

Community Participation in Community-Based Drinking and Sanitation Programme

(Study in the Village of Bandung Jaya Kaba Wetan District Kepahyang Bengkulu Province)

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Abstract:- This research aims to identify form and level of community's participation in the Pamsimas programme in Bandung Jaya village as a belonging to the community and can be managed sustainably. The research's data were collected by interviewing community's members, BP-SPAMS councils, the village councils and board members of the Kepahyang district PMD. Documents study included documenting village regulations, Pamsimas administration book such as guest book, member book and Note of BP-SPAMS Mandiri Jaya Financial Statement. The result showed that the most dominant type of community's participation was manpower manifested in mutual cooperation activities and ideas/notions outlined in community's meeting. In addition, the community also participated in the form of materials and funds. The level of the participation of the community of Bandung Jaya village in Pamsimas programme are considered high. In the initiation and planning phase of the programme, the community's participation was in the shared control level and in the implementation, supervision and maintenance phase, the community's participation was in the full control level. The result of this research provided contribution in effort to increase the success of Pamsimas through the community's participation.

Keywords:- Participation, Pamsimas, Bandung Jaya, Clean Water.

I. INTRODUCTION

The national development program 'Universal Access to Water and Sanitation' stipulates that Indonesia in 2019 can provide safe drinking water and proper sanitation services for all Indonesians (RPJMN, 2014; Bappenas, 2015). Until 2017, households that have access to new sources of drinking water are available to 72.04% of the total population of Indonesia, while households that have access to new decent sanitation are available for 67.89% of the total population of Indonesia (BPS, 2017). The Community-Based Water Supply and Sanitation Program (Pamsimas) has become one of the national flagship programs (Central and Regional Governments) to increase rural population access to adequate water and sanitation facilities with a community-based approach. The Pamsimas program aims to improve access to drinking water and sanitation services for the poor, rural and urban suburbs as well as improve clean and healthy living values and

behavior through community empowerment (Pamsimas, 2016).

Development through community empowerment is a model of human centered development which emphasizes that development is not only increasing economic growth and national income and fulfilling basic needs of the community, but also in efforts to improve the quality of human beings in order to increase participation significantly in various life activities to encourage the creation of high-value productive activities (Muslim, 2007). The participation approach places the community as the party who knows best about what is good for the community itself. Political decisions made and implemented by the government concern and influence the lives of citizens so that the community has the right to participate in determining a decision (Wijayanti and Sariffuddin, 2014 in Adi and Rahdriawan, 2016).

Bengkulu Province became a participant in the Pamsimas II program which was held in 2013 until 2015 and continued to the Pamsimas III program which began from 2016 to 2019. The program is spread in 9 districts. South Bengkulu Regency, Kaur, Rejang Lebong and Kepahiang were included in the Pamsimas II program while Bengkulu Utara, Lebong, Seluma, Mukomuko and Bengkulu Tengah Districts were included in the Pamsimas III program (Cipta Karya, 2019). Until 2017, in Bengkulu Province there were 217 village locations implementing the Pamsimas program. Kepahyang Regency is the district with the largest number of villages receiving the Pamsimas program, namely as many as 22 villages where one of the villages is Bandung Jaya Village which is able to manage the Pamsimas program in a sustainable manner.

Desa Bandung Jaya is based on the 2015 village program sustainability data with the December 2018 reporting period sourced from the Community Based Water Supply and Sanitation Information System (Cipta Karya, 2019), which is still active with access to adequate drinking water facilities, namely 100% and healthy toilet access is also 100% of the total population. The data is much improved compared to the data in 2015 when the Pamsimas program was proposed, which was only 73% of the total population of the village who had access to healthy latrines. Besides that, in Bandung Jaya Village there were open defecation habits before the Pamsimas program was implemented.

Pamsimas requires community involvement from planning, implementation and supervision to maintenance. Failure in the implementation of projects where the community is placed as an object of development has resulted in the community not feeling ownership. The role of participation was marginalized by the top down planning policy so that in turn many of the facilities and infrastructure built were damaged before their time and were not maintained by the community. The study of community participation in pamsimas has been carried out before. Meithasari and Ari (2016) examined the failure of BP-SPAMS in Kebongulo Village, Musuk District, Boyolali District to indicate that Pamsimas in the village had not been able to increase community capacity and local institutions. The community is only the recipient of a program where there is no community involvement in making proposals for the plan to meet needs. Likewise, Faza and Suwiti (2017) Pamsimas in Tegal Regency, Central Java, are still having problems in several aspects due to the lack of communication between the implementing organization and the beneficiaries so that the success of pamsimas has not been found. In contrast to

previous research this study aims to identify the form and level of community participation in the Pamsimas program in Bandung Jaya Village so that Pamsimas belongs to the community and can be managed sustainably.

