

THE ROLE OF COMMUNITY-BASED WATER MANAGEMENT AGENCY AND VILLAGE REGULATION IN ACHIEVING SUSTAINABLE CLEAN WATER PROGRAM IN CIBADAK VILLAGE – WEST JAVA

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Abstract - Cibadak Village in District of Bogor, West Java has land contour which is mountainous and dried has caused minimum access to water resources. During the dry season, the water supply is minimum which affected in their people's unhealthy lifestyle. There was a Government's Program called WSLIC-2 (Water and Sanitation for Low Income Communities) which use public water tap model and it was free of charge. But it's not sustainable which is some of water pipes were damaged and unfixable. Based on that condition, Center for Political Studies and Community Development/ Pusat Pengkajian Politik dan Pengembangan Masyarakat (P4M) Nasional University initiated a community empowerment program called "Community-based Clean Water Facility Development Program in Cibadak Village". Based on our Participatory Action Research (PAR), there are a few factors which contribute towards the sustainability of the clean water program, i.e: Community participation and contribution, Paid water meter system, Community-based Water Management Agency/Badan Pengelola Air Bersih (BPAB), and Village Regulation. System approach through the development of BPAB and Village Regulation will have a significant impact on the sustainability of the program.

Keywords: Clean Water Program, Community-Based Management Agency, Village Regulation

INTRODUCTION

Cibadak Village is one of the villages categorized as underdeveloped village. This village located near from the capital of Jakarta, in Tanjungsari Sub-district, District of Bogor, West Java Province has a developing village index (*Indeks Desa Membangun/IDM*) of 0,588 (Hamidi, 2015) which places under *Desa Tertinggal* category ($IDM > 0,491 - < 0,599$). The condition of underdevelopment of Cibadak Village caused by many factors such as low education rate, high unemployment rate, high poverty rate and natural condition with minimum access to clean water.

The population of Cibadak Village by the end of 2017 was 5.285 people consisted of 2.648 men and 2.637 women in 1.743 households. In terms of education, majority of the population is primary school graduates or equivalent, approximately 2 thousand people. Intesecond place, 630 drop-outs while junior high and high school graduates made up 10% of the population, higher education graduates including diploma and undergraduate were only 24 people (Profil Desa Cibadak 2017).

The people of Cibadak Village make their living from farming or laborers with uncertain income every month. Farming and plantation include rice and banana. Banana cultivated in Cibadak Village is of *pisang batu* which leaves they sell in the market. The people of Cibadak Village are traders, crafters and builders. Other than the above mentioned occupations, the people of Cibadak have no other alternatives to develop their economy since their social environment does not support them to work or develop their skills. Besides, in general they have insufficient entrepreneurship skills. The problem of school drop-outs amongst school-age children has also added to the complexity of the social problems in the village.

Due to its land contour which is mountainous and dried has caused minimum access to water resources. Irrigation system in Cibadak is more for rice fields supported by dam with limited supply of

water. The irrigation dam itself functions to irrigate the rice fields during the rainy season only. During the dry season, the water supply is minimum which affected in their people's unhealthy lifestyle.

Prior to this, there was an effort by the Government to tackle the clean water problem in Cibadak through WSLIC-2 (Water and Sanitation for Low Income Communities) a program initiated by the Ministry of Health and the World Bank which also implemented in Cibadak Village through clean water facility using public water tap model and it was free of charge. Unfortunately in 2015, some of water pipes were damaged and unfixable. As a result, the program was abandoned and failed to create independence of the community in Cibadak Village. Considering the lack of clean water which is the key factor of various problems in the village, *Pusat Pengkajian Politikdan Pengembangan Masyarakat (P4M) Universitas Nasional* which is a research institute at university level, initiated a community empowerment program called "Community-based Clean Water Facility Development Program in Cibadak Village, Tanjungsari Sub-district, District of Bogor, West Java".

METHOD

Research design used in this research is the Participatory Action Research (PAR) which emphasizes on three dimensions: participation in the social life of the community, assistance/support towards the social change of the community, and the research which is capable of producing a concept and theory (Chevalier and Buckles, 2013). This method requires a good structured participation intended to achieve social and political processes of the local community as the final product. Therefore this research will combine social research, knowledge transformation, political education and political action. The strength of this method is the intense involvement of the community, or in other word, the community as the subject of the research.

