

## Community Participation in Green City Action Plan (Study about Implementation of Green City Development Program in Tulungagung)

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### Abstract

A green city becomes the one of the adaptation strategies which is responsive to the impact of climate change. A green city is an urban development concept which puts forward aspects of sustainability. The placement of sustainable development as a basic principle of a green city, then demands the existence of the participation from the community. The objectives of this research were to describe and analyze community participation in Green City Action Plan in Tulungagung. This research used descriptive research method with qualitative approach and qualitative data analysis of interactive model. The research results showed that the community participation process could be formed because of the existence of community's opportunity, ability and will to participate. Degree of community participation was on degree of participation. The existence of community's willingness and the Central Government's commitment to support the participation became the supporting factors. Meanwhile, the community's dependence on the government and management which was not optimal yet became the inhibiting factors of participation.

**Keywords:** Community Participation, Green City Development Program, Green City Action Plan, Green Community Forum

### INTRODUCTION

Climate change is the one of hot topics which gets more attention from the citizens of the world so far. Climate change is as a pattern change of normal weather all over the world for the long period of time, usually for several decades or more [1]. It means that there is a change of temperature, rainfall, wind and cloud in certain places on earth which is unusual. There are several things which indicate that the climate change has been and is taking place right now. Increased global temperature, rainfall change, decrease in snow cover and the melting ice in pole areas, extreme weather as well as the change of sea level in the world is an evidence that the climate change is going on, even it will continue to go on in the future. Indonesian territory is highly susceptible to various climate warming aspects [2]. Realizing of serious impact of climate change which can happen in Indonesia, the Indonesian Government arranges a development planning document called as National Action Plan of Climate Change Adaption (NAP-CCA). NAP-CCA is a development planning document which contains development

strategies which are adaptive and mitigate to the impact of climate change.

One of the special targets of NAP-CCA is to build defense in urban areas. It is because urban areas are considered to be one of the susceptible areas to the impact of climate change. NAP-CCA identifies that urban sectors are assumed to be going to be potential to undergo the impact of climate change such as: local warming, the extent of insect population spread, draught, the decrease of water availability, flood, landslide and the pattern change of seasonal rain.

Ministry of Public Works and Public Housing through its authority in spatial planning affairs issued the Ministerial Regulation of Public Works No. 11/ 2012 on National Mitigation Action Plan and Change Climate Adaptation in 2012-2020 Ministry of Public Works. According to that regulation, the realization of the green city becomes one of the adaptation strategies which is responsive to the impact of climate change. The follow-up form of the green city concept is by the creation of Green City Development Program (GCDP). Green city is an environmentally friendly city by utilizing water resources and energy effectively and efficiently, reducing waste, applying integrated transportation system, guarantying environmental health, synergizing natural and artificial environment based on the

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city planning and designing which side with the principles of sustainable development [3].

The placement of sustainable development as a basic principle of green city concept further demands the existence of participation from the society. The role of society participation on development which has an environmental conception is as the implementer. On the other hand, the government is dominant as the planner and the script maker of the development [4]. Ministry of Public Works and Public Housing as the main initiator of GCDP really has asserted previously that participative character is the key character to realize a green city besides innovative and synergistic characters. Participative character is that, GCDP is implemented through an active collaboration of the government, community and society (collective green city movement) [3].

In order to ascertain the participative characteristic implemented in efforts to the realization of the green city, the Tulungagung Government as GCDP member forms a forum which further is called Tulungagung Green Community Forum (GCF). Green Community Forum is a communication forum among communities/ groups of citizens who care about environmental issues and social culture in city/ certain regency, especially building people's social interaction to the utilization of green open space [5]. The existence of Tulungagung Green Community Forum has become a platform for the society's communities which has sensitivity, care and is willing to have an active role to take a part to develop the attributes of green city.

The mobilization of Tulungagung Green Community Forum activity for the sake of realizing the green city eventually will create commitment and sense of belonging to the implementation and the continuity of GCDP in Tulungagung in the future. As states that, community is an inseparable part of urban ecosystem. Interaction between urban ecosystem and community's socio-system will determine the direction persistence of urban development [6].

