperative and as members of groups will continue to foster the community participation process. Five ex-COs were selected for the Community Development Team of the CPP. One person has been appointed as Programme Coordinator, one person is responsible for the development of the Community Cooperative and its management, and three person have responsibility for strengthening the community participation process.

There are 127 members of the Cooperative made up of : 25 ex-motivators and ex-COs, 56 community groups from all kelurahans in Cirebon, and 46 individuals. 60% of the member are women.

Cooperative activities are:

1. The Loan Business.
The loans were given to saving and loan activity in-groups, small business activity, and environmental sanitation facility.
2. The Agreement of the Business members.
Several individuals have entered an agreement of working together with the Cooperative whereby a proportion of profit from the activity for which the loan granted being paid to the cooperative as well as the repayment of loan. This arrangement gives a higher return of about 5% to the Cooperative.
3. The Agreement of wastewater house connection promotion with PDAM.
The agreement is made up of promotion fee, construction and financial loan of house connection.
4. The Agreement of the Community Groups Development and assistance on Micro Entrepreneur Credit Project with Indonesian Bank.
This agreement is made up of assistance fee, community group fee and loans, and Training.

Since Cooperative was established in January 1996, the following activities have been done to support community programme :

- Environmental Development Aspect: Water supply connection, house connection for wastewater, Micro-drainage, providing garbage bins, agro-business and greening programme, house rehabilitation, household toilet, road/ path rehabilitation etc.
- Economic Development for low income community : loan for productivity (revolving fund), loan for small business groups, providing 9 basic needs with a cheap prices, providing credits for small merchants, cooperation to develop the capacity of Cooperative's members (workshop, training etc).

Wastewater House Connection

An agreement of the Sewer Business between Cooperative and PDAM was signed on 26 February 1997. It was agreed that first, Cooperative acts as motivator to motivate community participation in house connection and Cooperative will receive a fee of Rp 10000,00 per connection from water supply agency. Second, Cooperative will be a contractor for house connection with discount facility from Water Supply Agency.

In this case, the Cooperative has played on independent role as facilitator working with PDAM through the Motivation and Information Team. The task of this team is to inform the community about the fee to be charge for connection base on the policy established by PDAM, and to enhance the understanding of householders concerning the benefits of a sewer system over the septic tanks most already have installed.

In the discussion became clear that Cooperative faced difficulty in their role as contractor for wastewater house connections because they do not have any experience on this matter. Their capacity and capability in preparing a budget cost for the construction and in constructing are limited. The Cooperative could not solve technical problems that raised at the field. These problems have brought some delays in implementing the connection.

In the other hand, PDAM seemly not ready to do house connection. The accurate information regarding the sewerage system is not yet available to support the activity of Cooperative in promoting wastewater connection to the community. The technical assistance for preparing a budget cost still limited and the procedure looks not very clear for the Cooperative to follow.

For benefit of both parties, PDAM should provide training for Cooperative concerning technical expertise in wastewater connection. PDAM has to plan more together with the Cooperative as well as community. At present connection cost is too high for many people. Thus alternatives have to be looked at such as inspection chamber shared by a number of houses.

Chapter VI

Conclusions and Recommendations

6.1 Conclusion

Self-help and community participation have been age-old traditions in Indonesia through people in Cirebon have done some improvements. In larger scale of urban area, however, such methods of delivering water and sanitation services have only been developed by Community Participation Programme of Cirebon Urban Development Project (1990 – 1996) and with varying degrees of success in each kelurahans. The foregoing chapters clearly depicted the diverse circumstances of community participation/ community management in the four-surveyed kelurahans in improving their living environments after CPP-CUDP. This chapter will recapitulate some of circumstances related to the objectives and the hypothesis of the study before those are situated in coherent theoretical and recommendation outlined.

This chapter will deal with the following aspects :

- The extent of community participation/ community management.
- Relationship between community and local community level authorities.
- Relationship between community and water supply agency (PDAM).
- Recommendation.

6.1.1 The Extent of Community Participation/ Community Management

The extent of community participation/ community management in the four-selected kelurahans was looked at the following aspects : community organization, community activities and contribution, and the management of public facilities. The achievement of community participation/ community management in the four-surveyed kelurahans has been resulted from the role of CPP-CUDP key features. The role of key features in supporting community participation process after CPP-CUDP was looked at. Later, the extent of community participation/ community management will be situated in coherent theoretical or conceptual framework.

The study was conducted in the four selected kelurahans in Cirebon which represents the different types of area in Cirebon. Communities in Cirebon can be divided in four different type of areas : coastal, city center, residential, and rural/ peri-urban. Cirebon community as any other urban communities, is not a uniform group of people. The community is heterogeneous in origin, religious, and occupation. The community participation/ community management studied was divergent in each kelurahans.

Community Organization

Review of four surveyed Kelurahan shows that the presence of formal and informal organizations in the four-surveyed Kelurahan has been resulted in a number of activities for doing improvements which take place in RW level. Formal organization which has

concern in sanitation improvement are PKK, and Youth Group. Local Community level authorities have instigated routine activity, operation and maintenance activity, and physical improvements.

The informal organization carries out a certain activity such as small business, water and sanitation facilities. The group gets support from Cooperative in term of credit or revolving fund as well as management assistance. The function of these groups is done mainly by social control without the involvement of RT and RW.

The study shows that the two community-groups in Kelurahan Harjamukti and Kelurahan Pekalipan are still functioning. The reason could be because the group members have not only the same goal but also have a strong leadership, clear regulation, strong cohesiveness, and capability in manage the fund which is meant to small business and sanitation improvements

Community Activities, and Contribution

Review of four surveyed Kelurahans shows that the development of community's capacity and capability in improving its environmental sanitation has been shown by community activities which are still going on in the four-surveyed Kelurahans.

The community has shown their motivation in improving their living condition in four surveyed Kelurahans. However, the motivation varies in the four-surveyed kelurahans. Communities in the three Kelurahans (Drajat, Pekalipan, Panjunan) have shown their high motivation to improve their living condition which result in community contribution in many activities carried out after CPP-CUDP. This was not the case in kelurahan Harjamukti.

The fact that there are different environmental conditions in the four-surveyed kelurahans could be a reason that affects the motivation of the community in each kelurahan. Kelurahan Drajat, Pekalipan, and Panjunan, which represent residential area, city center, and coastal respectively have the following problems: high population density, less space, and sanitation. Thus, the community is motivated to improve its living condition. In addition, the local community level authorities in Drajat, Pekalipan, and Panjunan has shown its involvement to realize some improvements at RW level. While the environmental condition in Harjamukti is better because it is more rural area and the involvement of local community level authorities is low compared with the other kelurahans. With less motivation and less involvement of local community level authorities, it looks difficult to ensure high degree of community participation happened.

Management of Public Facilities

Concerning management of public facilities, the community in the four-surveyed kelurahans which using public facilities has following preconditions, prepare the contribution, select the type of facility, organize O&M procedure etc. The study shows that the groups which formed to manage the facility do payment, regular maintenance as well as minor repair of the facility. Even so, monitoring from local community level authorities and PDAM concerning the operation and maintenance of public facilities is needed to encourage the community to do a proper operation and maintenance. Monitoring from PDAM is to ensure that the facilities working properly and community upkeep the facilities.