II. METHOD

The study was conducted in Bandung Jaya Village, Kaba Wetan Subdistrict, Kepahyang Regency, Bengkulu Province with consideration of Bandung Jaya village as a village that achieves a 2016 ODF (Open Defecation Free) certificate and Bengkulu Province rank I Bakhti Gotong Royong Month in 2018. Research this uses a qualitative approach. Techniques for collecting data through interviews and document review. The research data was collected through interviews with community parties, BP-SPAMS administrators, village government and PMD district officials in Kepahyang. Review documents such as village regulation documentation, Pamsimas administration books such as guest books, member books and BP-SPAMS Mandiri Jaya financial records.



Fig 1:- Continuum of Local Institutions, by Sector (Uphoff, 1992)

Refer to the opinion of Uphoff (1992) about local institutions where community participation studied covers 2 (two) sectors, namely the public sector and the participation sector. In both sectors the form and level of participation of the people of Bandung Jaya Village were analyzed. Forms of community participation can be: a) mind, b) energy, c) expertise, d) goods and e) money. This form of community participation is carried out in various ways, namely; a) consultation, usually in the form of services, b) spontaneous contributions in the form of money and goods, c) establishing projects that are independent and funded by the community themselves, e) contributions in the form of work, f) mass action, g) holding development in the family and h) building autonomous community projects (Surotinojo, 2009).

The level of participation for each individual (group member) can be measured through membership in the organization or institution, attendance in meetings held, donations / contributions provided, membership in the management, activities followed in the planned program stage, activeness in discussions at each meeting held (Surotinojo, 2009).

Stages of activities are a series of sequential and interrelated activities. The relationship between stages and levels of community participation in Pamsimas through sector analysis can be seen in Figure 2. Categorization is divided into 3 (three), namely low, sufficient and high.

Low categories include no (none) to indirect (indirect) participation, adequate categories include consultative

(consultative) and high categories of participation including shared control and full control.

← Stage →

		Stages Of The Project and Program				
Level Of Participation	Category	Initiative	Plan	Design	Implementation	Maintenance
1. None	Low					
2. Indirect						
3. Consultative	Enough					
4. Shared Control						
5. Full Control	High					

Fig 2:- Levels of Participation and Stages of the Program (adaptation from Hamdi and Goethert, in Surotinojo, 2009)

III. RESULTS AND DISCUSSION

➤ *Participatory Form*

The form of participation shown by the community at the initiation stage is the understanding of the community's good Pamsimas program. This was also supported by the interviews of all BP-SPAMS Mandiri Jaya administrators (Figure 3), community leaders and Village Heads who

stated that the Pamsimas program was preceded by socialization activities from relevant agencies, both from the sub-district and district levels. Through a multi-tiered deliberation forum, starting from hamlet 1 to hamlet 4, it later became the village's decision on how the ideas and ideas of the community could fulfill the need for drinking water / clean water.



Fig 3:- Review of the organization and interviews with the management of BP-SPAMS Mandiri Jaya and review of the conditions of the Pamsimas infrastructure that are still well maintained.

The form of community participation at the planning stage begins with the involvement of the community at the type of facility to be constructed. Community involvement is also evidenced by the existence of a unanimous voice in planning the right technological options according to people's choices and consideration of technical feasibility. The piping system as a technology option was agreed upon by all communities as a form of community participation in determining the types of facilities to be built. Besides the agreement on technology options, the community is also continuously involved in determining the zero point where it will be used for the construction of physical construction, which is a divider / reservoir that requires 2 (two) 6x7 m² land. The land used for the purpose of constructing drinking water facilities in the Pamsimas program in this village is purely unknown compensation. The activity of the community in the process of determining the location of development always puts the opinion of the deliberation as the highest decision.

The form of participation carried out by the Bandung Jaya village community at the implementation stage is a description of activities that show the characteristic of mutual cooperation as a village community power. The manifestation of community participation in the form of mutual cooperation is evidenced by the involvement of all components of the village population. Regularly scheduled work together. The division of time and location is applied through alternating systems. Villages that consist of 4 hamlets in an agreement through village meetings determine the categorization of mutual cooperation. Mutual cooperation for parents, charisma and children. Especially for charisma and children are given responsibility for solid waste cooperation. So if the total implementation of mutual cooperation is converted with the week gained on average every week mutual cooperation is carried out. From the types of activities, community participation in mutual cooperation is divided into mutual cooperation to build connections to households, work together in the installation of pipelines and mutual cooperation in the construction of

large tanks / dividers / collectors whose labor comes from villagers without compensation. The form of community participation at the supervision stage from the results of the research shows that the supervision carried out by the community is quite varied. Most of the active community to conduct supervision in the distribution of water to each household, some actively supervise the condition of the reservoir and some people are directly involved in monitoring the pipeline network conditions.

