

Implementation of Kampung Sanitasi Program in Surakarta: Study of Implementation Process Based on the Theory of Nakamura and Smallwood

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Abstract

Sanitation access service is supporting people's lives in order to be in a healthy environment. Inadequacy of good sanitation affects in the degree of public health or known by poor sanitation. So, it is important to create sanitation improvement effort on an ongoing basis. This study aims to analyze implementation process of the Kampung Sanitasi Program as an attempt to address the issue of bad sanitation that occurred in Surakarta city and this policy is cooperation between the Government of Surakarta city and international donor agency. The existence of the network in the implementation process will bring up the various dynamics that can occur in the implementation environment, although the policy can be successfully implemented. As a result, the Kampung Sanitasi Program in the implementation process is made through five stages, namely interpretation of policy objectives, bargaining between the policy makers and implementers, agreement of purpose, allocation of resources and application. Actors that involved in the process are vary, not only from the government but there are also international donor agency, non-governmental organization (NGOs) and communities play in the implementation arena. So, on the process gave rise to various issues from interactions between actors in implementation arena that are the implementers not from government, the existence of a conflict with community, emerged of mass media and its prominent party outside government on the implementation process.

Keywords: Sanitation, Kampung Sanitasi Program, Implementation Process

1. Introduction

Sanitation is a part of the purpose of Sustainable Development Goals (SDGs) and included the 6th goal namely guaranteeing the availability and management of sustainable water and sanitation as a whole (United Nations, 2000). Sanitation is also a fundamental right that must be met by the government, so that the public can enjoy a better life. Improved health and able to improve the well-being and quality of life of the Community (Bappenas, 2015). Water supply and sanitation are associated with increased prosperity, because it is an important sector that affects infant mortality, maternal mortality, environmental hygiene, nutritional value, and others. Therefore, the access type and magnitude of the water supply and sanitation facilities quality available to households or the community determines the quality of life of the community and the potential for poverty alleviation (Muta'aHellandendu, 2012).

In Indonesia, the context of sanitation consist of three things, namely the management of domestic waste, management of solid waste (garbage) and drainage. This is expressed by (Bappenas, 2003 in the White Book of Sanitation, 2011; The World Bank and the AustraliaAid; Portal Indonesia-Sanitation PPSP) describe the management of the three sanitation coverage are first, environment drainage is a system development of watersheds (DAS), handling or drainage of rain and flood hazards, as well as the drainage system arrangement on housing and settlements. Waste water management for domestic (household) is the water the rest of the process of household activities. And waste management are in everyday activities of humans and/or natural processes that shaped solid.

In this case, sanitation especially in waste management became one of the important factors that should be noted for a healthy living environment. Indiscriminate waste disposal and not managed properly, can not only interfere with the balance of the ecosystem but also human health and can contaminate water, soil and air. As described the WHO that sanitation generally refers to the provision of a service to access the human waste disposal, waste water and solid waste that is safe and environmentally friendly. Moreover, sanitation refers to the maintenance of hygienic conditions. Because, bad waste management affects on the lack of hygiene and poor sanitation occurrence, consequently this condition causes the disease such as cholera, dysentery, typhoid, pneumonia, hepatitis A, and skin diseases (World Bank, 2006).

And sanitation problems that occurred in the Surakarta city relates to the high population density, the shortage of open land and agriculture that become residential, trade and education. Facts based on data taken from White Book of Sanitation of Surakarta (2007:15-18) and Local Drinking Water Company (PDAM) of Surakarta City (2015:1), the present conditions of almost all the rivers in the region of Surakarta city polluted.

Laboratory test results show that the four rivers that cross in Surakarta City based on parameters of BOD, COD and copper already surpassed raw quality. Most household waste in disposal (about 89%) further industrial and hospital (11%). Moreover, the increase in population makes the settlement becomes solid and slums as well as shallow groundwater consumed residents already contaminated the bacteria *Escherichia Coli*. As well as a result of excessive groundwater exploitation, household wells became murky and require that community buy water from the peddler though low water quality and the price is expensive.

