Water Supply and Sanitation: Problems on Community Empowerment Based Program in Indragiri Hulu, Indonesia

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Abstract. The study discusses about Community Empowerment on Water Supply and Sanitation Community Based (PAMSIMAS) Program in Indragiri Hulu Regency. This study aims to analyse and find out the problems of community empowerment patterns on PAMSIMAS Program. The problem in this research is the facility that has been built is not optimally functioned. There are only 62 villages of 105 villages in which the facility and infrastructure built work properly otherwise 23 other villages only work partially. The study also tries to determine the pattern of community empowerment find the solutions to solve the problems of PAMSIMAS program implementation through a qualitative research by using Policy Research approach. Because of numbers of PAMSIMAS facilities and infrastructures that have been built not working properly, it is recommended to decision makers to act practically to solve the problems. Fund support from local government in repairing and doing network development must be given to the priority locations. Arrange a village regulation on the management and utilization of clean water is also a part of the service improvement solutions of PAMSIMAS Program.

Keywords: Programs, Community Empowerment, PAMSIMAS

1. Introduction

PAMSIMAS program is one of government programs (central and local) to improve drinking water supply, sanitation, and improve the public health. The program is to build water supply as well as develop Human Resources (HR) of the community by activating local organization so they to regulate water supply which has been built. The goal of PAMSIMAS program would be achieved when the following program objectives, as outlined in the key performance indicators (KPI) of PAMSIMAS, are done. There are:

1) There is an additional about 5.6 million people can access safe and sustainable drinking water;
2) There is an additional about 4 million people can access good and sustainable sanitation;
3) At least 50% minimums of all public villages in program locations apply implement Stop off hand defection (SBS).
4) At least 60% of the people practice clean and healthy hand washing program (CTPS);
5) At least 80% district / city government has a regional planning document on drinking water and sanitation to support the adoption and concernment of PAMSIMAS approach and the achievement of development targets on local drinking water and sanitation;
6) At least 80% district / city government allocate some funds of local budget for maintenance of drinking water and sanitation facilities that had been built also the expansion of water and sanitation program for Universal Access 2019.

PAMSIMAS program has been implemented since 2008 until now. This study will review the utilization of clean water infrastructure of PAMSIMAS program in Indragiri Hulu Regency. There are some problems found namely There are only 62 of 105 villages in which PAMSIMAS program applied that work properly and well utilized by the local community and there are only 19 villages can get the benefit of the facilities while other locations just try to cover the operation costs. Therefore, The goal of clean water system development with spending great fund is the people can get the advantage of clean water facilities which have been built. Therefore, people can effectively get easy clean water. Moreover, the manager has to develop a hose system so clean water service can fulfill the whole villagers need.

2. Theory: The review

Wrihatnolo and Riant Nugroho (2007) stated the word ‘empowerment’ comes from English which also means "power distribution" because power not only a strength or capability but also control. Why is community empowerment? At least there are five basic arguments about community empowerment: First is development democratization. The concept of community empowerment is able to counter active participation of each citizen in the development, planning, implementation, monitoring and evaluation. Second is strengthening the role of local community organizations. That is involving local community organizations in doing the development functions. Local community organizations have a central role in social change because they understand well the lowest community’s character. Third is strengthening social capital. It means that establishing the universal values such as honesty, solidarity and empathy. Strengthening social asset is the basic motivation of each activity that will be a spirit to manifestation of empowerment process itself. Fourth is strengthening the local bureaucracy capacity. This concept forces local government to give more attention for people in order to obtain and fill their needs both physical and non-physical. Fifth is accelerating poverty reduction. It means improving the welfare of poor people. It is because the development organizers in this empowerment approach have to consider the poor people.

3. Research Methods

Descriptive analysis method is used in this research. The research location is all villages that have got PAMSIMAS Program in Indragiri Hulu Regency. Data analysis techniques used in this study is qualitative data analysis with descriptive approach that explain existing data from various sources and correlate to social phenomena and also analyze all facts relating to the problems discussed based on research results.

4. Result

Drinking water and sanitation is one of the basic needs for the sustainability of human life. Based on Government Regulation No. 38 year of 2007 on the Division of Government Affairs, between the Government, Provincial and District Government / Municipal, drinking water supply and sanitation is a government affairs which are collaborated among levels and / or government system. The central government has an important role in particular to achieve the national targets and control implementation for manifestation of minimum service standards. To support the achievement of
implementation of drinking water supply acceleration and sanitation based on Presidential Decree No. 185, and PP 122 year of 2015 about drinking water supply system.

National program of Water Supply and Sanitation-based society (PAMSIMAS) is a program that is focus on fulfilling the society needs of drinking water and sanitation through the empowerment pattern. The proper clean water is meant proper both in quality and quantity. That needs are righteously filled up. Additionally, the efforts to supply public drinking water must be parallel with the health care and sanitation. Clean water utilization is not maximized yet, the following are data on the utilization of clean water from the years 2008- 2015. Indragiri Hulu PAMSIMAS program has been implemented since 2008 to 2017 in 105 villages in abroad Indragiri Hulu regency. There are 44 locations that have good enough management with indicators that contributions from community are over than operation costs. While in 61 other sites, consumers of clean water service pay some fees but it can only cover the electricity cost to turn on the water machine without saving any fund to pay operation costs. There are also 10 locations that do not raise any contribution; the operation cost is covered by several householders only.