The management of public facilities in the four surveyed kelurahans is very effective. This is most probably due to the fact that in CPP-CUDP a participatory assessment was done with the communities followed by a review of solutions and the level of community involvement at all stages (planning, implementation) was very high. No difference was found in this between the four kelurahans – probably due to the implementation of the demand-based approach in these kelurahans.

Key Features of Community Participation Programme

CPP-CUDP has given a good fundament towards community management in Cirebon through its key features. More about the key features was mentioned in 2.3.2. It is worthwhile to pick up the key features in the conclusion since the study shows that the following key features have contributed to enhance community participation and community management in Cirebon after the project. It is expected that the key features will continue to encourage community participation process at RW level in each kelurahans.

Community Cooperative as Facilitator for Community Participation and Community Development Fund

The Community Cooperative a credit organization has supported the community groups in term of financial and management. The two community groups in Kelurahan Pekalipan and Harjamukti has been supported by Cooperative. With regards to the four other groups which is not in function at this moment, Cooperative is trying to get these groups into operation again even only as community forum.

The establishment of Community Cooperative as a credit organization and a team of skilled community development personnel is a partner in community management. Since, the ex-COs in Cooperative are capable community development workers and will be available through the Community Development Division of Cooperative to work as facilitator in community participation for future projects. In addition, the availability of CD Fund in form of credit or revolving fund enables the low-income communities to overcome their economic problem as well as water and sanitation problem.

Community Organizer and Motivator

The CO and motivator do no longer exist formally since CPP-CUDP was finished in 1996. However, the study shows that ex-COs who run Community Cooperative are still involved in supporting community activities through credit programme and community development programme. While, some ex-motivators are still involved voluntarily in supporting community participation process at RW level.

The presence of volunteers in the communities is a positive aspect in strengthening community participation process. Local community level authorities has to consider the volunteers to be involved in planning, and implementation of activities.

Community Groups or Committee, Community Self-Survey and Monitoring (Mawas Diri, and using of media

The study shows that the formation of Committee is normally done to carry out plan, implement, and manage the activities in the four surveyed kelurahans. After the activity

is completed, the committee is stopped. The community group or committee carries out the community plans which drawn up through community self survey and monitoring. In order to motivate other people, the use of media is also done.

With regard to another type of community group, the activity of group is small business and to carry out of water and sanitation facilities either private or public. Community Cooperative has supported these groups with credit and management programme.

The process of working with communities towards the formation of community groups or committee which then identify problems, seek solutions, initiate, plan and implement activities in cooperation with local community level authorities is a basis for organizing activity for the improvement of environmental sanitation.

Woman in Development

The study shows that women have been involved in management of public facilities, taking care of daily cleaning and also the community groups which relate to small business or provision water and sanitation facilities. The activity has provided the environment for increasing the role and improving the condition of women in which women can do small business from the house and more concern about the improvement of their water and sanitation condition.

Communication and Coordination with Government Agencies

Among the key features, communication and coordination with government Agencies is difficult to maintain after CPP-CUDP. The study shows that after CPP-CUDP, it is difficult for ex-motivator to function actively without any formal organizational back up such as CPP-CUDP that help them to discuss the problems with government agency. The reason most probably because the communication channel is not well developed in each government agencies.

Findings related to Theoretical Concepts

The literature mentioned that as a means to promote community management capability, community participation has emphasized the following community functions : community mobilization and organization, project negotiation, committee operation, training, hygiene and user education, community contribution, cost recovery, and operation and maintenance.

Besides, the characteristics like community decision making, community responsibility backed by legitimate authority and effective control, community mobilization of resources, community access to external support to supplement local management capacity, Agency acting as facilitator and supporter are necessary for successful community management.

I found that, some aspects of ongoing community activities in planning, implementation and O&M in the four surveyed kelurahans in Cirebon after CPP-CUDP substantiate what is mentioned in the literature relating to community management.

With regard to community mobilization and organization, the communities have shown their capacity and capability in planning and implementation of activities in which communities themselves initiate the activities, plan the action plan, seek a possible

contribution, and implements the improvements. A committee is normally formed to carry out those activities. This participatory process is now used in community planning and implementation has resulted in self-financing for most activities. The study also shows that activities carried out in RW level were based on community demand

With respect to motivation and contribution, the communities have shown their motivation to participate in activities which resulted in contribution to implement the activities. They have contributed in routine activity, operation & maintenance activity, and physical improvement activity. The contributions include: cash money, labour, material, and general participation in meetings.

The formal and informal organizations in Kelurahan has involved many community members by providing an institutional vehicle which they can act. The presence of these organization have been resulted in a number of activities for doing improvements which take place in RW level.

6.1.1 The Relationship between Community and Local Community Level Authorities

The strong leadership is one factor contributing to community management and effective leadership in an urban community means identification of needs, consensus seeking, and finally an ability to respond to community needs successfully. The study shows that the involvement of RT, RW, and Lurah/LKMD in form of communication and coordination in planning and implementation in the four-surveyed Kelurahan has enhanced community participation process and has resulted in some activities were carried out after CPP-CUDP with their involvement. It means that RT and RW have acted as a facilitator for community participation process, mobilize and channel the will of the people to undertake, and to sustain development activities. However, the involvement of local community level authorities varies in each Kelurahan.

Kelurahan Drajat shows a high involvement of RT, RW, and Lurah/LKMD in planning and implementation of activities which result in a high contribution from the community. This condition also happened in Kelurahan Pekalipan and Panjunan. The effective communication and coordination between community and local community level authorities in the three kelurahans have strengthened capacity and capability of the communities in planning, implementation, and operation and maintenance of improvements of their living environment. This was not the case of Harjamukti where the involvement of local community level authorities is relatively low compared with the others. In addition, with less motivation of the community, activities carried out were depended on stimulant money with less community initiative.

With respect to community management level, the communities in Kelurahan Drajat, Pekalipan, and Panjunan have shown the high management capacity in doing improvements. Their responsibility, authority, and control have been shown by initiating activities, assessing the financial and technical support, implementing the activities, and monitoring the activities. The high involvement of local community level authorities in the three kelurahans has supported community participation process in achieving the high management capacity. Community in Kelurahan Harjamukti has shown insufficient management capacity in doing improvements. The low motivation of the community has

resulted in limited community participation to initiate activities, community has little responsibility, and control. The low involvement of local community level authorities has not supported to achieve a high degree of community participation.

With regards to relative degree of contribution from the community and external support, the communities in kelurahan Drajat, Pekalipan, and Panjunan have given all non-cash needs which include self help labour, local material, strong committee support and management as well as cash payments. While, the community in Kelurahan Harjamukti has dependency to stimulant money, although in implementing the activities community has given self-help labour, local materials as well as cash payment.

Since the urban community is structured in RTs and RWs, CPP approach to develop community participation in 22 kelurahans was to encourage the communication and coordination between community and local community level authorities. During CPP-CUDP, the local community level authorities were involved in community mobilization and in the assessment of planning and implementation of improvements. This has had a very positive effect also after the project. To what extent community participation or community management is achieved in each kelurahan depends on the local situation and a type of person in charge in local community level authorities.

