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## Bandung, Indonesia: An inclusive approach to developing the future Bandung community<sup>1</sup>

*This narrative is one out of 15 that were originally developed in 2007 as part of a project on innovative policies for social inclusion jointly developed by the Development Planning Unit (DPU), University College London with the Committee on Social Inclusion and Participatory Democracy (CSIPD) of United Cities and Local Governments (UCLG). This narrative was complemented and edited in 2010 by the Centre for Social Studies, Coimbra University (CES), to a standard format for the Observatory on Social Inclusion and Participatory Democracy.*

**Name of the policy:** The Bandung municipal inclusion policy approach. Examples: Cikapundung Clean River Through Community Empowerment Program (2000-2005) and the Fly Over Development and Resident Relocation Through Community Approach (2001-2003)

**Start date:** 2000

**Completion date:** ?

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<sup>1</sup> The **Inclusive Cities Observatory** is a space for analysis and reflection on local social inclusion policies. It contains over sixty case studies on innovative policies for community development, access to basic services, gender equality, environmental protection and the eradication of poverty, among others. The initiative has been developed with the scientific support of Prof. Yves Cabannes from the University College of London (15 case studies) and a team of researchers from the Centre for Social Studies (CES) at the University of Coimbra, which has worked under the supervision of Prof. Boaventura de Sousa Santos (50 study cases). This Observatory aims to identify and investigate successful experiences that might inspire other cities to design and implement their own social inclusion policies.

The **Inclusive Cities Observatory** has been created by the Committee on Social Inclusion, Participatory Democracy and Human Rights of UCLG. United Cities and Local Governments (UCLG) is the global platform that represents and defends the interests of local governments before the international community and works to give cities more political influence on global governance. The **Committee on Social Inclusion, Participatory Democracy and Human Rights** aims to contribute to building a common voice for the cities of UCLG in the areas of social inclusion, participatory democracy and human rights. It also aims to guide local governments in designing these policies and to that end, fosters political debates, the exchange of experiences and peer learning among cities around the world.

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## **CONTEXT**

### **GOVERNMENTAL CONTEXT**

#### **City context**

Bandung, one of the major cities in Indonesia, is located in the Java Island and is the capital of the province of West Java. It has an area of 16,729 ha and a population of 2,270,970 inhabitants. Bandung has a strategic location at a distance of 150 km southeast of Jakarta, Indonesia's capital, and is part of the south Java main transportation route. Bandung is the main educational city in Indonesia, and is also known as a service and industrial city.

Bandung started to develop in the fifteenth century, becoming a municipality in 1901 with a mayor as the head of government. A significant change in the relationship between government and citizens began with the enforcement of the decentralization policy on 1 January 2001, which involved political reform in the national structure and direct election of local leaders. Since then, the people, as individuals or groups, have defined their position(s) more explicitly and have had greater freedom in determining their direction and their rights and roles in development.

#### **Governmental decentralization context**

Since 1999, Indonesia has experienced one of the most radical decentralization programs in the world, shifting major functional responsibilities, resources, and staff to local governments. The decentralization reform was established by the Regional Government Law 22 of 1999 which eliminated the hierarchical relationship between provincial and municipal governments. The reform was partly a response to the highly centralized state under Suharto, which was blamed for many of the ills of the country.

Since Suharto's resignation, a strengthening of democratic processes has included a regional autonomy program and the first direct presidential election in 2004. Nonetheless, the central government exercises substantial control over local government staff appointments and corruption is perceived as a major problem. The villages in rural areas remain the social structure that represents the legitimate basis for local people, based on customary institutions and rules that help to integrate them in the management of local government affairs.

**Institutional level of policy development:** Submunicipal and Municipal

### **SOCIAL CONTEXT**

Bandung's social context comprises marginalized groups that do not enter into the development process. Community residents and migrants that live in the city face legal problems concerning residence, which limit their access to basic services provided to low-income communities for health, education, and economic stimulation. Further, the economic recession has meant the formal economic sector has been unable to create new jobs, consequently expanding informal development and illegal activities. The result of all this is the generation of large slum areas in the city and in the periphery where the urban poor live. In 2005, out of a total of 457,336 households in Bandung there were 5024 households that were poor or very poor, and around 20,619 households located in slums.



