

**COMMUNITY PARTICIPATION IN THE ACTION PLAN GREEN CITY
Study on the Implementation of the Green City Development Program in
Surabaya City**

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ABSTRACT

Green City is one of the adaptation strategies that are responsive to the impacts of climate change. A green city is a city development concept that emphasizes sustainable aspects. The placement of sustainable development as the basic principle of the Green City Concept furthermore demands the participation of the community. The purpose of this study was to describe and analyze community participation in the Green City Action Plan in Surabaya City as well as the supporting and inhibiting factors of community participation in the Green City Action Plan in Surabaya City. This study uses a descriptive research method with a qualitative approach, as well as an interactive model of qualitative data analysis. The results show that the process of community participation can be formed because of the opportunity, ability, and willingness of the community to participate. The degree of community participation is in the degree of participation. The willingness of the community and the commitment of the Central Government to support participation are supporting factors. Meanwhile, the community's dependence on the government and management that has not been optimal is a factor inhibiting participation.

Keywords: *Community participation, Green City Development Program, Green City Action Plan*

A. INTRODUCTION

Developments Climate change is one of the hot topics that has received more attention from the world community to date. Stone et.al (2010:7) Define climate change as a change in normal weather patterns around the world over a long period, usually decades or longer. That is, there are changes to the conditions of temperature, rainfall, wind, and clouds in certain places on earth that are not uncommon. Several things indicate that climate change has been and is currently taking place. The increase in global temperatures, changes in rainfall, reduced snow cover and melting of polar ice caps, extreme weather, and changes in world

sea levels are evidence that climate change is indeed ongoing and will continue in the future. Yusuf and Francisco in The World Bank Group (2009: 56) state that the Indonesian region is very vulnerable to various aspects of climate warming. Recognizing the serious impact of climate change that could occur in Indonesia, the Government of Indonesia prepared a development planning document called the National Action Plan for Climate Change Adaptation (RAN-API). RAN-API is a development planning document that contains development strategies that are adaptation and mitigation to the impacts of climate change.

One of the specific targets of RAN-API is to build resilience in urban areas. This is because urban areas are considered to be one of the areas that are vulnerable to the impacts of climate change. RAN-API identifies that the urban sector is expected to have the potential to experience climate change impacts such as local warming, widespread distribution of insect populations, drought, decreased water availability, floods, landslides, and changes in seasonal rain patterns.

The Ministry of Public Works and Public Housing (PUPR) through its authority in spatial planning issues, lunch the *Peraturan Menteri Pekerjaan Umum Nomor 11 Tahun 2012* concerning the National Action Plan for Climate Change Mitigation and Adaptation for 2012-2020 of the Ministry of Public Works. By these regulations, the realization of a green city is one of the adaptation strategies that are responsive to the impacts of climate change. The follow-up form of the green city concept is the creation of the Green City Development Program (P2KH). The Ministry of PUPR (2017a:13) argues that a green city is an environmentally friendly city by utilizing water and energy resources effectively and efficiently, reducing waste, implementing an integrated transportation system, ensuring environmental health, synergizing the natural and artificial environment, based on urban planning and design. in favor of the principles of sustainable development.

The placement of sustainable development as the basic principle of the green city concept furthermore demands the participation of the community. Suryono (2010:25) states that the role of community participation in environmentally sound development is as executor, while the government is dominant as a planner and maker of development scenarios. The Ministry of PUPR as the main initiator of P2KH has previously emphasized that the participatory character is a key character to creating a green city in addition to its innovative and synergistic character. As the Ministry of PUPR (2017a: 18) stated that, "Participatory namely P2KH is held through the active collaboration of the government, private sector, community and society (green city collective movement)".

To ensure that participatory characteristics are applied to realize a green city, the Surabaya City Government as a member of P2KH formed a forum hereinafter referred to as the Surabaya City Green Community Forum (FKH). As stated by the Ministry of PUPR (2017b:141), "Green Community Forum (FKH) is a communication forum between communities/citizen groups who care about environmental and socio-cultural issues in certain cities/districts, especially building social interaction of citizens on the use of space. green open. The

existence of the Surabaya City FKH has become a forum for community communities who have sensitivity, concern, and are willing to play an active role to participate in developing the attributes of a green city.