There are many reason why the facilities and infrastructures here not working optimally, such as;

1) Poor management done by BP-SPAMS. It means that management does not have good understanding in running an organization. Such as the tasks division, facilities maintenance, financial management and others. That is the weakness of the management in running the organization system. Actually, this weakness is not full of BP-SPAMS responsibility only. It is also because of the weakness of facilitator mentoring in post-construction sites. Membership of BP-SPAMS is chosen from the local community in which the education of people there tends to be low, so it requires extra assistance from the facilitators.

2) The lack of water sources debit that has been built which cannot fulfill the society water needs. Such conditions occur in some locations. When the planning and early construction is done, the water debit still fulfills all clean water needs but after using it for 1 or 2 years, the water debit will lessen and finally it is loss, so that infrastructure constructed will be not used anymore.

There are other things can cause the facilities and infrastructures cannot work optimally. Such as natural factors, human resources factors and community factors as the users. There are many conditions and problems found in the society when it is related to the community empowerment. Therefore, the changes on behaviors, thought patterns and the acceleration of human resource in society require a complex strategy and times. It was clearly said by Co-DC PAMSIMAS Indragiri Hulu Regency. The following table shows the achievements data of the clean water services PAMSIMAS in Indragiri Hulu Regency.

| No. | Estimation year | Total villages | Population (people) | PAMSIMAS home connection service (people) | Not accessed (people) | PAMSIMAS Intervention Program (%) |
|-----|-----------------|----------------|---------------------|------------------------------------------|----------------------|----------------------------------|
| 1   | 2008            | 8              | 11,867              | 740                                      | 9,479                | 6%                               |
| 2   | 2009            | 15             | 25,028              | 2,284                                    | 18,504               | 9%                               |
| 3   | 2010            | 14             | 28,726              | 689                                      | 24,380               | 2%                               |
| 4   | 2011            | 15             | 23,345              | 1,668                                    | 18,236               | 7%                               |
| 5   | 2012            | 24             | 38,290              | 1,668                                    | 32,285               | 4%                               |
| 6   | 2013            | 22             | 54,121              | 1,108                                    | 40,277               | 2%                               |
| 7   | 2014            | 7              | 14,335              | 2,515                                    | 3,223                | 18%                              |
| 8   | 2015            | 10             | 14,903              | 579                                      | 14,549               | 4%                               |
Based on the research results, the intervention on PAMSIMAS Program toward clean water service is not too significant. PAMSIMAS program is only able to serve people in less than 20% of the whole people number in PAMSIMAS location. Each location of PAMSIMAS program ideally can be able to serve about 808 people or more of the half population in each village PAMSIMAS intervention. Furthermore, the results data of clean water utilization facilities can be in the table below.

Table 2. Utilization Data of Clean Water Facilities PAMSIMAS

| No. | Estimation Year | Total villages | Facilities Utilization |
|-----|-----------------|----------------|-----------------------|
|     |                 |                | works well | work partially | does not work |
| 1   | 2008            | 8              | 6          | 1            | 1            |
| 2   | 2009            | 15             | 10         | 3            | 2            |
| 3   | 2010            | 14             | 5          | 6            | 3            |
| 4   | 2011            | 15             | 9          | 4            | 2            |
| 5   | 2012            | 24             | 8          | 14           | 2            |
| 6   | 2013            | 22             | 10         | 9            | 3            |
| 7   | 2014            | 7              | 5          | 1            | 1            |
| 8   | 2015            | 10             | 10         | 0            | 0            |
| Total |                 | 115            | 63         | 38           | 14           |

Based on the data above, there are total 115 villages but only 63 villages work well. It means that the facilities built can be utilized well as its real function. On the other hand, there are less optimal utilization occurred in which can be seen by counting at number of utilizer as shown in the Table 2. It can be said that the impact occurred due to PAMSIMAS program is about 2-18% of all total people in PAMSIMAS intervention village locations.

5. Conclusion

Based on the research results, PAMSIMAS Program intervention toward clean water service is not too significant. PAMSIMAS program can only able to serve people less than 20% of the people number in PAMSIMAS location. PAMSIMAS program of each location is ideally able to serve 50% of the total community in PAMSIMAS location. The problems occur due to natural conditions, community culture, human resource managers and developments planning which all affect the goal of PAMSIMAS program. Therefore, the strategies that can be applied to improve the community empowerment pattern on PAMSIMAS Program in Indragiri Hulu Regency are:

1) Commit to do the optimal and comprehensive assistance by Community Facilitator to BP-SPAMS
2) The cost support given by local government funds in system improvement and development is used for priority locations.
3) Rearrange a village regulation on management and utilization of clean water facilities and infrastructures.
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