The research conducted in the first year in 2018 took place within 10 months from March through December 2018. The location where the research was conducted took place in Cibadak Village, Tanjungsari Sub-district, District of Bogor, West Java Province. In order to achieve the policy output target in the form of Village Regulation on Community-based Clean Water Facility Management in Cibadak Village, the stages of the research in 2018 is intended to identify political dynamics in the process of developing Village Regulation with the final target to develop Village Regulation on Community-based Clean Water Facility Management. There are elements which became the focus of observation at this stage, such as political dynamic processes in the development of Village Regulation and political communication of the Village Head, relationship between the Village Head and BPD as well as the conditions of village community participation.

The techniques of data collection therefore consist of: (1) Observation Participation was conducted between March and August 2018 by conducting observation and providing support to BPAB in managing clean water facility; (2) Focus Group Discussion (FGD) was conducted on 7 August 2018 in Cibadak Village office. This activity was attended by some village community leader from the Village Consultative Agency (*Badan Permusyawaratan Desa/BPD*); (3) In-depth interview was conducted to the community village leaders who were aware of the clean water facility program consisted of the Clean Water Management Agency (*Badan Pengelola Air Bersih/BPAB*), program facilitators and Cibadak Village Secretary; (4) Assistance from the research team in the development of Village Regulations was provided throughout the development process of the Village Regulation (*Peraturan Desa/ Perdes*), including discussions on main materials of regulation design (*Rancangan Peraturan Desa/Raperdes*), submission of Raperdes to BPD and endorsement of Raperdes into Perdes; (5) Literature review was conducted by reviewing the relevant documents particularly official documents of Cibadak Village including village profile and relevant literature books and journals. All the data were well collected through participation observations, in-depth interviews, FGDs and documents' studies, which were then processed through data sorting and data reduction, and categorized according to research concepts and theories. From these categories, we found the connection to draw a summary of this research.

RESULT AND DISCUSSION

Cibadak Village has implemented direct election long before the Village Law existed, although in practice its formal leadership is still traditionally running. The appointment of village leader has been tarnished with nepotism, friendship and family networks within the previous political leaders and village leaders. This condition was worse by money politic which is reflected by a terminology they invented: *Misdokber* (*amis, medok, leber*) that literally means that every candidate of village heads and their cadres should be prepared to host their prospective voters every day, even if it is merely to talk with them without any cost. They even went to that extent where they seized the votes from the sick villagers.

The concept of democracy in community which has developed prior to the reformation era is understood as a collective action which is derived from certain social political basis. This is caused by a political system which does not provide space for individual aspirations. Aspirations which are attended to then became input are interests which have been articulated and aggregated through particular groups, such as interest groups, pressure groups or political parties. Since then, there has been a shift, in line with democratization and decentralization, reviews on the roles of actors in the local democratic processes are significant. This has happened due to two reasons, first, in relation to the local political culture, actors are agents of culture. In one hand, actors are successors of the values of political culture which have grown and developed within the local context. On the other hand, actors are also creators of culture where the behavior or political actors influence the change and sustainability of the values of local political culture.

In other words, the role of actors is one of the important keys of the success of democracy since the behaviour of the actors and the policy they produced have important meaning and will influence the consolidation of democracy. Second, in relation to democracy, political transition processes which occurred in Indonesia within the past ten years have provided opportunity as well as placing the actors both at national or local level (Zuhro, 2009: 2). Study on the roles of actors is considered crucial because through this study we can observe the struggle amongst actors in deciding as to whether the democratic process will come from above, bottom or middle (Zuhro, 2009: 17).

When the elites are associated with local democracy, current reviews were conducted to observe the relationship amongst local elites to gain power. Or in other words, the researchers nowadays focus more on local political elites who compete with each other in the struggle for power. So that the conclusion drawn from these studies is democracy has failed, whereby local democracy and decentralization have shifted into elite oligarchy (Mariana dan Pascarina, 2007: 13). While the success of local democracy in general is derived from the leaders has not been researched. The success of a leader in changing the mind set of his community towards a better condition, growing motivation, encouraging productivity, protecting the environment and health, enforcing discipline and developing self-pride and responsibility on their village, among others by making their village a tourist destination. One of the ways to change the face of their village is government policy that provides Village Fund. The Village Fund is used to build roads, bridges, markets, BUMDes, water reservoirs, irrigations, sport facilities and boat docks.