Mobilization of FKH activities in the Surabaya City Regency for the benefit of realizing a green city will ultimately create a commitment and sense of belonging to the implementation and sustainability of P2KH in the City of Surabaya in the future. As Zulkifli (2015:130) argues that, "The community is an inseparable part of the urban ecosystem. The interaction between the urban ecosystem and the socio-system of society will determine the continuity of the direction of urban development". Furthermore, this study wants to describe and analyze community participation in the Green City Action Plan in Surabaya City as well as the supporting and inhibiting factors of community participation in the Green City Action Plan in Surabaya City.

B. LITERATURE REVIEW

Community Participation

Community participation can be defined simply as, community participation in the form of statements and activities. Soriano (1995:221) suggests that there are two types of definitions of participation which are: circulated in the community. The first definition defines people's participation in development as people's support for plans/projects development designed and determined by the planner. Definition second is that people's participation in development is cooperation close relationship between planners and people in planning, implementing, preserve and developing the results of development. Definition of Soetrisno This implies that community participation can be in the form of support as well as direct participation in the planning, implementation, and preservation of development results. Based on the above definition, community participation can conclude as direct community involvement. The engagement can be in the form of support or real action. Community involvement in every stage of the development process starting from planning (planning), organizing (organizing), implementing (actuating) to monitoring and evaluation (controlling) is one of the key factors in achieving the goal development.

Benefits of Community Participation

Community participation will facilitate the identification of problems that will be resolved through development planning. Conyers (1992:154) suggests that there are three main reasons why participation in society has a very important nature so that many benefits are obtained if implemented. First, community participation is a tool to obtain information about conditions, needs, and attitudes local communities, without the presence of development programs and projects will fail. Second, that people will trust more project or development program if it feels involved in the process, preparation and planning because they will know more about the ins and outs of the project and will have a sense of ownership of the project. Third, because of the assumption that, it is a right democracy when people are involved in the development of their society alone. Based on Conyers' opinion above, community participation has significant benefits in development activities. Community participation will make it easier for stakeholders to collect

useful information to identify community needs and responses to a planned program. Through community participation, the community will follow responsible for the continuity of the program because they feel need and have the program.

Degree of Community Participation

Community participation can be measured by level or degree. Measurement of the degree of community participation is useful for knowing the extent to which the community participates in activities development. Arnstein (1969) formulated community participation based on the degree of participation known as "The Ladder of Citizen Participation" or the ladder of community participation. Eight levels of participation these are arranged in a ladder pattern with each rung according to the level of community participation. The eight levels are: (a) Manipulation; (b) Therapy; (c) Informing; (d) Consultation; (e) Placation; (f) Partnerships; (g) Delegated power and (h) Citizen control.

Green City Development Program (P2KH)

Since Indonesia participated in agreeing to the Kyoto Protocol, the Government Indonesia is trying to formulate a development plan that is mitigation and adaptation to the impacts of climate change. National Action Plan Climate Change Adaptation (RAN-API) is one of them. Mentioned in the document that one of the adaptation and mitigation strategies in the field of spatial planning and urban areas is to develop a green city concept in Indonesia. This is the reason behind the birth innovative program, hereinafter referred to as the Development Program Green City (P2KH). This program aims to develop green cities in Indonesia. The target of the P2KH program is to create a green city, either in districts or cities throughout Indonesia. Selected counties and cities because of the many problems that exist. The problem is identified with the problems of urban areas that generally plague regional areas in Indonesia. There are problems such as a decrease in the quality of water, air and land become the driving force for implementing development practices sustainability in urban areas.