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## **COMPREHENSIVE NARRATIVE**

### **Description of the policy**

In 2000, a Bandung municipal policy was launched to address the problem of inclusion in terms of quality of life improvement, equity, economic, and social welfare and environmental sustainability. Furthermore, the policy vision crafted by the municipality aimed to achieve effective and efficient city services through identifying and implementing sectoral programmes directed to enhancing the degree of inclusion of Bandung's inhabitants. The specific goals of this policy were:

- Improve the quality of life of people through education and health;
- Achieve equity;
- improve the economic, social, and physical welfare of the population; and
- Improve environmental sustainability.

Following from these, four related strategies were applied by the municipality, with support from central government policies:

1. Sustainable Development Policy
2. Community support Policy
3. Economic support Policy from a social justice perspective
4. Community Participation Policy

#### *1. Sustainable Development Policy*

These policies aim to enhance the level of consciousness of sustainable development in the community and include a mandatory environmental impact analysis for specific development projects. The Municipality of Bandung has prioritized its efforts in water structure improvement with community cooperation. Municipal initiatives include the Cikapundung Clean River Program, environmental quality improvement through the development of community waste management, and air quality improvement through greening activities with community cooperation. The maintenance of environmental quality is enforced through six programs: the Tamansari Area Greening Program, the Bandung Clean Up Program, the Water Saving Program, the Clean Air Act, the Cikapundung Clean River Program<sup>2</sup>, and the 'Seeding, Planting, Preserving, and Monitoring of Environment' policy.

As a result of these initiatives, the number of urban parks and nurseries increased from 477 to 505 between 1997 and 2005. The implementation of 'The 1 Million Trees Program' over the last 5 years has resulted in 161,720 trees planted in several areas of the city, covering a total area of around 4,000 ha. In terms of public health, the community is encouraged to improve the quality of the water consumed and to use water efficiency, and children are encouraged to regularly wash their hands.

#### *2. Community support Policy*

<sup>2</sup> Launched in 2001, this program changed community behaviour on waste disposal.





A constellation of community support programmes are in place with regard to education, alcohol and drug consumption, and public health, which target different groups: youth, orphans, retired people, and (to some extent) disabled people.

- *Education* – Starting in 2006, the Municipality of Bandung has implemented the Mayor's aid program for education (BAWAKU) with a goal of a mandatory 12 years as the minimum level of formal education to reduce dropouts, and the foster child program through donations for education. As a result, the number of educational institutions (ranging from primary to higher education) has increased from 1711 in 2003 to 1800 in 2005. The municipality encourages higher levels of formal education, especially for poor households, and the development of skill improvement training groups for women and youth dropouts.
- *Youth* – Youth groups are well established and developed in Bandung, youth alienation has not occurred, and the youth groups have significantly developed the music, technology, and creative industries in Indonesia over the last 5 years. The municipality addresses increases in alcohol and drug consumption through socialization efforts in schools and youth groups by the municipality and NGOs.
- *Orphans* – A program for orphans has been implemented by the municipality alongside the community, with 1817 beneficiaries in 2005.
- *Retired people* – A retirement fund program has been implemented and run by the municipality since Indonesia's independence in 1945; in 2005, there were 132,625 beneficiaries.
- *Disabled people* – There are regulations to provide facilities for the disabled, although these regulations have not been well enforced. Education facilities for the disabled have existed since Indonesia's independence.
- *Public health* – The municipality has provided health insurance for the poor from the central government, implemented an AIDS prevention program, organised rehabilitation for disabled people, and improved overall health quality and environmental sanitation through the Bandung Health Discussion Forum. There have been 75,470 beneficiaries of the health service program for poor households (implemented in 2003). There has been an increase in health services, with a 34% increase in the number of hospitals and health centers (from 458 in 2003 to 615 in 2005); a 40% increase in the number of doctor and midwife practices (from 1446 in 2003 to 2022 in 2005); and a decrease in the number of disabled people (from 2055 in 2003 to 1999 in 2005).

### 3. Economic support Policy from a social justice perspective

The municipality and central government take social justice into consideration in programs and policy, including subsidy and direct donation programs for poor households, credit programs for small and medium-sized businesses, and housing and housing facilities improvement programs.