The reason that Kelurahan Drajat, Pekalipan, and Panjunan have resulted the high involvement of the local community level authorities could be because the local community level authorities have motivation and involve the ex-motivators or volunteers to work at RW level. The fact that kelurahan Harjamukti has done less in this respect is because here the local community level authorities and the community itself are not motivated and it seems that the ex-motivator and volunteers have not been seen as a positive aspect for supporting community participation.

6.1.3 Relationship between Community and PDAM

Under community management, communities and external agencies work in partnership. Community management is very much a people-centered approach to development. The end goal is successful and sustainable water system, essential parallel objectives are to strengthen the capabilities of communities to determine and promote their own priorities, and equip outside agencies to facilitate and support an expanding programme of community-driven activities

In the literature was found that community decision-making, community responsibility, authority and control, community mobilization resources, community access to external support, and Agency acting as facilitator and supporter are necessary for the successful of community management.

In developing community-based water and sanitation in Cirebon, I have found the characteristics which support to community management. In the provision of water and sanitation facilities, community and PDAM have worked together in planning and implementation. The public facilities were constructed or rehabilitated based on community demand as well as private facilities. The communities have shown their contribution in planning and implementing of public facility by giving contribution (cash money, labour, material) and PDAM gave support in term of information, technical and

financial assistance. In operating and maintaining of public facility, communities have shown their responsibility, authority, as well as control by doing regularly payment each month for the water and minor repair, and doing regular maintenance. The observation corroborated that the public facilities are in function and well maintained. The involvement of women in doing cleaning of the facilities is significant.

With regards to relative degree of community contribution and support from PDAM in the provision of water and sanitation, there is a certain condition achieved in four-surveyed kelurahans. Community in four-surveyed Kelurahan contributed labour, material, committee support, community contributed some capital cost which collected from the member and paid for all operation and maintenance and PDAM support with credit facility. This level represents effective community control of all main elements of the system. The community is in charge of its system. The agency merely provides technical and financial assistance to support community management.

In addition, community management enables the community to access external support. From this perspective, the existences of Community Cooperative as credit organization will give more opportunities to the communities in fulfill their demand on water and sanitation both private or collectively.

With regards to level of community management level, communities have shown a high management capacity in managing water and sanitation facilities. They have shown their responsibility, authority, and control in operating and maintaining the facilities. As also mentioned in the literature, although community authority, responsibility and control over decision making are essential components of community managed system, this does not mean that PDAM can leave the community without its support.

The study shows that the customer service is not satisfactory in term of replying to questions and complaints from customers which relate to accurate information, technical and financial matter. One reason could be that the staff at customer service section does not have enough capability and capacity to reply to input from customer. The staff is not being provided by relevant and accurate information regarding financial and technical assistance, and other related matter to water and wastewater. The staff has done solely administrative matters.

As a partner in community management, PDAM has to undergo significant attitudinal and organizational changes due to accustom to a patron/ client relationship, and staffed accordingly. It is meant that PDAM has to develop the effective communication and coordination through its customer service section in order to channel and to convey the support from PDAM to the community. Training on customer orientation, and increasing the capability and the capacity of staff could do the improvement of customer service section. In addition, monitoring of public facilities by PDAM will support the communities in operating the facilities in term of technical matter. In addition, the involvement of RT and RW in monitoring of community managed water and sanitation is useful in order to encourage the community in operating and maintaining use public facilities and to facilitate the communication with PDAM.

6.2 Recommendation

Based on the conclusions drawn above, the recommendation outlined as follows :

Local Institutions

The study found that the local community level authorities have shown their support to enhance community participation/ management in kelurahan. However, in order to maintain and to sustain the present achievement of community management it is recommended that when new local community level authorities come in office, they have to receive an orientation of community participation and community management which can be done through training.

By having the orientation of community participation and community management it is expected that local community level authorities will be more active in mobilize and channel the will of the people to undertake and sustain development activities. It is expected that

- Lurah will have a high commitment and be flexible to express needs within existing institution structure.
- RT and RW will be a motivator and a facilitator in the community participation process so that community feels more encouraged to do its range of activities.

PDAM

PDAM has supported communities in the provision of water and sanitation facilities. The study found that effective communication and coordination with community is not well developed. In order to enhance community management in community-based water and sanitation it is recommended that PDAM has to develop effective communication and coordination with community through the improvement of customer service section to be more customer oriented, and to increase the capacity and the capability of staff..

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Annexess

List of major topics to interview Ex-PM CUDP and PDAM Officials

Ex-Project Manager of CUDP

1. Why CPP became a programme of CUDP?
2. How is the relationship between CPP and CUDP?
3. CPP has shown a good result and how to maintain and to sustain community participation without project?

Main Director

1. What is PDAM opinion regarding community participation in water and sanitation?
2. How does PDAM support community participation in water and sanitation after project?
3. How does PDAM react to community demand on public facilities?
4. What kind of support is given by PDAM to promote water and sanitation?
5. How does PDAM communicate with customer or community?
6. What is PDAM opinion regarding the existing customer service?

Customer Service Division

1. How is the procedure to take care of customer question and complaint?
2. How does customer service taking care of accurate information about technical and financial assistance?

Planning Division

1. How does plan and implement the public facilities?

Household Questioner

General Information

1. Kelurahan :
2. RW :
3. What is your profession?
4. What is your monthly income?
5. What is status of your house?
6. How many members live in your house?

Community Involvement in Activities

7. What kind of community organization that you actively involve?
8. What are the activities in your area? Are you active in joining the activities in your area?

Using of private facilities (House connection for water and waste water, private toilet)

9. When did you get your water connection and toilet?
10. How do you get clean water before? (public tap, neighbour, well, other)
11. What do you think about the quality, quantity of the water?
12. How do you discharge your domestic wastewater or waste disposal before? (public facilities, drainage canal, sea, yard, river, other)
13. What kind of support do you get from water supply agency? (credit facilities, technical assistance, others).

Using of public facilities (Public tap, public bath-wash-toilet)

14. When did you start to use the facility?
15. How is the water supply condition? (quality, quantity, pressure)
16. Do you pay a charge of using the facility? Who collect the money? When and how?
17. Do you involve in maintaining the facility? (cleaning, etc). If not, why?
18. Do you contribute for regular maintenance and minor repair? If not, reason
19. Who organize the facility? Is he/she selected?
20. What does she/he do? (telling people to clean the facility, doing reparation, other)
21. Do you think that public facility is in well managed?
22. In case of break down, who will take care of it?
23. What were the reasons for the most recent break down?(broken pipe, blockage, leakage, other). What action was taken?
24. Why does the public facility break down or perform poor? (construction, poor o & m, bad handling by operator, non payment of charge, others)
25. Which problem generally hamper proper operation and maintenance? (poorly motivated person, poorly trained operator, absence of technical back up, others)
26. If people do not use the existing public facilities, what is the reason?