The *Undang-Undang Nomor 26 Tahun 2007* concerning Spatial Planning become one of the legal bases for the development of green cities in Indonesia. The law mandates that under 30% of the city area must be designated for Green Open Space (RTH). The composition of green open space consisting of 20% public green open space and 10% private green open space must be met by each district and city in Indonesia. Apart from this law, several laws and regulations form the legal basis for the implementation of P2KH, including: a. the *Undang-Undang Nomor 28 Tahun 2002* concerning Buildings; b. the *Undang-Undang Nomor 17 Tahun 2004* concerning Ratification of Protocols Kyoto on the United Nations Framework Convention About Climate Change; c. the *Undang-Undang Nomor 24 Tahun 2007* concerning Countermeasures Disaster; d. the *Undang-Undang Nomor 32 Tahun 2009* concerning Protection and Management of the environment; e. the *Undang-Undang Nomor 23 Tahun 2014* concerning Regional Government; f. the *Peraturan Menteri Pekerjaan Umum Nomor 11/ PRT/ M/ 2012* concerning National Action Plan for Climate Change Mitigation and Adaptation Year 2012-2020 Ministry of Public Works. Like a well-planned city, a green city is said to be capable to maintain the sustainability of its resources.

Green Community Forum (FKH)

The Green Community Forum (FKH) is a manifestation of one of the eight attributes of a green city, namely a green community. FKH is also a form of application of participatory character in the implementation of P2KH. Simply, FKH is used as a forum for community participation to create a city green. The Ministry of PUPR (2017b:141) stated that “The implementation of attributes of the green community, through the establishment of the Green Community Forum (FKH) is a means of accommodating existing communities, to mutually learn and increase public awareness about green cities”. Based on this, it can be seen that FKH has a special mission to increase public awareness of green city development. The community is considered to be easy to accept the information provided by fellow citizens, rather than getting it directly from the government.

Furthermore, the Ministry of PUPR (2017b:141) defines FKH as, “Communication forum between communities/citizen groups who care about environmental and socio-cultural issues in certain cities/districts, especially build social interaction of citizens on the use of green open space in the city”. This definition implies that FKH is a bridge liaison between several communities that care about the environment, such as bicycle community, gardening community, mountaineering community, community arts, scouts, youth organizations, and so on. Communities can join as FKH members to start creating the green movement in their respective districts/cities.

C. METHOD

This study uses a descriptive type of research with a qualitative approach. Through this type of descriptive research, information about the research is obtained as it is. Meanwhile, through a qualitative approach, it is used to produce descriptive data in the form of written words from people and observed behavior, which is related to research. Methods of collecting data through interviews, observation, and documentation. The data analysis method uses an interactive model of qualitative data analysis from Miles, Huberman, and Saldana (2014).

D. EXPLANATION

Community Participation in the Green City Action Plan in the City of Surabaya

Participation Forming Process

The process of forming community participation in the implementation of RAKH in the City of Surabaya can be explained through the beginning of how the FKH of the City of Surabaya was formed. The Surabaya City FKH is part of the community element that was formed to support the realization of a green city in the city of Surabaya. In this study, the growth and development of community participation in development are largely determined by three main elements, namely.

First, is the opportunity given to the community to participate, the central government through the Ministry of PUPR stated that in implementing the Green City Development Program (P2KH) each region must pay attention to the elements of synergy, innovation, and participation. The last and most important

element is the participatory element, where it is hoped that there will be active community involvement in the process of realizing a green city. The Surabaya City Government as one of the implementing areas of P2KH in Indonesia is committed to encouraging community participation in the realization of a green city in its area.

The second is the willingness of the community to participate, although the initial process of its formation involved the local government as a facilitator, the Surabaya City FKH would not be able to exist if there was no strong will from the community who care about the environment as an element of society. Because it is the local government's job only to bridge and help provide an understanding of the real purpose of P2KH. The environmental care community welcomes what was conveyed by DKRTH (Department of Cleanliness and Green Open Space) of the City of Surabaya regarding the formation of a green community in the City of Surabaya which is an integral part of the implementation of P2KH. In the end, they were willing to join as members of the Surabaya City FKH.