Some programs in the field of sanitation was held in Surakarta, but there is still the issue of waste and the increasing of population growth have a consequence of the increased to fulfillment of sanitation needs. As major issue then government of Surakarta city creates policy that define main target areas at risk of poor sanitation. Especially who are in the red zone (sanitary conditions) based on the study of Environmental Health Risk Assessment (EHRA). The name of program is Kampung Sanitasi Program as the partnership between the government of Surakarta city and international donor agency. The program provides access to sanitation through the development of infrastructure and adequate of clean water supply for the community.

This study aims to analyze implementation process of the Kampung Sanitasi Program as an effort to addressing of bad sanitation that occurred in Surakarta city. In this case, specifically about the existence of linkages with a network namely international donor agency as international party that involves in the policy implementation process.

2. Literature Review

Public policies are omnipresent in our daily lives and relate to many diverse areas, including defence, education, environmental protection, health care, unemployment benefits, motorway construction, monetary issues and taxes. (Public) policies refer to the output of a political system as it is realized in practice, including the laws, regulations, decisions, plans, programmes and strategies that follow a particular purpose: they are designed to achieve defined goals and present solutions to societal problems (Knill dan Tosun , 2012:14). And as process that done by government, according to Robert Steward into Dwidjowijoto (2008:23) states public policy as a process or a series or pattern of governmental activities or decisions that are design to remedy some public problem, either real or imagined.

Furthermore, implementation is a stage that define the policy relevant and success to generate output dan outcome as planned. Output adalah keluaran kebijakan yang diharapkan dapat muncul sebagai keluaran langsung dari kebijakan. Output can usually be seen within a short time after implementation. Outcomes is the impact of the policy, which is expected to occur after discharge policy output. Outcomes usually measured after discharge policy output or in a long time post implementation (Indiahono, 2009:143). Implementation in principle is a way which policy can achieve its objectives (Nugroho, 2014:657).

In this case, implementation context defined as a process. And to explain the process of the implementation in this study use the theory that advanced by Nakamura dan Smallwood, because the process of implementation related to the bargaining that occurs between policy makers and implementers. According to Nakamura dan Smallwood (1980) this process shows that implementers bargaining with the policy makers on the purpose and/or the way/means used to achieve the policy objectives. The assumption process as follows : (1). Policymakers are formally describe the purpose of the policy; (2). Policy makers and implementers do not necessarily agree (between the two) at the desired destination; (3). Implementing bargain with policy makers, with each other, the goals and the means. The end result of bargaining between policy makers and implementers determined by the resource distribution of power between the two groups, namely: (1). If policymakers hogging the resources of power, they usually can force the executive to implement their policies even if the executive did not like the policy. For example, with a power that can force a way to make an agreement to be able to accept and implement policy objectives; (2). If the resources are relatively evenly distributed power between the two sides, the implementation can be done through compromise bargaining; (3). If the executor hogging resources and do not want to bargain at all, the policy will not be implemented. Three of the final results of each can be described as in the first part, policymakers were able to gather the resources of power to impose their will on the executor. Second, a more equitable distribution of power that resulted in the implementation done by compromise bargain. And finally, the assessors have so much power, which they can refuse to implement the policy. Bargaining relationship between policy makers and implementers can give varying results depending on the resources available power for both groups of policy actors. The distribution of power in this process is also related to the actors involved and between these actors were able to allocate them to bring policy objectives. For example, state actors, non-state (NGOs, interest groups, pressure groups) and the involvement of other parties.