Within local context, the elites are divided into two categories, local political elites and local non-political elites as Nurhasim (2005:12-13) explained in below categorizations: (1) *Local Political Elites* are people who hold political positions (power) in executive or legislative chambers, elected through general election and democratic political process at local level. They hold high political positions at local level which develop and implement political policies. Political elites in this category consist of Governors, Regents, Mayors, and Heads of the Parliament, members of the Parliaments as well as Political Party leaders; (2) *Local Non Political Elites* are people who hold strategic positions and have influence to govern other people within the community. These non-political elites consist of religious elites, organization, youth and profession elites and many others.

The difference between these two types of local elites besides to differentiate their scopes of work, may provide us with explanation concerning the relationship amongst political elites and community elites in the election process of district heads at local level. This relationship which has been researched more is the conflict type. In Cibadak Village, the leaders are still traditional by definition and criteria which determine as to whether someone is worthy to become a leader. The mechanism of selection of leaders and performance assessment of a leader involve good or bad, right or wrong, proper

or inappropriate etc. Poverty affects people in the selection pattern of their leaders. The money they put and the games they play determine who will win the election. Kinship is necessary to build trust for the candidates to try their luck to become the local government apparatus. Resourcing to shaman or paranormal in the election was also found.

Resourcing to paranormal in political contestation apart from spiritual belief is also a legitimacy of power the head of village candidate holds. Poverty in Cibadak Village created poverty culture. Oscar Lewis in Suparlan (1984) stated that one of characteristics of poverty culture is ineffectiveness of participation and integration of the poor in the main community institutions, which resulted in fear and suspicion. '*Gotong royong*' culture still exists although not implemented as its original philosophy. *Gotong royong* mentioned here is similar to a paid work. One of positive tones on leadership in this village is that there are still many leaders, community leaders, non political elites who still want to motivate, work and become the role models for the community. They are the key success of the development of the Community Based Clean Water Facility which is initiated from outside the village. They quite understood that its basic needs should be protected by law: village regulation. Non political elites are also actively involved and play significant roles in the election process of the village head since Cibadak Village became autonomous separated from Sukarasa Village. Although majority of them have relationship with the candidates.

In the process of formulating the village regulation, the roles of BPD did not work as it should. The Ministry of Internal Affairs Regulations No. 111 of 2014 on Technical Guideline of Regulations in the Village, stipulated that the process of formulating a *Perdes* (regulation) should start with a *Raperdes* (design regulation) which is an initiative of the Village Government. After which the *Raperdes* will be discussed in a village deliberation participated by the Village Government, BPD and other community elements. This *Raperdes* must be socialized to the village community to gather input and aspiration. After deliberation, *Perdes* will be endorsed by the Village Head. However in practice, the process of formulating the village head is being taken over by the Village Secretary who forms the village regulation, submit it to BPD to have the endorsement. Sometimes it is only a notification. The village regulation after that should be submitted to the Village Head for signing.

Members of BPD have never expressed their objections concerning the mechanism practices implemented in the formulation process of the village regulation. They seemed to be comfortable in the condition of this responsibility take-over and legislation function by the Village Secretary. They believed that the Village Secretary is a person with more experience and understand the complexity of the language in the village regulation.

In summary, democratization efforts in Cibadak Village in the formulation process of village regulation have not been realized as the Village Head through his Village Secretary are still dominating the authority in the formulation of the village regulation which should have been discussed together with BPD.

Progress of the Clean Water Facility Development Program

The clean water facility development program in Cibadak Village was initiated by P4M-UNAS since 2015. That time, Law No. 6 of 2014 regarding Villages has just been formalized. This has prompted a university-level research institute with attention to local politics, interested in developing a program for village community. Considering distance and accessibility to the nearest village, 3 villages in Tanjungsari Sub-district were selected as program targets, which are Cibadak, Sukarasa and Selawangi.

On 29 July 2015, P4M UNAS has conducted a Focus Group Discussion (FGD) to gather problems, potentials, requirements and input for the planned program in the 3 villages. One of problems arising during the FGD was clean water facility. Taking this into consideration, P4M then designed the program and worked together with WIN Development, an NGO specialized in water and sanitation. Next was to conduct water potential survey and technical feasibility during November to December 2015. In this activity, P4M Universitas Nasional working together with WIN Development and village community members searched for water resources in Sungging Mountain areas. From the survey, 3 water resources were found in Sungging Mountain.