To ensure the sustainability of the Pamsimas program, especially in terms of utilizing the facilities and infrastructure that have been built and to ensure that the needs of drinking water and environmental sanitation in Bandung Jaya village can take place continuously and rely on community strength, the form or form of community participation is proven by being involved all family heads become members of BP-SPAMS Mandiri Jaya. The independence of the community for Pamsimas also stated that all family heads were willing to give contributions regularly every month amounting to 10,000 rupiahs where the direct deposit system was handed over to the BP-SPAMS management Mandiri Jaya where money was collected through recitations group meetings or deposited directly with administrators through the treasurer. From the results of the financial receipts it is used for maintenance if there is damage in addition to network development. Through the inclusion of village funds in 2018 BP-SPAMS Mandiri Jaya received an injection of funds of 10,000,000 rupiah used for the purchase and installation of water meters. In the same year as community self-help, Bandung Jaya rebuilt 2 Water Reservoirs with a total fund of Rp.50,000,000.

The form of Bandung Jaya village community participation in Pamsimas is summarized in Table 1. The most dominant form of participation is the energy that is manifested in mutual cooperation activities and ideas / ideas as outlined in community meetings.

Stages of Pamsimas	Form of Participation
Initiation stage	Attendance at socialization
	Understanding of the Pamsimas program
Planning Phase	Deliberations of the types of facilities to be built
	Deliberation to determine the construction site
	Land for making reservoirs
Implementation Phase	Cooperate with Home Connections
	Mutual Assistance for the Construction of Reservoirs / Dividers
	Mutual Cooperation Unit
Supervision Stage	Supervision of Reservoirs
	Piping operational supervision
	Water distribution arrangements to households
Maintenance Phase	Become a KKM member
	Willingness to provide contributions

Table 1:- Forms of Bandung Jaya Village Community Participation in Accordance With the Stages

❖ *Participatory Level*

➤ *Initiation stage*

At the beginning of the Pamsimas activity, the BP-SPAMS institution was formed by mentoring village facilitators from government / cadre elements. In carrying out its duties and functions, BP-SPAMS which has an organizational structure of a chairperson, secretary, treasurer and assisted by a technical team, supervisory team, operational complaints team activities are managed in an orderly manner. In the program initiation stage, community participation is at the level of shared control. In this stage the community formed a Self-Help Group (KSM) or BP-SPAMS organization that was prepared to manage the Pamsimas development funds, so that the community and the government (outsiders) interacted and were jointly involved in decision making.

➤ *Planning Phase*

In the planning stage, starting at the process of deliberation on the type of facilities to be built, deliberation on determining the construction site, as well as the contribution of land for making reservoirs, the role and participation of the community are at the level of shared control. The role of the government and facilitator as an outsider is still important enough to direct and assist in the planning processes, so that the community and the

government interact with each other and jointly engage in decision making.

➤ *Implementation Phase*

In the implementation phase, the level of community participation is at the highest level, namely the level of full control. Determining the level of full control at the stage of program implementation is based on the fact that in this process the community dominates all activities and decision making. The role of the local government and facilitator as an outsider is only enough to make observations or give something technically helpful when needed.

➤ *Supervision Stage*

In the supervision phase, the level of community participation is at the highest level, namely the level of full control. Determining the level of full control at the program supervision stage is the same as the implementation stage, which is based on the fact that the community dominates all activities and decision making.

➤ *Maintenance Phase*

In the maintenance phase, the level of community participation is also at the highest level, namely the level of full control due to the fact that the community dominates all activities and decision making.

Participation Level	Initiation	Planning	Implementation	Supervision	Maintenance
There is no					
Indirect					
Consultative					
Joint Control	V	V			
Full Control			V	V	V

Table 2:- The level of community participation in Bandung Jaya Village in the Pamsimas stage

Bandung Jaya Village, Kaba Wetan Subdistrict, Kepahyang Regency, Bengkulu Province is a village located in the hills and directly adjacent to a protected forest. Bandung Jaya Village has a population of 537 people with 134 families. Bandung Jaya Village is led by a female village head named Supriyanti. Initially the sanitation conditions and the environment of the Bandung Jaya village, especially the living behavior of the community, did not use the latrine as a whole, namely there were 20 heads of households who did not have latrines and 20 family heads in latrines damaged This condition is exacerbated by defecation habits carried out in the back garden of houses and ponds for houses that have fish ponds.