Further, this research would like to describe and analyze community participation in Green City Action Plan (GCAP) in Tulungagung as well as the supporting factors and the inhibiting factors of community participation in Green City Action Plan in Tulungagung.

## **RESEARCH METHOD**

This research used descriptive research type with qualitative approach. Through descriptive research type, the real information of the research was obtained. On the other hand, qualitative approach was used to earn descriptive data in the form of written words from the people and behavior observed related to the research. The data collection method was through interview, observation and documentation. The data analysis method used was qualitative data analysis of interactive model [8].

### **Data Collection Method**

The data collection method was carried out through: (1) Interview with stakeholders of Department of Environment of Tulungagung and the member of Tulungagung Green Community Forum; (2) Observation through direct observation in the field and (3) Documentation through primary and secondary data collection.

## **RESULT AND DISCUSSION**

### **Community Participation in Tulungagung Green City Action Plan**

#### **Participation Formation Process**

The formation process of community participation in the implementation of Tulungagung GCAP could be explained through the beginning of how Tulungagung Green Community Forum was formed. Tulungagung Green Community Forum was a part of community element formed to support the realization of the green city in Tulungagung. The growth and the development of community participation in the development are highly determined by three basic elements, those are: (1) The existence of opportunity given to the community to participate; (2) The existence of community's will to participate and (3) The existence of community's ability to participate [9].

First, it was the existence of opportunity given to the community to participate. The central government through Ministry of Public Works and Public Housing stated that in the GCDP implementation every region had to pay any attention to synergy, innovation and participation elements. The last element and the most important was participative element, in which it was expected that there was the community's involvement actively in the process of the realization efforts of the green city. Tulungagung as one of the regions of GCDP implementer had a commitment to encourage

the existence of community participation in the realization of the green city in its region. The commitment written in the Tulungagung Green City Charter was officially signed by the Tulungagung Regent.

Based on that matter, then it was in accordance that opportunity to participate can be realized through political will of the ruler to involve the community in the development, either in the decision making of planning, implementation, monitoring and evaluation, maintenance or utilization of development from the central level to the lowest bureaucratic ranks [9]. Ministry of Public Works and Public Housing who held the power and was responsible for GCDP implementation obviously had stated that participative element was truly needed in efforts to realization of the green city in Indonesia. In order to guarantee that active participation from the society took place, Ministry of Public Works and Public Housing put the attribute of green community as a part of eight attributes of the green city. The attribute of green community was one of the prerequisites to realize the ideal green city apart from the other seven attributes of the green city

Second, it was the existence of community's will to participate. Even though in the initial process of its formation involved the regional government as the facilitator, Tulungagung Green Community Forum would not stand if there was no the strong will from environmental-care community as the society element. Because, the task of the regional government was only to to help and give understanding about the purpose of GCDP in truth. Environmental-care community welcomed well what was extended by Department of Environment of Tulungagung related to the formation of green community in Tulungagung which became an inseparable part in the GCDP implementation. Ultimately, they were willing to join to become the member of Tulungagung Green Community Forum.

Based on that matter, then it was in accordance that the will to participate was especially determined by the mental outlook owned by the community to build or improve its life, concerning attitude which was always eager to improve the quality of life and was not hurried to be self-satisfied [9]. The main reason why they were willing to join to become the member of Tulungagung Green Community Forum because they realized and were concerned about the environmental condition and quality appeared