Third, is the ability to participate, the formation of community participation will be complete if the opportunity and willingness to participate are complemented by the ability to participate. It has been previously mentioned that both the Surabaya City Government and the members of the Surabaya City FKH themselves are aware of the capabilities of each community. Of course, these communities will not join the Surabaya City FKH if they do not feel they have competent abilities.

Participation Degree

The degree of participation is used to determine the extent, quality, level, rank, and position of the participation of the Surabaya City FKH in the RAKH in the City of Surabaya. Arnstein (1969:217) put forward a theory to identify the degree of community participation known as "A Ladder of Citizen Participation". Arnstein's Ladder of Citizen Participation Theory focuses on analyzing the relationship between citizens or society and a particular government program.

Arnstein's Ladder of Citizen Participation Theory consists of eight rungs of the participation ladder which are grouped into three different degrees of participation. The first degree of participation is non-participation which consists of two steps, namely manipulation, and therapy. The second degree of participation is a sign of participation which consists of three steps, namely providing information, consultation and reassurance. The third degree of participation in the power of participation consists of three steps, partnership, delegated power, and citizen control.

The Surabaya City Government provides an opportunity for the Surabaya City FKH to be able to play a more role in the implementation of the RAKH in the City of Surabaya. The Surabaya City FKH was appointed as a member of the assessment team for the clean village program in the city of Surabaya. The Clean Village Program is one of the green community implementation activities at the Surabaya City RAKH. The appointment of the Surabaya City FKH as part of the assessment team for the Clean Village Program is because Surabaya City's DKRTH (Department of Cleanliness and Green Open Space) considers that the abilities possessed by FKH members are very much in line with the objectives of

the Clean Village Program. The Surabaya City FKH is considered capable of assessing the neighbourhoods of villages and housing that meet the assessment criteria for the Clean Village Program because so far they are also engaged in environmental conservation. Through the experience possessed by members of the Surabaya City FKH, it is hoped that they can also motivate the participants of the Clean Village Program to be able to change people's behavior patterns in managing their environment to be greener.

As part of the assessment team, the Surabaya City FKH is tasked with assessing the participants of the Clean Village Program which consists of villages and housing categories according to predetermined criteria. The results of the assessment that have been carried out by the assessment team of the Clean Village Program are then submitted to the Head of the Surabaya City DKRTH. Next, the Head of DKRTH will determine the ranking of the RW and housing for the candidates for the Clean Village Award.

Based on the description above, it can be stated that the participation of the City of Surabaya in the implementation of the RAKH in the City of Surabaya is on the fifth rung, namely placation or reassurance. The Surabaya City Government invites the Surabaya City FKH to be more involved in the implementation of the RAKH in the City of Surabaya. The selection of the Surabaya City FKH as part of the assessment team for the Clean Village Program allows for more roles than the Surabaya City FKH. However, the authority of the Surabaya City FKH as part of the Clean Village Program assessment team is only to conduct an assessment of the Clean Village Program participants. Furthermore, the results of the assessment carried out by the entire assessment team will be submitted to the Surabaya City DKRTH, then authorized to determine the ranking of the candidates for the Clean Village Program award recipients.

E. CONCLUSION

This study concludes that community participation in RAKH in the city of Surabaya is marked by the existence of the Surabaya City Green Community Forum (FKH). The process of forming participation can occur because of the elements of opportunity, ability, and willingness to participate. The degree of participation of the Surabaya City FKH in the RAKH in the City of Surabaya is in the degree of participation. The supporting factors for the participation of the Surabaya City FKH in the RAKH in the Surabaya City are the willingness of members of the Surabaya City FKH to participate and the commitment of the Central Government to support the Surabaya City FKH. Meanwhile, the inhibiting factor is the dependence of the Surabaya City FKH on the government, especially related to funding sources and the management of the Surabaya City FKH which is not optimal.

The novelty and advantages of this study are that this research is an initial study that shows the degree of community participation to determine the level of quality of community participation in the effort to realize a green city, as for suggestions for further research to examine the effect of community participation on the effectiveness of the implementation of the Green City Action Plan in more depth.

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