Relationship between community and local institutions

27. Is there any routine meeting with RT, RW, Lurah/LKMD in your area?
28. How often the meeting take place?

29. How often do you attend the meeting with RT, RW, Lurah/LKMD?
30. Do you think that the meeting is useful?
31. Does everybody talk freely in the meeting?
32. Do RT head, RW head, Lurah/LKMD actively involve in meeting?
33. How RT head, RW head, Lurah/ LKMD react to community idea?
34. How they involve in planning, and implementation of communtiy activities?
35. What kind of support given by RT, RW, Lurah/LKMD?

Regarding the new improvement

36. Do you involve in discussing the project?
37. Do you contribute in implementing the facility? What kind of contribution?

Regarding the living environment

38. Do you think your area is clean? How was the condition before concerning clean water, waste disposal, drainage, path, solid waste?.
39. How do you maintain your area?

Acknowledgment of motivators and Community Cooperative

40. Do you know motivators in your area?
41. What do you think of him or her ?
42. Do you think that such person is needed in order to promote community activity in your area?
43. Do you have a communication with Community Cooperative? In what case?
44. Do you get support from Community Cooperative? What kind of support?

Regarding the role of water supply agency

45. How does the community communicate with water supply agency.?
46. How water supply agency react to inputs and complaints from community?
47. Is there any support from water supply agency (information, technical assistance, and funding assistance)?
48. What kind of support do you expect from water supply agency to promote a better living environment especially in water and sanitation?

Focus Group Discussions (Community)

Community Involvement in Activities and Organizations

1. What kind of Community Organization in this kelurahan?
2. What kind of activities take place in this kelurahan?
3. What are the activities taken up by the community?
4. Do community have a routine meeting?
5. Do community involve in discussing a new project?
6. Do community contribute to the new project or physical improvement? What kind of contribution?
7. How is the water supply condition? (quality, quantity, pressure)

Community involvement in O&M of public facilities

8. How is the condition of public facilities in this Kelurahan?
9. Do community involve in maintaining the public facility? (cleaning, etc)
10. Do community pay a charge of using the public facility? Who collect the money? When and how?
11. Do community contribute Who should do a regular maintenance and minor repair?
12. Who organise the public facility? Is he/she selected?
13. What does she/he do? (telling people to clean the facility, doing reparation, other)
14. Do community think that public facility is in well managed?
15. In case of break down, who will take care of it?
16. What were the reasons for the most recent break down?(broken pipe, blockage, leakage, other). What action was taken?
17. Which problem generally hamper proper operation and maintenance? (poorly motivated person, poorly trained operator, absence of technical back up, others)
18. If people do not use the existing public facilities, what is the reason?

Role of local community level authorities in supporting community participation

19. Is there a routine meeting with RT head, RW head, and Lurah/LKMD?
20. Do RT head, RW head, Lurah/LKMD actively involve in meeting?
21. How RT head, RW head, Lurah/ LKMD react to community idea?
22. How they involve in planning, and implementation of community activities?
23. What kind of support given by RT, RW, Lurah/LKMD

Role of Water supply agency in supporting community based water and sanitation

24. What are community opinions of water and wastewater services?
25. How does the community communicate with water supply agency.?
26. How water supply agency react to inputs and complaints from community?
27. What can community expect from PDAM in order to support Community to manage water and sanitation facilities?

Role of ex-motivators or community volunteers in promoting community's activity

28. What are community opinion about motivators and their activity?
29. How they support community participation ?

List of major topic for

a. Focus Group Discussions (Ex-CO and Ex-motivator)

Role of Community Cooperative in promoting community participation

1. Does the present Cooperative act as a place for motivators?
2. Does the present Cooperative give enough support to Community Participation Programme after the project?
3. What should be improved to encourage community participation?

Role of PDAM in supporting Community Participation in water and sanitation

4. How does the community communicate with water supply agency.?
5. How water supply agency react to inputs and complaints from community?
6. Does Water Supply agency give enough support to the community participation in regard to water and sanitation?
7. What kind of support needed by Cooperative as a facilitator, from Water Supply Agency?

b. Interview with Community Leader

1. What is your opinion about community participation in your area?
2. How does community participate in the activity? Contribution?
3. What is your opinion about the involvement of RT, RW, Lurah/LKMD?
4. What do you think about operation and maintenance of public faciities in your area?

Checklist for direct observation

1. General life style of community members
2. Living condition
3. Accommodation (housing)
4. Waste disposal practice
5. Solid waste disposal practice
6. Drainage conditions
7. Path and road conditions
8. Conditions around public facilities (water and sanitation)
Number of user :
Cleanliness .
9. Health practice

Annex 6

Checklist for Public Facility observation

Kelurahan : Drajat / Pekalipan/ Harjamukti/ Panjunan

No. Public Facility :

	Description
Type of facility	Public Tap / MCK
No Users	
Water source	PDAM/ well/ handpump
Waste discharge	Septic tank/ latrine / sewerage
Operator	Person in charge / head of group
Payment	Daily / monthly Amount :
Maintenance	
Minor Repair	
Others	