3. Research Method

This study used a qualitative descriptive approach, which describes the process of implementation of the intervention of foreign parties in the implementation process and the factors that influence. The location of research undertaken in Surakarta, Central Java. It is based on the consideration that the City of Surakarta have

sanitation issues particularly waste management, especially at the household level. Surakarta City was selected as the study site because it is an urban area that has a complexity related to poor sanitation. Sources of data in this study there are two derived from primary and secondary data. The primary data through interview obtained from informant and observation. Meanwhile, a source of secondary data obtained from the document. The validity data is using by triangulation with comparing the results of interview from informants and documents or reports with relevant interviews connected to Kampung Sanitasi Program. For data analysis was done with data reduction by reducing the data that are considered not relevant to the issues, data display namely the presentation of data in tables, images that support and conclusion as the final result of a study destination.

4. Result and Discussion

Implementation of Kampung Sanitasi Program in Surakarta City is done by government to address sanitation problem. Because, it is found that daerah kumuh di Kota Surakarta which is divided into several regions is an area that is not liveable and healthy, because it does not comply with the technical requirements of the building. The area is also passed by watersheds which suffered pollution. This situation makes who live in environment will use the potluck facilities, due to the area or region the flowed the river/drainage/irrigation have the potential is used or has been used as a means of daily needs and waste disposal by the local people. This is a situation where they behave is not healthy and clean, if a high population growth not balanced adequate sanitation in a long period, hence the unhealthy habits will continue to be rooted in local community. The Kampung Sanitasi Program is a program in the physical development of sanitation infrastructure such as clean water, communal septic tanks equipped with waste water piping systems and communal sanitary facility as a form of sanitation problems handling efforts through behavior change to create that clean living and improve the quality of people's lives, both individually and in particular groups of people in the neighborhood population settlements, slum and prone to poor sanitation.

Policy implementation is an important stage in the policy. Abidin (2002:185) revealed that the implementation of policies is a very important step in the process of policy. Without the implementation of a policy is merely a document that is not meaningful in the life of society. According to Nakamura and Smallwood (1980) the implementation process is made through five phases of which the interpretation of the policy objectives, bargaining between policy makers and implementers, agreement of purpose, the allocation of resources and applications. Basically, the importance of this analysis is to identify implementation process based on five stages.

First stage is interpretation of policy objectives, there are several activities such as socializing between the government that is Bappeda as leading sectors and SKPD (Government Technical Departments) related to sanitation working group and donor agency to make a deal about purposes of the program. Furthermore, the determination of location as target program through assessment based on criteria and EHRA studies respectively. But, as for the difference of opinion that occur at the time of the determination of location based on the EHRA data which is owned. That is related to the difference of viewpoints about the red zone (areas at risk high sanitation) in Surakarta. That ultimately reach one deal point for location. After that, continue the auction process to decide the third party as implementers and selected NGO to carry out the Kampung Sanitasi Program. The last activity is socialization with the community conducted by government, donor agency and NGO. In the first socialization have occurred conflict with community, because of several reasons such as there is no the sameness of program goals and purpose in terms of sanitation facilities construction, community culture that relates to habits and mindset and the issue about the use of government land for the infrastructure building but claimed belonged to the local community. Provocateur, threats, demos happening in the conflict. And mass media present to make several news about rejection and conflict in the community.

From the above explanation is known that the interpretation is important in the early stages of the implementation process to get one for the same purpose and intent in the form of agreement by the among parties. Because, without the similarity the implementation process will be constrained to proceed to the next stage. The conflict that occurred in the community on the interpretation of a constraint because there is not similarity. Moreover, the community as the most important party in implementation. This is expressed by Nakamura and Smallwood (1980:50) that a beneficiaries is an important strength of the implementation. Where the community is the recipient of the policy that have been made. In addition, the involvement of media in interpretation stage of implementation process which Nakamura and Smallwood has also stated the existence of the role of the media, where the media have great influence in the implementation environment (Nakamura and Smallwood, 1980:63). In addition, conflict that occurred in the community is expressed by Nugroho (2014:37&97) that public policy is a part or the interaction of the political, economic, social and cultural. Public policy is the real form of politics. And understands that public policy as well as a political issue, because the ongoing dynamics of relationships between the various actors.