Along with the inclusion of the Pamsimas program, in 2015 the strengths and initiatives of the community, through the decision of the community consultation, carried out the construction of family latrines independently of 20 families with arisan patterns. Besides that, every family head in cash contributes Rp. 75,000 and in kind in the form of labor, so that in total the calculation in 2015 of Pamsimas assets in the village is 210 million rupiah.

In line with this, 2 (two) tanks of water reservoirs were drained from a spring with a piping system with a distance of up to 3 km from the source of the spring to the village. Through the Pamsimas program the entire population has taken advantage of clean water as a whole which can be realized because of the combination of the availability of programs from the government and community participation to meet the needs of clean water independently.

Interviews with community leaders and with BP Jaya SPAMS / Mandiri Self-Help Groups (KSM) and Pamsimas recipient communities, a form of participation carried out by the Bandung Jaya village community is an illustration of activities that characterize mutual cooperation as a village community power. From the zero-point process, namely the establishment of the location of the construction of a large reservoir of water from a spring, distribution of water to the household of the villagers, including management of community contributions which is Rp 10,000 per month per head of household, the whole is carried out for citizen participation concern for programs managed through BP-SPAMS Mandiri Jaya.

The Pamsimas program in Desa Bandung Jaya for a period of 5 years (2015-2019) is integrated into the Village Medium-Term Development Plan (RPJMDesa) while ensuring that this program will become a sustainable program. The regulation is the result of a community consultation agreement that regulates that this program can continue. The Pamsimas program in Bandung Jaya Village is able to authentically realize this. This is evidenced by the positive intention and enthusiasm of the community to uphold the rules in utilizing, maintaining, and developing advice on infrastructure that has been built. The real manifestation produced by Desa Bandung Jaya is the issuance of the Village Regulation (Perdes) Number 10 of 2015 concerning Village Regulations for the Devices and Communities of the Village of Bandung Jaya and Customary Provisions and Indigenous Sanctions. The rules regarding Pamsimas are contained in Chapter I point D.

BP-SPAMS Mandiri Jaya has produced several planning and program implementation documents including:

- Medium-Term Plan for Water Supply, Health and Sanitation (PJM-Pro-AKSI) Program in Bandung Jaya Village;
- Book member of BP-SPAMS Mandiri Jaya, Desa Bandung Jaya;
- BP-SPAMS Mandiri Jaya Daily Cashbook, Desa Bandung Jaya;
- Help Books for Monthly Contributions to BP-SPAMS Mandiri Jaya, Bandung Jaya Village.

The form and level of participation of the Bandung Jaya Village community are important learning for all parties. Participation is built from a process that is not easy and simple. Integrating the interests of the community that can be accommodated in the village planning mechanism (Village RPJM) and consistency in realizing the budget through the inclusion of Village Funds is a difficult thing for every village to do. Facilitators play a role in the success of community-based programs. Villages and communities need special knowledge and skills in managing the sustainability of the facilities and infrastructure that have been built, including skills for managing finances, technical knowledge for water quality care, and training for communities and village officials in processing drinking water into bottled water businesses that can become a source of village income. With the existence of these skills training, in turn villages as an autonomous unit of government are able to create one of the sources of village income originating from village businesses with the driving force of community participation.

IV. CONCLUSION

The form of community participation in Bandung Jaya Village, Kaba Wetan Subdistrict, Kepahyang Regency, Bengkulu Province is the most dominant force that is manifested in mutual cooperation activities and ideas / ideas as outlined in community meetings. In addition, participation is also found in the form of material and money.

The level of participation of the Bandung Jaya Village community in the Pamsimas program is high. In the stage of the initiation program and planning stage, community participation is at the level of shared control, in the stages of implementation, supervision and maintenance, community participation at the level of full control.

The form and level of participation of the Bandung Jaya Village community is an important learning for all parties considering that participation is built from a process that is not easy and simple. Pamsimas can proceed in a sustainable manner thanks to the participation of the people who place the decisions of the community deliberations as the foundation for village development under the auspices of village regulations.

The role of the Bengkulu Provincial Government and the Regency Government in facilitating the development phase of the Pamsimas program in the form of training for village apparatus HR and technical personnel managing BP-SPAM facilities should be a priority scale. Village communities need technical training such as drinking water packaging methods so that the village is expected to have its own drinking water packaging business as a form of village income.

The success of Pamsimas in Bandung Jaya Village, Kaba Wetan Subdistrict, Kepahyang Regency, Bengkulu Province needs to be reviewed as one of the success models of Pamsimas in Indonesia.

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