Annex 7

Community Activities in the four-surveyed Kelurahan 1997 - 1998

COMMUNITY SELF-FINANCING ACTIVITY (1997- 1998)
KELURAHAN DRAJAT - KECAMATAN KESAMBI

No	Name of RW	Activities	Volume	Unit	Type of activity			Source of Fund		Total Cost
					New	Rehab	Continue	Self Reliance (x 1000)	APBD (x 1000)	
1	RW 01 Drajat	1 Repair path (concrete)	15 x 600	m	x			Rp 8,065		Rp 8,065
		2 Plastering	25	unit	x			Rp 2,200		Rp 2,200
		3 Household toilet	13	unit	x			Rp 532		Rp 532
		4 Community Center	1	unit		x		Rp 1,800		Rp 1,800
		5 Repair path (concrete)	200 x 1.5	m2	x			Rp 1,200		Rp 1,200
		6 Fence of Com Center	1	unit	x			Rp 600		Rp 600
		7 Mosque	1	unit	x			Rp 9,600		Rp 9,600
		8 Repair path	150 x 1.5	m2	x			Rp 1,100		Rp 1,100
		9 Mosque	10	unit		x		Rp 125		Rp 125
		10 Micro-drain	250 x 30	m	x			Rp 737		Rp 737
		11 Islamic school	6 x 10	m2		x		Rp 9,600		Rp 9,600
		12 Expansion path	250 x 1	m2	x			Rp 1,450		Rp 1,450
5 Fence of Com Center	6 x 9	m			x	Rp 450	Rp 250	Rp 700		
2	RW 02 Karya Mulya	1 Repair path (concrete)	800 x 1.5	m2	x			Rp 11,900		Rp 11,900
		2 Micro-drain	300 x 0.5	m2	x			Rp 800		Rp 800
		3 Plastering	2	unit		x		Rp 40		Rp 40
		4 Household toilet	4	unit	x			Rp 186		Rp 186
		5 Repair path (concrete)	200 x 1.5	m2	x			Rp 1,200		Rp 1,200
		6 Micro-drain	75 x 0.3	m2	x			Rp 200		Rp 200
		7 Community Center	1	unit		x		Rp 275		Rp 275
		8 Mosque	1	unit		x		Rp 300		Rp 300
		9 Mosque	5 x 7	m2			x	Rp 960		Rp 960
		10 Micro-drain	200 x 1.5	m2	x			Rp 850		Rp 850
		11 Repair path (concrete)	300	m	x			Rp 600	Rp 250	Rp 850
3	RW 03 Karang Makmur	1 Plastering	10	unit		x		Rp 120		Rp 120
		2 Repair path	200 x 1.5	m	x			Rp 400		Rp 400
		3 Micro drain	100 x 0.5	m	x			Rp 450		Rp 450
		4 Mosque	1	unit			x	Rp 2,150		Rp 2,150
		5 Mosque	8 x 6	m2			x	not available		not available
		6 Repair path (concrete)	100 x 1.5	m2	x			not available		not available
		7 Micro-drain	40 x 0.5	m2	x			not available		not available
		8 Mosque	6 x 6	m2			x	not available		not available
		9 Micro-drain	100 x 0.4	m2			x	not available		not available
		5 Micro-drain	50	m	x			Rp 300	Rp 250	Rp 550
4	RW 04 Kesambi Dalam	1 Plastering	8	unit	x			Rp 160		Rp 160
		2 Household toilet	4	unit	x			Rp 186		Rp 186
		3 Repair road (asphalt)	300 x 3	unit	x			Rp 6,700		Rp 6,700
		4 House for oldman	1	unit	x			Rp 260		Rp 260
		5 Micro-drain	80 x 1 x 0.5	m3			x	Rp 650		Rp 650
		6 Repair path (concrete)	100 x 1.5	m2	x			Rp 75		Rp 75
		7 Protection wall	70 x 1 x 1	m3	x			Rp 1,000		Rp 1,000
		8 Micro-drain	100 x 0.5	m2			x	Rp 450		Rp 450
		9 Repair path (concrete)	75 x 2	m2			x	Rp 560		Rp 560
		10 Micro-drain	110 x 0.3	m2	x			Rp 180		Rp 180
		11 Fence of Com Center	25 x 0.75	unit	x			Rp 200		Rp 200
5	RW 05 Harapan Mulya	1 Repair path (concrete)	500 x 2	m	x			Rp 900		Rp 900
		2 Micro-drain	60	m				Rp 185		Rp 185
		3 Mosque	1	unit	x			Rp 200		Rp 200
		4 Community Center	7 x 6	m2		x		Rp 165		Rp 165
		5 Micro-drain	200 x 0.4	m2	x			Rp 700		Rp 700
		6 Mosque	1	unit			x	Rp 260		Rp 260
		7 Micro-drain	200 x 0.4	m2	x			Rp 1,448		Rp 1,448
		8 Community Center	6 x 7	m2	x			Rp 400	Rp 250	Rp 650
6	RW 06 Sumaja Utara	1 Repair path (concrete)	2000 x 2	m2	x			Rp 1,200		Rp 1,200
		2 Repair road (asphalt)	3000 x 2	m2			x	Rp 3,000		Rp 3,000
		3 Community center	1	unit	x			Rp 4,000		Rp 4,000
		4 Mosque	1	unit	x			Rp 29,000		Rp 29,000
		5 Household toilet	8	unit	x			Rp 422		Rp 422
		6 Plastering	11	unit	x			Rp 350		Rp 350
		7 Community Center	1	unit			x	Rp 250		Rp 250
		8 Mosque	1	unit			x	Rp 8,000		Rp 8,000
		9 Mosque	8 x 7	m2			x	Rp 260		Rp 260
		10 Repair road (asphalt)	300 x 2	m2	x			Rp 600		Rp 600
		11 Repair path (concrete)	400 x 1.5	m2	x			Rp 2,900		Rp 2,900
		12 Repair path (concrete)	100 x 1.5	m2	x			Rp 450	Rp 250	Rp 700
7	RW 07 Tanah Baru	1 Mosque	2	unit	x			Rp 200		Rp 200
		2 Community Center	1	unit		x		Rp 8,000		Rp 8,000
		3 Micro-drain	1	unit	x			Rp 400		Rp 400
		4 Mosque	1	unit			x	Rp 12,000		Rp 12,000
		5 Community Center	1	unit			x	Rp 2,000		Rp 2,000
		6 Repair path	100 x 1.5	m2	x			Rp 800		Rp 800
		7 Micro-drain	200 x 0.5	m2	x			Rp 800		Rp 800
		8 Mosque	7 x 6	m2			x	Rp 2,500		Rp 2,500
		9 Community Center	1	unit	x			Rp 4,000		Rp 4,000
		10 Micro-drain	150 x 0.4	m2	x			Rp 774		Rp 774
		11 Community center	5 x 7	m2			x	Rp 300	Rp 250	Rp 550
8	RW 08 Sumaja Sel	1 Mosque	20 x 15	m2			x	Rp 2,600		Rp 2,600
		2 Community Center	1	unit	x			Rp 450		Rp 450
		3 Micro-drain	400 x 1	m2			x	Rp 750		Rp 750
		4 Repair path (concrete)	250 x 2	m				Rp 900		Rp 900
		5 Plastering	3	unit	x			Rp 600		Rp 600
		6 Household toilet	3	unit	x			Rp 683		Rp 683
		7 Micro-drain	100 x 0.3	m2	x			Rp 300	Rp 250	Rp 550
		8 Community Center	1	unit			x	Rp 120		Rp 120
		9 Micro-drain	1	unit			x	Rp 40		Rp 40
		10 Mosque	10 x 7	m2			x	Rp 600		Rp 600
		11 Repair road (asphalt)	100 x 1	m2			x	Rp 1,400		Rp 1,400
		12 Community center	1	unit	x			Rp 1,200		Rp 1,200
		13 Community center	12 x 6	m2	x			Rp 400	Rp 250	Rp 650
9	RW 09 Jabang Bayi	1 Repair path (concrete)	270 x 1.5	m2	x			Rp 4,350		Rp 4,350
		2 Mosque	1	unit	x			Rp 2,600		Rp 2,600
		3 Plastering	4	unit	x			Rp 100		Rp 100
		4 Household toilet	4	unit	x			Rp 191		Rp 191
		5 Mosque	1	unit			x	Rp 500		Rp 500
		6 Community Center	7 x 6	m2			x	Rp 1,500		Rp 1,500
		7 Micro-drain	100 x 0.5	m2	x			Rp 1,161		Rp 1,161
		8 Islamic School	1	unit	x			Rp 850		Rp 850
		9 Mosque	7 x 5	m2	x			Rp 4,600		Rp 4,600
		10 Repair path (concrete)	100 x 1.5	m2	x			Rp 350	Rp 250	Rp 600
Total								Rp 181,320	Rp 2,250	Rp 183,570