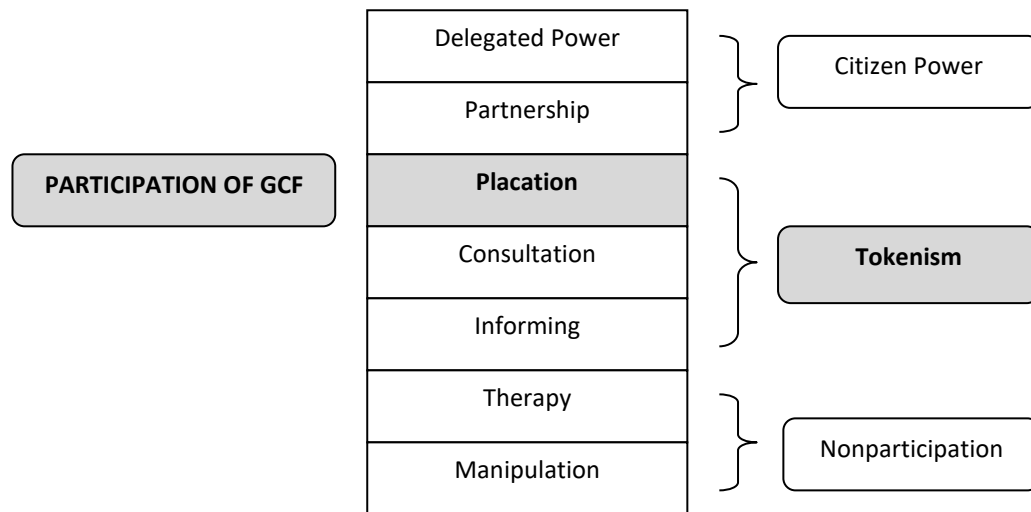
surrounding them which always went into a decline. They considered that the existence of GCDP as the government's effort to realize the green city was a right solution to overcome the decline matter of living environmental quality nowadays. They were convinced that by their joining together Tulungagung Green Community Forum, they would give much bigger contribution.

Third, it was ability to participate. The formation of community participation would be complete if the opportunity and the will to participate were equipped by the ability to participate. As stated earlier that either the Tulungagung Government or the member of Tulungagung Green Community Forum, each of which was aware of the ability owned by each community. Of course, those communities would not join Tulungagung Green Community Forum if they did not feel to have a competent ability.

Based on that matter, then it was in accordance that what was meant by ability was the ability to find and understand opportunities to build, or knowledge about an opportunity to build (improve the quality of life) [9]. Each community was already aware that they had a right competence to realize the green city. That competence was in accordance with eight attributes of the green city as a way to achieve the ideal green city in accordance with GCDP. In fact, all this time they had applied one or several attributes of the green city in every activity they performed. For example, in the attribute of green water, PPLH Mangkubumi as one of Tulungagung Green Community Forum member concentrated its activity on the river conservation in Tulungagung. As a routine, PPLH Mangkubumi did monitoring of water quality in Ngrowo River. PPLH Mangkubumi also made a program called *Sahabat Sungai*. That program aimed to increase the school children's sensitivity to the function of the river which was very important.

#### **Degree of Participation**

Degree of participation was used to determine how far degree, quality, level, rank and position of Tulungagung Green Community Forum in Tulungagung GCAP. Arnstein proposes a theory to identify degree of society participation known as "A Ladder of Citizen Participation" [10]. A Ladder of Citizen Participation by Arnstein focuses on analysis of relation between citizen or community with a certain program owned by government.



**Figure 1. Participation Position of Tulungagung Green Community Forum (GCF) in the Implementation of Tulungagung Green City Action Plan**

Source: Adapted from Arnstein [10]

As seen on Figure 1, A Ladder of Citizen Participation by Arnstein consists of eight stepladders of participation grouped into three kinds of degree of participation. The first degree of participation is nonparticipation consisted of two stepladders; those are manipulation and therapy. The second degree of participation is degree of tokenism consisted of three stepladders; those are informing, consultation and placation. The third degree of participation is participation power consisted of three stepladders; those are partnership, delegated power and citizen power.

The first degree of participation is nonparticipation. This is the lowest degree. Nonparticipation degree consists of two stepladders; those are manipulation and therapy. On the manipulation level, the government selects and trains a number of people as public representative [10].

Tulungagung Government Regency through Department of Environment as the facilitator formed Tulungagung Green Community Forum. Tulungagung Green Community Forum was founded together with the members of several environmental-care communities in Tulungagung. That matter was in accordance with what was in Green City Commitment Charter signed by Tulungagung Regent, in efforts to realize a green city, Tulungagung Government would encourage community's active participation. Tulungagung Green Community Forum was not only placed as a representative of the community in the GCDP implementation in

Tulungagung. According [11], that Tulungagung Green Community Forum was a stakeholder which had a role to make GCDP successful in Tulungagung.