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For example, the Municipality of Bandung has implemented a prosperity improvement aid program (BAWAKU Prosperity) to encourage the development of businesses or small groups of businesses, and community business cooperation organizations which need business capital support. In 2007, for example, an independent team with total funds of 3.985 billion rupiahs approved 4,196 of the 53,478 proposals submitted by the community that year. Overall, a total of 10.4 billion rupiahs was provided in 2007.

Several policies, including living cost and health subsidies, have decreased the number of poor households in a relatively short period. Municipal statistics have shown a 13% decrease in the number of poor and very poor households, from 5779 in 2003 to 5024 in 2005. The Women's Empowerment Program (Kimpraswil in the SIWU scheme), conceived for women and youth empowerment, helped develop the community economy during the monetary crisis.

#### *4. Community Participation Policy*

Regulations in several sectors have made community participation mandatory in urban spatial planning, urban environment improvement, and regulation planning. Decision-making processes of municipal regulation have to receive agreement from the legislative organization which represents the people. The process can be through discussions or representation in the legislative organization.

The program 'Community Participation in the Balubur Area Revitalization' is found within this strategy: inhabitants were involved in the planning and construction process of the Pasopati Fly Over, which passes through the Tamansari area. The social inclusion approach has improved environmental quality while also providing guidance toward synergic urban planning in accommodating population growth patterns according to the set spatial plan. The 'Socialization, Community Assistance, and Planning of the Balubur Segment of Cikapundung River Side Project' falls within this inclusive strategy.

#### **Example: Tamansari**

The City of Bandung comprises three village areas: Tamansari, Cihapit, and Citarum. As an example of the community participation approach, the case of the Tamansari slum area of Bandung is presented here, which includes the Cikapundung Clean River Through Community Empowerment Program (2000-2005) and the Fly Over Development and Resident Relocation Through Community Approach (2001-2003).

The Tamansari area grew spontaneously as a slum due to the rapid physical development of Bandung, which has resulted in an urban fabric of shanties in the surrounding environment. The current population of Tamansari is 70,000 inhabitants with an average density of 600 inhabitants/ha. Tamansari is located near commercial areas (Jl. Dago and Jl. Cihampelas streets) and the 14 universities in the immediate areas, which attract renting employees, temporarily living students, and new residents. The strategic location is responsible for continuous increments in its density, driven by a rapid increase in its population and population mobility.



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The upgrading intervention area covers around 300-400 ha along the river, with a maximum population density of 100/ha.<sup>3</sup> In the intervention area, 80% of the 250,000 inhabitants are poor and are living with very limited urban sanitation facilities and without sewage systems. Thus, waste water is disposed in the river, causing very low river water quality.

### Background / Origins

In the background of the municipal policies and the Tamansari case, one must acknowledge a general public feeling of mistrust towards the government after its failure in dealing with the economic crisis in 1997. In the years following, it was evident that a new approach to build trust in the government and between different groups had to be adopted to support cooperation to achieve agreed-upon development goals. The programmes applied in 2000 by the Bandung local government and the particular case of Tamansari slum upgrading have to be viewed within this context.

### Policy objectives

The upgrading programmes, Cikapundung Clean River Through Community Empowerment Program (2000-2005) and Fly Over Development and Resident Relocation Through Community Approach (2001-2003) aimed to improve waste disposal behaviour and the environmental quality of the slum area located along the Cikapundung River by implementing an inclusive approach. The policy objectives addressed by these interventions were: (1) the improvement of Tamansari's environment quality and (2) the improvement of the welfare and life standards of Tamansari's poor communities.

### Chronological development and implementation of the practice

The Bandung Municipality initiated the process in 2000.

### Agents involved

Partners in the implementation of the policy are: the Province of West Java, the Ministry of Housing, the Municipality of Bandung, an environmental NGO, the Bandung Institute of Technology, Padjajaran University, and Bandung Islam University.

### Beneficiaries

Tamansari communities

### Participation processes implemented

There are two relevant elements regarding the participation process included in the implementation of the programmes: (1) the constitution of the Tamansari Development Board as a people's representative body that participates in the resettlement program; and (2) the Tamansari community action plans that included the development of local economic institutions such as *Koperasi* (cooperatives).