COMMUNITY SELF-FINANCING ACTIVITY (1997-1998)
KELURAHAN PEKALIPAN - KECAMATAN LEMAHWUNGKUK

No.	Name of RW	Activites	Volume	Unit	Type of activity			Source of Fund		Total Cost (x 1000)
					New	Rehab	Continue	Self Relianc (x 1000)	APBD (x 1000)	
1	RW 01 - RW 12	1 Com Health Center	14	unit		x		Rp 565		Rp 565
		2 Road (asphalt)	300 x 2	m2	x			Rp 1,025	Rp 1,500	Rp 2,525
2	RW 01 Pekalipan Utara	1 Safety guard office	2 x 4	m2				Rp 1,000	Rp 250	Rp 1,250
3	RW 02 Karang Moncel	1 Micro-drain	100 x 0 5	m2				Rp 200	Rp 250	Rp 450
4	RW 03 Petratean Barat	1 Repair path	150 x 2	m2				Rp 500	Rp 250	Rp 750
5	RW 04 Petratean Timur	1 Safety guard office	2 x 3 5	m2				Rp 750	Rp 250	Rp 1,000
6	RW 05 Kebon Pring	1 Com Center	4 x 10	m2				Rp 1,050	Rp 250	Rp 1,300
3	RW 06 Astanagarib Utara	1 Micro-drain	12 x 0 2	m2	x			Rp 150		Rp 150
		2 Micro-drain	116 x 1 2	m2	x			Rp 225		Rp 225
		3 Com Center	4 x 6	m2			x	Rp 625		Rp 625
		4 Repair path	100 x 2	m2			x	Rp 525	Rp 250	Rp 775
4	RW 07 Astanagarib Selatan	1 Making triumphal arc	1	unit	x			Rp 516		Rp 516
		2 Com Center	1	unit	x			Rp 225		Rp 225
		3 Mosque	1	unit	x			Rp 400		Rp 400
		4 Safety guard office	1	unit	x			Rp 700		Rp 700
		5 Road (asphalt)	400 x 1 5	m2	x			Rp 560		Rp 560
		6 Community Centre	4 x 6	m2			x	Rp 1,415		Rp 1,415
		7 Road (asphalt)	100 x 2	m2			x	Rp 1,174	Rp 250	Rp 1,424
5	RW 08 Kanoman Selatan	1 Micro-drain	50 x 0 2	m2	x			Rp 225		Rp 225
		2 Com Center	4 x 6	m2	x			Rp 4,850	Rp 750	Rp 5,600
		3 Road (asphalt)	300 x 2	m2	x			Rp 3,000	Rp 1,200	Rp 4,200
		4 Com Center	4 x 6	m2			x	Rp 800	Rp 250	Rp 1,050
6	RW 08 - RW 10 RW 01 - 06	1 Repair path (concrete)		m3	x			Rp 2,892	Rp 3,670	Rp 6,562
		2 Household toilet		m2	x			Rp 1,492		Rp 1,492
		3 Micro-drain	100 x 0 3	m2	x			Rp 175	Rp 250	Rp 425
7	RW 09 Kanoman Tengah	1 Com Center	4 x 6	m2				Rp 950	Rp 250	Rp 1,200
	RW 10 Kanoman Utara	1 Micro-drain	100 x 0 5	m2				Rp 475	Rp 250	Rp 725
	RW 11 Pasuketan	1 Cleanliness activity	1	unit	x			Rp 300	Rp 250	Rp 550
	RW 12 Bedeng Baru	1 Safety guard office	2 x 3	m2	x			Rp 1,000	Rp 250	Rp 1,250
Total								Rp 27,764	Rp 10,370	Rp 38,134

Source Kelurahan Pekalipan, December 1998

COMMUNITY SELF-FINANCING ACTIVITY (1997-1998)
KELURAHAN HARJAMUKTI - KECAMATAN HARJAMUKTI

No.	Name of RW	Activities	Volume	Unit	Type of activity			Source of Fund		Total Cost
					New	Rehab	Continue	Self Reliance (x 1000)	APBD (x 1000)	
1	RW 01 Kangraksan Utara	1 Extension path	2 x 100	m2	x			Rp 970	Rp 250	Rp 1,220
2	RW 02 Kangraksan Selatan	1 Micro-drain	3	unit		x		Rp 1,300	Rp 250	Rp 1,550
3	RW 03 Lemah Abang									
4	RW 04 Kalitanjung Timur	1 Bridge	4 x 8	m2		x		Rp 3,325	Rp 250	Rp 3,575
5	RW 05 Penyuken	1 Extension path	3 x 160	m2	x			Rp 1,525	Rp 250	Rp 1,775
6	RW 06 Grenjeng	1 Extension path	3 5 x 228	m2	x			Rp 2,445	Rp 250	Rp 2,695
7	RW 07 Pelandakan	1 Repair path	1 x 170	m2		x		Rp 2,045	Rp 250	Rp 2,295
8	RW 08 Wanacala	1. Extension path	3 5 x 185	m2	x			Rp 1,980	Rp 250	Rp 2,230
9	RW 09 Katiasa	1 Extension road 2 Extension path	4 x 100 4 x 200	m2 m2	 x	 x		Rp 3,600 Rp 2,860	Rp 250 Rp 250	Rp 3,850 Rp 3,110
10	RW 10 Penggung Utara									
11	RW 11 Curug									
12	RW 12 Kuranji									
13	RW 13 kalitanjung	1 Extension path	1 5 x 170	m2	x			Rp 1,450	Rp 250	Rp 1,700
Total								Rp 21,500	Rp 2,500	Rp 24,000

Source Kelurahan Harjamukti, December 1999

COMMUNITY ACTIVITY SELF-FINANCING (1997-1998)
KELURAHAN PANJUNAN - KECAMATAN KEJAKSAN

No.	Name of RW	Activities	Volume	Unit	Type of activity			Source of Fund		Total Cost
					New	Rehab	Continue	Self Reliance (x 1000)	APBD (x 1000)	
1	RW 01 Pesisir Selatan	1 Making triumphal arc	1 x 2 25	m2	x			Rp 250		Rp 250
		2 Repair path (concrete)	15 x 50	unit		x		Rp 75		Rp 75
2	RW 02 Pamujudan	1 Repair path (concrete)	15 x 50	m2	x			Rp 100		Rp 100
3	RW 03 Pagongan Timur	1 Repair micro-drain	56 x 0 3	m2	x			Rp 180		Rp 180
		2 Repair path (concrete)	116 x 1 2	m2	x			Rp 225		Rp 225
		3 Repair path (concrete)	165 x 1	m2	x			Rp 300		Rp 300
		4 Repair path (concrete)	142 x 1	m2	x			Rp 200		Rp 200
		5 Repair path (concrete)	108 x 1	m2	x			Rp 225		Rp 225
4	RW 04 Pesayangan	1 Repair path (asphalt)	6	unit	x			Rp 200		Rp 200
		2 Safety guard office (com)	1	unit	x			Rp 1,250		Rp 1,250
		3 Safety guard office (civil)	5	unit	x			Rp 1,330		Rp 1,330
		4 Micro drain	2	unit	x			Rp 990		Rp 990
		5 Triumphal arc	2	unit	x			Rp 250		Rp 250
		6 Community Centre	9 x 16	m2	x			Rp 11,740		Rp 11,740
		7 Repair path (concrete)	100 x 1 5	m2	x			Rp 300	Rp 250	Rp 550
5	RW 05 Kenduruan	1 Repair path (concrete)	300 x 1 5	m	x			Rp 700		Rp 700
		2 Micro-drain	60	m				Rp 185		Rp 185
		3 Repair path (concrete)	100 x 1 5	m2	x			Rp 300	Rp 250	Rp 550
6	RW 06 Kebon Sirip	1 Repair Road (asphalt)	100 x 3 x 0 0	m3	x			Rp 400		Rp 400
		2 Repair path (concrete)	50 x 1 5	m2			x	Rp 250		Rp 250
		3 Micro-drain	100 x 0 3	m2	x			Rp 200	Rp 250	Rp 450
7	RW 07 Kamiran	1 Safety guard office	2	unit	x			Rp 200		Rp 200
		2 Community Centre	1	unit		x		Rp 200	Rp 250	Rp 450
		3 Gardening	9	unit	x			Rp 960		Rp 960
8	RW 08 Panjunan	1 Gardening	12	unit	x			Rp 1,475		Rp 1,475
		2 Repair path (concrete)	60 x 2	m2			x	Rp 200		Rp 200
		3 Repair path	100 x 1 5	m2	x			Rp 75	Rp 250	Rp 325
9	RW 09 Jagabaya	1 Repair path	165	m	x			Rp 445		Rp 445
		2 Repair road (asphalt)	345	m	x			Rp 860		Rp 860
10	RW 10 Pesisir Utara	1 Micro-drain	48	m	x			Rp 144		Rp 144
		2 Name block	27	unit			x	Rp 330		Rp 330
		3 Community Centre	1	unit			x	Rp 200	Rp 250	Rp 450
Total								Rp 24,739	Rp 1,500	Rp 26,239