In addition, water pipe line measurement was also conducted to determine positions to construct the dividing tank, pressure release tank and reservoir tank. The results of this activity were image of topography and the equipment requirements as well as expense estimation. The result of water potential

and technical feasibility will be the basis of the development of the proposal. After going through a long process starting from establishing understanding with the District Government of Bogor and the governments of the three villages, it was finally decided to conduct the clean water facility development program in Cibadak Village as a pilot project. It was not easy to convince the village government to implement a program which is not funded by the central government or international donor institutions. This is the challenge for P4M-UNAS to convince the community members.

After the proposal was developed, the next step was find partners to support the program. The P4M-UNAS team has sent the proposal to various parties including government agencies, donors and private companies. The team has also presented the program before various parties to explain details of this program during the course of 2016 to 2017. One of activities conducted was program presentation to the District Government of Bogor through Community and Village Government Empowerment Agency (*Badan Pemberdayaan Masyarakat dan Pemerintah Desa/BPMPD*). As a result, a Memorandum of Understanding (MoU) between Universitas Nasional and the District Government of Bogor was signed on 23 February 2016. Various efforts conducted by P4M-UNAS team to form partnership with various parties have finally produced results. There were two companies which are interested in assisting the program. PT Wahana Duta Jaya Rucika will provide assistance in the forms of water pipes and accessories and PT Bangun Panca Sarana Abadi (BPSA) will provide fund assistance to build physical facilities such as reservoir tank and dividing tank.

The development process began with the discussions between the village government and the village community to explain about the program. These series of discussions were conducted to reach an agreement. One of the principal values of the program is that the program requires participation and active involvement of the community members in the development process. To encourage the participation of the community, P4M-UNAS team has conducted a few meetings with the people of Cibadak facilitated by the Village Government of Cibadak. During these meetings, P4M-UNAS together with WIN Development described the program plan after which the team facilitated discussions with village members and village government officials to encourage their participation and contribution in the development of the clean water facility. Below are the agreed principals of the clean water facility development program: (1) Community is required to participate and contribute in the process of the clean water facility development; (2) The clean water management institution should be community-based with from community members of Cibadak Village; (3) All decisions such as community contribution fee, meter system, expenses per cubic water, payment system should be conducted through discussion and deliberation; (4) Village Government is required to support the program through village policies and regulations.

After a few deliberations, it was agreed that the contribution of the village community towards the clean water facility development program will be in the form of labor and contribution fee for meals during the construction process. It was agreed that the contribution from the community is Rp75,000 per house hold. In addition, the Village Government will also contribute some funds towards physical facility development. The items of agreement were stipulated in the MoU between P4M-UNAS and the Village Government of Cibadak on 22 September 2017. It was also agreed that the clean water management system will use house connection meter system. This system is considered fair and can minimize social problems which may rise in the community. The Committee of the Clean Water Development (*Panitia Pembangunan Air Bersih/PPAB* from village community was established. After reaching an agreement between community contribution and village government, the PPAB Development Committee assisted by P4M-UNAS facilitators then designed the development schedule and prepared the construction. The construction process of the clean water facility was commenced on 15 October 2017. One facilitator named Dekdek (50) was assigned by P4M-UNAS to assist the development committee.

The construction process started with the construction of the broncapturing in two water springs which functions to hold the water within the spring to keep it from running through other areas and to keep the spring clean. After the construction of the broncapturing, the reservoir tank was built and the dividing tank with 80 meters distance from the broncapturing. The dividing tank was built in 3 block partitions which functions to collect and filter the water. Once the dividing tank was completed, the pressure release tank was built which functions to reduce due to differences in height. The final physical facility built was the main reservoir which capacity of holding 22.000 liters of water. The main reservoir tank is located in Belender sub-village capable of providing clean water to two other villages which are

Rawasadang Village and Sagatan Village covering 225 house connections (*Sambungan Rumah/SR*). The water pipe which runs through Sukasabar Village covers 42 SRs, including Tegalaja Village. The reservoir tank located in Sukasabar Village was built by the community village themselves. After physical facilities were built, the development committee started the installation process of the water pipes. The next process is the installation of the meter boxes to houses. To install the meter boxes, the community should register and pay for the installation fee and installment of the meter box. The installation was conducted by the BPAB managers. During the construction process, P4M UNAS facilitators have also encouraged for the establishment of the Clean Water Management Agency (*Badan Pengelola Air Bersih/BPAB*). This agency will develop the clean water management system. Based on the discussion with the development committee and the consultation with the village government, it was agreed to appoint the following names as the managers of BPAB Tutugan Gunung Sungging Desa Cibadak:

Table 1. BPAB Managers of Tutugan Gunung Sungging Cibadak Village

No	Position in BPAB	Name
1.	Head	Ence
2.	Treasurer	Imat
3.	Administration Division	Eka
4.	Technical Division	Baden, Enceh, Dayat
5.	Security Division	Hasan

The first activity conducted by the management of BPAB was conducting comparative study visit to Kiara Sari Village, Cigudeg Sub-district, District of Bogor on 21 January 2018. Facilitated by the P4M UNAS and WIN Development teams, the BPAB managers discussed the meter system being implemented by the management of clean water facility in Kiara Sari Village. After all physical facilities were built, Community-based Clean Water Facility Program was officially commenced on 15 February 2018. At the same time the BPAB managers were also officially appointed. Appointment document was read by *Camat* Tanjungsari, Drs. Ahmad Kosasih.

Efforts to Create Program's Sustainability

From steps and efforts conducted by P4M-UNAS in achieving the clean water facility program in Cibadak Village, there are a few factors which contribute towards the sustainability of the clean water program, as follows:

Community Participation and Contribution. Since the beginning of the implementation of the program, the team has patiently asked community members to participate and contribute. This has been continuously socialized in every meeting with community members. P4M-UNAS believed that if community members do not participate or contribute during the development process, it will reduce the spirit of belonging. Participation and contribution of the community can be in the forms of labors, meals and drinks, money contribution and goods. *Paid Water Meter System.* Learning for other villages' experience and the WSLIC-2 program which failed to develop program sustainability, this clean water facility program initiated by P4M-UNAS was designed to utilize water meter system and payable. Through water meter system, the water usage will be controlled and measured creating sense of fairness within the village community.

Development of Community-based BPAB. One of problems which often occurred in the clean water facility program is the management and maintenance of the existing facilities. Therefore the existence of Clean Water Management Agency (*Badan Pengelola Air Bersih/BPAB*) is imperative. This agency is responsible for implementing clean water management which includes registration, installation of the meters, collection of contribution and the maintenance of water resources. Most importantly, the people who are managing the agency. The P4M-UNAS observed that community participation is a major social capital to achieve program's sustainability. The managers of the clean water management agency, hence should be based on the community. The involvement of village government apparatus in the BPAB should be minimized, at least as mentors of advisors while the main managers are the village community. Therefore it is expected to encourage community's independence to develop this agency in the future.

Development of Village Regulations. In order to have the clean water management system work continuously, it is necessary to develop a clean water facility management system. This system will be embodied into a written regulation in the form Village Regulation. Therefore the role of the Village Government is crucial. The Village Government in this matter is the Village Head and the Village Consultative Agency (*Badan Permusyawaratan Desa/BPD*) which function as regulators and protectors to the sustainability of the clean water facility program. Regulations as stipulated in the Village Regulations should derive from the aspirations of the village community members through consultative forum at village level. There are a few matters which need to be regulated in the Village Regulations regarding the management of clean water facility, such as duties and responsibilities of BPAB, registration mechanism, meter recording mechanism, expenses and sanctions against violations.

CONCLUSION

During the process provided to the BPAB Cibadak Village, both in the development of facilities and the strengthening of BPAB institution, obstacles and challenges were found, as follows:

Culture of Poverty. Poverty in Cibadak Village has created a culture of poverty. Oscar Lewis in Suparlan (1984) stated that one of characteristics of the culture of poverty is the less effectiveness of participation and integration of the poor into community's main institutions which leads to feelings of fear, suspicion, apathetic and breakup (Suparlan, 1984). These conditions were found by P4M-UNAS during the project implementation.

Village Head Leadership. The role of the Village Head is still dominant, affecting the lives of the village community. Village Head who lacks attention and support to the program will also weaken the spirit of voluntary of the village community members to participate in the program. It is therefore, necessary to conduct specific approaches so that the Village Head will give his support to the program.

Learning from our own experience in implementing the community-based clean water facility development program in Cibadak Village, Tanjungsari Subdistrict, District of Bogor, we may draw a conclusion that a system approach through the development of BPAB and Village Regulations will have a significant impact on the sustainability of the program. The system being developed should be community-based which is implemented through deliberations in the decision making process as well as participation and contribution of community members in the program.

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