<sup>3</sup> The intervention area along the river is larger than Tamansari.



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### **Financing**

Available information on funding sources concerns only the community action plans, for which the allocated budget was 80 million rupiahs funded by the West Java Housing Infrastructure Improvement project.

### **Key results and achievements**

Key results include improvement in the environmental quality of several areas in Tamansari, in particular through housing upgrading and inspection paths along the Cikapundung River and new main pipes and drainage, resulting in improvements in river water quality. As well, community relocation for the fly over, and market and social housing development also occurred.

### **Main obstacles**

The main obstacles encountered were the population's low education level, land limitations, and the high cost of the upgrading activity.

### **SUMMARY**

In the background of this policy case, a general feeling of public mistrust towards the government after its failure in dealing with the economic crisis that occurred in Indonesia in 1997 must be acknowledged. In this context, a new approach was developed by public government to rebuild trust in the institution and between different groups by supporting cooperation to achieve agreed-upon development goals. This new approach was adopted in 2000 to develop a more inclusive Bandung's community in terms of human resources, equity, economic and social welfare, and environmental sustainability.

The vision crafted by the municipality also aimed to built an effective and efficient service city, with multi-sectoral programmes implemented to improve the quality of life of its inhabitants. The missions for this policy approach were to improve the quality of human resources through education levels, health; to achieve equity; to improve the economic, social, and physical welfare of the population; and to improve environmental sustainability. The corresponding strategies included policies fostering sustainable development, community support, economic support and community participation.

To illustrate this new approach, the case of upgrading the Tamansari slum area in Bandung City is presented. The upgrading programmes here, the Cikapundung Clean River Through Community Empowerment Program (2000-2005) and the Fly Over Development and Resident Relocation Through Community Approach (2001-2003), aimed to improve waste disposal behaviour and the environmental quality of the slum area located along the Cikapundung River by implementing an inclusive approach. The policy objectives for these interventions were: (1) to improve Tamansari's environment quality and (2) to improve the welfare and life standards of Tamansari's poor communities.

Tamansari had grown quickly as a slum area marked by a rapid physical development and its urban fabric is barely integrated into the surrounding environment of Bandung. Its current





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population is 70,000 inhabitants with an average density of 600 inhabitants/ha. Its proximity to commercial areas and 14 universities has attracted renting employees, temporarily living students, and new residents, resulting in a continuous increment of the population density.

The upgrading intervention area covered a surface of around 300-400 ha along the river with a maximum density of 100/ha. The 80% of the total 250,000 inhabitants in the intervention area were poor and living with very limited urban sanitation facilities and without sewage systems, resulting in waste water being disposed in the river and causing very low river water quality.

The participation process within the implementation of the programmes included the constitution of the Tamansari Development Board as a people's representative body that participates in the resettlement program; and Tamansari community action plans that included the development of local economic institutions such as *Koperasi* (cooperatives).

The programmes resulted in an improvement in environmental quality in several areas in Tamansari; housing upgrading and inspection paths along Cikapundung River; river water quality improvement; new main pipes and drainage; community relocation for fly over; and market and social housing development. The main obstacles encountered were the population's low education level, land limitations, and the high cost of upgrading activity.

### Acknowledgements / Credits

The narrative was written in 2007 by Dada Rosada, Mayor of the City of Bandung, under the coordination and edition of Prof. Cabannes assisted by Yasar Adnan Adanali, at the Development Planning Unit, University College London, UK.

All narratives compiled in 2007 including this one were revised by a DPU editorial committee composed of Ernesto Jose Lopez Morales, Sonia Roitman, Michelle Pletsch, Steffen Lajoie, Luisa Dornelas, Iyad Issa and Pechladda Pechpakdee.

The original text was edited to a standard CISDP Observatory format in 2010 by Manuela Gervasi (doctoral student) under the supervision of Dr. Giovanni Allegretti at the Centre for Social Studies, University of Coimbra, Portugal.

### For further information:

Committee on Social Inclusion, Participatory Democracy and Human Rights of United Cities and Local Governments (UCLG):

Tlf: + 34 93 342 87 70

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