As one of the stakeholders, it meant that Tulungagung Green Community Forum would always be related in the implementation of GCDP in Tulungagung. Tulungagung Green Community Forum would always involve in the implementation of GCAP as the follow-up form of GCDP implementation in Tulungagung. Tulungagung Government would always invite the representative Tulungagung Green Community Forum in the meetings related to the implementation of Tulungagung GCAP. Tulungagung Government did not only invite Tulungagung Green Community Forum to listen what was extended by the government. Tulungagung Government openly gave an opportunity to Tulungagung Green Community Forum to give suggestion, input, even criticism concerning the implementation of GCDP in Tulungagung.

Based on that matter, then the participation of Tulungagung Green Community Forum in the implementation of Tulungagung GCAP was not included to degree of nonparticipation. As stated that the true purpose of degree nonparticipation is not to support people to participate in the plan making and the implementation of a program, but to enable the power holder just for the sake of educating and pleasing the participants [12]. Tulungagung Government did not form Tulungagung Green Community Forum only as a

public representative, but as a stakeholder whose support was needed to realize a green city in Tulungagung.

The second degree of participation is degree of tokenism. This degree is in the middle of a ladder of citizen participation. Degree of tokenism consists of informing, consultation and placation. Participation practice in the regional government happened at the most on the degree which covers these three steps, namely informing, consultation and placation [12].

The stepladder of placation, on this level the government promises to carry out various suggestions and criticism given by the society. However, the government remains to implement the plan that they have arranged previously [10]. Placation involves the deeper activity by inviting society to involve farther in the policy making committee, even though the power holder remains to have more rights in the decision making [12].

Tulungagung Government gave an opportunity to Tulungagung Green Community Forum to be have a more role in the implementation of Tulungagung GCAP. Tulungagung Green Community Forum was appointed one of the members of assessor team of the Clean Village Program in Tulungagung. The Clean Village Program was one of implementation activities of green community of Tulungagung GCAP. The appointment of Tulungagung Green Community Forum as a part of the assessor team of the Clean Village Program was because Department of Environment of Tulungagung assumed that the ability owned by Green Community Forum members was very appropriate with the purpose of the Clean Village Program. Tulungagung Green Community Forum was assumed to be able to assess the village environment and housing complex which met the assessment criteria of the Clean Village Program because all this time they were also active in living environment conservation. Based on the experiences owned by the members of Tulungagung Green Community Forum, it was expected that they also could give motivation to the participants of the Clean Village Program to be able to change community's behavior pattern in managing their environment to be greener.

As a part of the assessor team, Tulungagung Green Community Forum had a task to assess the participants of the Clean Village Program consisted of village and housing complex category in accordance with criteria which had been set. The assessment result which had been

done by the assessor team of the Clean Village Program, then was submitted to the Department of Environment of Tulungagung. Then, Head of Department of Environment of Tulungagung would determine the rank of neighborhood unit and housing complex of the prospective receiver of the Clean Village Program appreciation.

Based on the description above, it could be stated that the participation of Tulungagung Green Community Forum in the implementation of Tulungagung GCAP was on the fifth stepladder that was placation as seen on Figure 1. Tulungagung Government invited Tulungagung Green Community Forum to involve deeper in the implementation of Tulungagung GCAP. The appointment of Tulungagung Green Community Forum as a part of the assessor team of the Clean Village Program enabled the more role of Tulungagung Green Community Forum. However, the authority of Tulungagung Green Community Forum as a part of the assessor team only did the assessment to the participants of Clean Village Program. Then, the assessment result done by the entire assessor team would be submitted to the Head of Department of Environment of Tulungagung. Afterwards, the Head of Department of Environment of Tulungagung had the power to determine the rank of prospective receiver of the Clean Village Program appreciation.

That matter was in accordance with what stated that on the degree of placation, the society started to have degree of influence although tokenism was still clear [10]. On this degree of placation, Tulungagung Green Community Forum had been deeply involved in the implementation of Tulungagung GCAP. However, Tulungagung Government was the one who remained to hold the reins and power. [10] previously stated that, a part of society participation in the model village program is on the ladder of placation or even it is below.