Second stage is bargaining between the policy makers and implementers. This is a stage which done to resolve conflicts in the community, in which both sides made some way negotiations among the social approach

to give understanding to the public, the replacement of material compensation for land acquisition and calls some people rated as provocateur. Conflict resolution is done by policy makers who governments and donor agencies while as implementer is NGO, according to Nakamura and Smallwood (1980) this indicates that the presence of a balanced distribution of power between the actor to make a deal in determining how to conduct negotiations with the community.

Third stage is agreement of purpose which manufacturing an agreement a commitment of the parties involved to avoid the recurrence of conflicts. There are agreement to make formation of community group, because community also became part of the implementation program. Furthermore, from Government, NGOs and donor agency also make agreement to support implementation of Kampung Sanitasi program.

Fourth stage is resource allocation, some activities make community group and select the management from the community, because the need of human resources from community empowerment aims to encourage related communication and mutual trust within the community and invites to transparent. This is as described by Nakamura and Smallwood (1980) that the importance of the role of community involvement. Then, determine the users on-site sanitation technologies, selecting means of sanitation, preparation of training society (non-technical), preparation of technical design, preparation of the budget. At this stage seen getting least SKPD (Government Technical Departments) that involved and assessment this allocation tend to be implemented by parties outside the government. Besides that, this resources needed explained by Nakamura and Smallwood (1980) that resources has a clear and direct impact on the implementation process. And the fund is the most important resources as the key to moving needs in the policy implementation.

Fifth stage is application, the performance of the Kampung Sanitasi Program conducted by NGO and community get involved. On the application there are two activities that are carried out, namely the construction of sanitary facility (technical) are communal sanitary facility, installation of waste water disposal (IPAL) communal, closet and clean water. And community training (non-technical), namely provides the operation and management about sanitation facility that has been created for community. At this stage occur allocation position, because the control in every progress performance more prominent from the outside government. This condition such as posed Nakamura and Smallwood (1980) that policy implementation also depends on the distribution of resources the power to move other actors to achieve policy objectives.

5. Conclusion

The implementation of Kampung Sanitasi Program can be implemented which is through the five stages of implementation process, they are interpretation of policy objectives, bargaining between the policy makers and implementers, agreement of purpose, allocation of resources and application. However, there is some information found that in the arena implementation can bring a wide range of actors involved to achieve the program objectives. As well as in the process of implementation, each stage is done can bring up issues resulting from interactions between the actors involved. And the imperative of similarity between the actor's perception about the point and goals of the program in the form of mutual agreement. And the most important thing in the process of implementation at the beginning or the end is community as beneficiaries. In addition, in each of these stages have been conducted with several activities, but constraints occur at the stage of interpretation when socializing with community. There is a rejection from the community that they did not want for sanitary construction that carried out in their territory. These conflicts gave rise to the parties whose pro and contra against the program, it also raises issues. In the bargaining stage, namely to attempt negotiations conducted with several ways to resolve conflicts in the community. Then, in the make a deal started with agreement with the community and also the agreement between sectoral and NGO to implementation. In allocation of resources is adequate to support the implementation process of the final application stage until there are no constraints.

6. Recommendation

Related to the emergence of conflicts in the community, the implementation process due to lack of similarity of goal and purpose, hence the need for a more intense socialization and community involvement before policy implemented. It aims to prevent the occurrence of conflict in community, because it also relates to the implementation of the target group. And related to the accepted or whether the policy will be implemented. Moreover, about communication is done through socializing with community gave rise to unrest conflict, hence need an innovation such a socialization, because communication can be the cause of differences of views. The issue of sanitation is also included concerning the mindset and habits of an individual or group, so there must be a clear communication with the delivery that is easily accepted by the community. Related to the tendency of the donor agency role as a international party, so need for the composition of a clearer division of tasks, so then there is no dominance stakeholder. Because, the implementation proces is the political process or the administration that should do by government to carry out the policy in implementation arena.

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