Source Kelurahan Panjunan, November 1998

Household Survey Result

GENERAL INFORMATION

No	Kelurahan	DRAJAT			PEKALIPAN			HARJAMUKTI			PANJUNAN		
		L. I	M. I	H. I	L. I	M. I	H. I	L. I	M. I	H. I	L. I	M. I	H. I
1	Socio-economic status	39	33	0	16	24	10	29	18	8	46	33	8
	USING OF PRIVATE FACILITIES												
	Water house connection	25	33	0	12	24	10	17	18	8	31	33	8
	Household toilet	10	33	0	10	24	10	14	18	8	25	24	8
2	When did you get the house connection?												
	before CPP-CUDP	25	33	0	0	18	10	0	11	8	31	33	8
	after CPP-CUDP	0	0	0	12	6	0	17	7	0	0	0	0
3	How do you get clean water before?												
	Public facilities	16	21	0	8	18	5	4	9	0	27	23	2
	Well, River	0	0	0	0	0	0	0	0	0	0	0	0
	Neighbour	9	12	0	5	6	5	13	9	8	4	10	6
4	When did you get the household toilet?												
	before CPP-CUDP	10	33	0	0	22	10	5	15	8	5	20	8
	after CPP-CUDP	0	0	0	10	2	0	9	3	0	20	4	0
5	How did you discharge your wastewater before?												
	Public facilities	10	33	0	10	24	10	4	18	8	17	22	8
	River, drainage canal, sea, yard	0	0	0	0	0	0	10	0	0	14	2	0
6	Is there any support you get from PDAM?												
	Yes	39	33	0	12	24	10	17	18	8	31	33	8
	No	0	0	0	0	0	0	0	0	0	0	0	0
	USING OF PUBLIC FACILITIES												
	Water supply	14	0	0	4	0	0	12	0	0	15	0	0
	Wastewater / toilet	29	0	0	6	0	0	15	0	0	21	9	0

Note Well, river are alternative for other needs (washing etc)

ONGOING ACTIVITY IN COMMUNITY PLANNING AND IMPLEMENTATION

Question	DRAJAT			PEKALIPAN			HARJAMUKTI			PANJUNAN		
1 Is there a community organization?												
a Family Welfare (PKK)	exist and active			exist and active			exist and active			exist and active		
b Youth organization (Karang Taruna Remaja Masjid)	exist and active			exist and active			exist and active			exist and active		
c Religious Group	exist and active			exist and active			exist and active			exist and active		
d Water Group (Kel. Pemakai Air)	exist			exist			exist			exist		
e Small Business Group	exist but not active			exist but not all active			exist but not all active			exist but not all active		
f User of Public facilities	exist			exist			exist			exist		
g Saving club (Ansan)	exist and active			exist and active			exist and active			exist and active		
2 What kind of activities are still being done?												
a Routine Cleaning neighbourhood	1 - 2 per month			1 per month			1 per month			1-2 per month		
b A local health post (Posyandu)	1 per month			1 per month			1 per month			1 per month		
c Repair path/ road /asphalting/leveling	x			x			x			x		
d household toilet	x			-			-			-		
e Plastering	x			-			-			-		
f water connection	-			-			-			-		
g public facilities (water tap public toilet)	-			-			-			-		
h Repair micro-drain	x			x			x			x		
i Construct community meeting center/ mosque /ketyery house/ tennis yard/ security guard etc	x			x			-			x		
j Night Security services	x			x			x			x		
k Donation of rice	x			x			x			x		
l Ansan (saving and rotating money in a group)	x			x			x			x		
m Religious services or presentation	x			x			x			x		
n other	x			x			x			x		
3 Are people aware to pay a charge of using public facilities?	LI	MI	HI	LI	MI	HI	LI	MI	HI	LI	MI	HI
a Do you pay a charge of using the facility?												
yes	29	0	0	6	0	0	15	0	0	21	9	0
no	0	0	0	0	0	0	0	0	0	0	0	0
b Who collect the money? When?												
know	28	0	0	5	0	0	10	0	0	19	9	0
do not know	1	0	0	1	0	0	5	0	0	2	0	0
c Is the money well managed?												
know	28	0	0	5	0	0	10	0	0	19	9	0
do not know	1	0	0	1	0	0	5	0	0	2	0	0
d Do you ready to pay for maintenance or minor repair?												
Yes	28	0	0	5	0	0	11	0	0	20	9	0
No	1	0	0	1	0	0	4	0	0	1	0	0
4 What mechanism are functioning in O&M?												
a Who organize the facility?	29	0	0	6	0	0	15	0	0	21	9	0
Is he/she elected?												
yes	29	0	0	6	0	0	11	0	0	19	9	0
no	0	0	0	0	0	0	4	0	0	2	0	0
b What does she/he do?												
telling people to clean the facility	yes			yes			yes			yes	yes	
doing reparation	yes			yes			yes			yes	yes	
c Do you involve in maintaining the facility?												
yes	29	0	0	6	0	0	15	0	0	21	9	0
no	0	0	0	0	0	0	0	0	0	0	0	0
d Do you think that public facility is in well managed?												
yes	29	0	0	6	0	0	15	0	0	21	9	0
no	0	0	0	0	0	0	0	0	0	0	0	0
e If there is a problem who responsible with it?												
know	29	0	0	6	0	0	15	0	0	21	9	0
do not know	0	0	0	0	0	0	0	0	0	0	0	0
f Problem in doing O&M												
poorly motivated people	x	x	x	x	x	x	x	x	x	x	x	x
poorly trained operator/people												
absence of technical backup	x	x	x	x	x	x	x	x	x	x	x	x
others												
5 How are repairs done?												
a In case of break down, who will take care of it?												
community/ head of users group	29	0	0	6	0	0	11	0	0	20	9	0
other												
b Who should do a regular maintenance?												
aware	28	0	0	6	0	0	11	0	0	20	9	0
not aware	1	0	0	0	0	0	4	0	0	4	0	0
c Who should responsible minor repair?												
aware	26	0	0	5	0	0	9	0	0	17	9	0
not aware	3	0	0	1	0	0	6	0	0	3	0	0
d How do you solve a big problem?	with group, RT, PDAM			with group, RT, PDAM			with group, RT, PDAM			with group, RT, PDAM		
e Do you involve in regular maintenance?												
Yes	29	0	0	6	0	0	11	0	0	20	9	0
No												
6 Cash contribution for the new project?												
a Do you always contribute for the new project in your area?												
yes	37	32	0	15	24	10	24	18	8	42	33	8
no, reason	2	1	0	1	0	0	5	0	0	4	0	0
b Type of contribution												
money	22	32	0	12	24	10	5	18	8	9	33	8
others	15	0	0	3	0	0	19	0	0	33	0	0