### **Supporting and Inhibiting Factors of Community Participation in the Tulungagung Green City Action Plan**

#### **Supporting Factors**

The first supporting factor of community participation in the Tulungagung Green City Action Plan (GCAP) was the existence of willingness from the member of Tulungagung Green Community Forum to participate. It was stated as willingness because the member of Tulungagung Green Community Forum was willing to support the realization of the green city

in Tulungagung sincerely without expecting any repayment in the form of material. That willingness to participate was nothing other than from the background and experiences that they had been through all this time. The member of Tulungagung Green Community Forum consisted of communities which had been active for a long time in the living environmental care and conservation field. Because of that, they understood well about environmental condition present in Tulungagung nowadays. That matter was in accordance that community's awareness and care appeared precisely after the environmental damage happened or even the environmental disaster which brought serious impact happened [13].

The second supporting factor of community participation in the Tulungagung GCAP was the existence of the Central Government's commitment to support the participation of Tulungagung Green Community Forum. That support was realized with the existence of the workshop and training for the entire Green Community Forum in Indonesia including Tulungagung Green Community Forum. Tulungagung Green Community Forum followed the workshop and training in 2016 held by Ministry of Public Works and Public Housing. The workshop and training was a form of seriousness from the Central Government in involving Green Community Forum as a partner for the government to realize the green city. That matter was in accordance that when the community's awareness and care appeared massively to the living environment surrounding their residence, then the government should appreciate the "social atmosphere" like this with a concrete measure. It meant that the high awareness and care should be supported with the provision of resources and facilities as good as possible to be managed by the community [13].

#### **Inhibiting Factors**

The first inhibiting factor of society participation in the Tulungagung GCAP was the dependence of Tulungagung Green Community Forum on the Government. The funding sector of Tulungagung Green Community Forum still depended on the government very much, especially the Central Government. The activities done by Tulungagung Green Community Forum especially green festival which was included as a big scale activity waited for the fund support from Ministry of Public Works and Public Housing in order that the activity could be held.

Previously, Tulungagung Green Community Forum had to send the proposal of the activity to Ministry of Public Works and Public Housing. After the proposal was approved, then the fund support would be given to hold the action and green festival.

The existence of the dependence of Tulungagung Green Community Forum on the government, it was stated earlier that most organizations were formed by the government; they, therefore, depended on the government very much either from program or fund [14]. Tulungagung Green Community Forum was an organization formed by the Tulungagung Government. The formation of Tulungagung Green Community Forum was a follow-up of the participation of Tulungagung in GCDP. The program required that communication forum among citizens had to be formed to support the realization of the green city in Tulungagung. Tulungagung Government represented by Regional Secretary, Head of Department of Public Works and Public Housing and Head of Department of Environment had roles as a board of patrons for Tulungagung Green Community Forum.

The second inhibiting factor of community participation in the Tulungagung GCAP was the management of Tulungagung Green Community Forum which was not optimal yet. That matter was in accordance that one of the weaknesses of the citizen forum was the capacity of forum management was still weak. The obstacles of the management were: difficulty to determine work priority, difficulty to find central issue, weak collective work management, there was no the creation of work mechanism and the function of citizen forum, the weakness of administration and programming and was stock-still in showing the real work of forum [15].

#### **CONCLUSION**

This research concluded that the community participation in Tulungagung GCAP was marked by the existence of Tulungagung Green Community Forum. The formation process of participation could take place because of the existence of opportunity, ability and will to participate. The degree of participation of Tulungagung Green Community Forum in Tulungagung GCAP was on the degree of participation. The supporting factors of Tulungagung Green Community Forum in Tulungagung GCAP were the existence of willingness of the member of Tulungagung Green

Community Forum to participate as well as the existence of the Central Government's commitment to support Tulungagung Green Community Forum. On the other hand, the inhibiting factors were the dependence of Tulungagung Green Community Forum on the government, especially related to the funding sources and the management of Tulungagung Green Community Forum which was not optimal yet.

The novelty and strength of this research were showed the degree of community participation to find out the quality of community participation in efforts to the realization of the green city. The important contribution of this research is that it provides a reference or guideline about community's role as green community can make the realization of green city more succesful. The suggestion for the next research, could investigate the effect of community participation toward implementation effectiveness in the Green City Action Plan more deeply.

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