RELATIONSHIP BETWEEN COMMUNITY AND LOCAL COMMUNITY LEVEL AUTHORITIES

Question	DRAJAT			PEKALIPAN			HARJAMUKTI			PANJUNAN		
	LI	MI	HI	LI	MI	HI	LI	MI	HI	LI	MI	HI
1 Is there any routine meeting between community local institutions?												
a Routine meeting with RT head												
often	35	27	0	4	6	3	12	4	3	32	15	4
rare	1	5	0	12	18	7	17	13	5	14	18	4
never	3	1	0	0	0	0	0	1	0	0	0	0
Routine meeting with RW head												
often	33	31	0	1	2	1	0	0	0	33	21	5
rare	2	1	0	12	21	7	25	13	7	12	12	3
never	3	1	0	3	1	2	4	5	1	0	0	0
Routine meeting with Lurah/ LKMD												
often	32	25	0	1	1	1	0	0	0	27	9	1
rare	6	7	0	14	21	9	24	15	5	10	14	3
never	1	1	0	1	2	0	5	3	3	9	10	4
b Frequency of meeting												
With Rt head	at least once a month			at least once a month			at least once a month			at least once a month		
with RW head	occasionally, sometime with RT			occasionally, sometime with RT			occasionally			occasionally		
with Lurah/LKMD	occasionally, com Leader/RT			occasionally, com Leader/RT			rare/ almost not			occasionally, com Leader/RT		
c Attendance of meeting with RT head												
Always	27	27	0	6	9	0	6	6	1	26	11	4
Occasionally	8	5	0	10	15	10	21	11	6	20	22	4
never	4	1	0	0	0	0	2	1	1	0	0	0
Attendance of meeting with RW head												
Always	34	29	0	1	1	2	0	0	0	27	20	4
Occasionally	3	1	0	13	20	6	27	14	6	19	13	4
never	2	3	0	2	3	2	2	4	2	0	0	0
Attendance of meeting with Lurah/LKMD												
Always	31	26	0	2	1	0	0	0	0	29	10	1
Occasionally	5	4	0	13	22	8	24	16	6	11	15	1
never	3	3	0	1	1	2	5	2	2	6	8	6
d How RT react to community idea												
paid much attention	35	27	0	5	8	2	8	6	0	14	10	5
paid moderately attention	1	4	0	11	16	8	19	11	6	32	23	3
no attention at all	3	2	0	0	0	0	2	1	2	0	0	0
How RW react to community idea												
paid much attention	28	25	0	3	3	0	0	0	0	24	18	6
paid moderately attention	6	5	0	11	20	8	26	11	5	22	15	2
no attention at all	5	3	0	2	1	2	3	7	3	0	0	0
How Lurah/LKMD react to community idea												
paid much attention	32	26	0	0	1	1	0	0	0	27	8	1
paid moderately attention	3	4	0	15	21	7	22	10	5	11	18	4
no attention at all	4	3	0	1	2	2	7	8	3	8	7	3
e How RT support to community idea												
paid much attention	36	27	0	4	4	1	10	7	1	15	14	3
paid moderately attention	2	3	0	12	20	9	18	10	4	31	19	5
no attention at all	1	3	0	0	0	0	1	1	3	0	0	0
How RW support to community idea												
paid much attention	34	25	0	1	1	0	0	0	0	32	20	4
paid moderately attention	4	6	0	13	22	7	24	15	8	14	13	4
no attention at all	1	2	0	2	1	3	5	3	2	0	0	0
How Lurah/ LKMD support to community idea												
paid much attention	31	24	0	1	2	1	0	0	0	27	9	1
paid moderately attention	5	6	0	14	20	8	25	12	4	14	15	3
no attention at all	3	3	0	1	2	1	4	6	4	5	9	4
f Type of support from RT, RW Lurah/LKMD												
Is there any support from RT												
Yes	36	26	0	11	16	3	24	8	3	36	25	6
No	0	2	0	0	0	0	0	1	0	2	1	0
Do not know	3	5	0	5	8	7	5	9	7	8	7	2
Is there any support from RW												
Yes	31	26	0	13	19	4	20	8	3	41	28	4
No	2	3	0	0	0	1	0	1	2	0	0	1
Do not know	6	4	0	3	5	5	9	9	3	5	5	3
Is there any support from Lurah/ LKMD												
Yes	26	18	0	10	16	4	14	7	3	41	26	4
No	4	4	0	1	2	2	3	2	2	3	4	1
Do not know	9	11	0	5	6	4	12	9	3	2	3	3
g Type of support from RT RW Lurah/LKMD	Maternal (cement, etc), Stimulan money, and Support											

Source Household survey

RELATIONSHIP BETWEEN COMMUNITY AND WATER SUPPLY AGENCY

INDICATORS	DRAJAT			PEKALIPAN			HARJAMUKTI			PANJUNAN		
	L.I	M.I	H.I	L.I	M.I	H.I	L.I	M.I	H.I	L.I	M.I	H.I
1 Existance of Communication												
a Is there any communication between community Water supply agency?												
yes												
no												
	Community come to communicate with water supply agency in case they have problems or requirements											
b Is it routine ?												
yes												
no												
c What is your opinion about quantity, quantity, and pressure?												
Quality												
Satisfied	39	33	0	16	24	10	29	18	8	46	33	8
Moderately Satisfied												
Not Satisfied												
Quantity												
Satisfied	29	25	0	11	17	4	20	7	3	43	31	8
Moderately Satisfied	10	8	0	5	7	6	9	6	3	3	2	0
Not Satisfied	0	0	0	0	0	0	0	5	2	0	0	0
Pressure												
Satisfied	24	25	0	10	14	4	15	7	1	43	30	8
Moderately Satisfied	15	8	0	6	10	6	14	7	4	3	3	0
Not Satisfied	0	0	0	0	0	0	0	4	3	0	0	0
d How PDAM react to your inputs and requests?												
Satisfied	12	5	0	4	5	5	7	3	1	11	7	2
Moderately Satisfied	15	10	0	7	9	3	12	12	2	25	16	3
Not Satisfied	12	18	0	5	10	2	10	3	5	10	10	3
2. The avallability of Support												
Yes	There are support available at water supply agency in regard to provide water and wastewater cacility											

Source. Household survey, Nov-Dec 1998