LOCAL GOVERNMENT’S COMMITMENT IN PROVIDING ADEQUATE GENDER-RESPONSIVE URBAN SANITATION

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Abstract

Indonesia’s sanitation level is considered bad in term of the quality of services and public access opportunity. In contrast, the demand towards clean water keeps increasing, particularly in the urban areas due to the high demand of areas excavated for development each year. The limited access to clean water can trigger the emergence of new problems related to health and environment, more particularly towards women whom they are closely related to clean water either for household or personal needs. The absence of clean water will increase the risk of sexual abuses in public facilities and unfulfilled women’s specific needs. This article analyses the commitment of local region in providing gender-responsive urban sanitation considering to need separation towards men and women. The research was conducted in Semanggi sub-district of Surakarta City bearing the program “Kampung Sanitasi”, the collaboration between Surakarta Government and USAID since 2014. The primary data were obtained through interviews and observations, whilst the secondary data were gained from documents. The data were analyzed using 7S McKinsey model (system & staff) for local-region commitment and Sara Longwe model to see whether the available sanitation has been gender-responsive through access, participation, control and benefit received by women. The analysis result using McKinsey’s theory shows that there hasn’t been commitment of the local region providing responsive-gender sanitation. When using Sara Longwe’s theory it is found that 1) women’s access towards proper sanitation increased since the program was launched, 2) women’s participation in program planning is still low but its implementation is quite sufficient, 3) in control women don’t tend to have authority in using collective facilities; it’s proven by many of them are feared of sexual abuses at sanitation area, 4) in benefit women merely still got access to clean water but not for being protected from sex abuses and moreover the walking distance was still too far. Thus the commitment of the local region to provide responsive-gender urban sanitation has not been actualized maximally. The existing sanitation facility is still neutral gender, without separating the practical needs and strategic gender.

Keywords: gender-responsive, urban sanitation, Longwe, local-region commitment

INTRODUCTION

Sanitation in Indonesia is categorized in poor level for the quality of the provision for public access and opportunity (World Bank, 2013). By 2013, 54% of Indonesia’s population does not have access to clean water and adequate sanitation (UNICEF; WHO, 2013). The situation is aggravated by 40-60% urban areas do not have sanitary facilities which integrated with the water source (Juliman, 2014). Indonesia recently filled the 18 million (40%) out of the 45 million target should be achieved in 2019 in case of equal opportunity to access decent sanitation (Ditjen BGKIA, 2015). In other hand, the provision of public facilities had already printed on the National Medium Term Development Plan (RPJMN). The implication showed us there was a negative trend in bowel haphazard behavior increased to 17% in 2013 in the suburban and rural area (Cameron, Shah, & Olivia, 2013).

Clean water needs from year to year is always increased, mainly in urban areas as the consequence of high utilization of land for development (WBCSD, 2005; Platt, 2012). Limited access to clean water would of new
problems, such as disruption of health care and the environment, crime, psychosocial stress and even poverty (UNICEF, 2012; Hendrawan, Widarnako, Moersidik, & Triweko, 2013; Truelove & Mawdsley, 2011; Njenga, et al., 2009; Sahoo, et al., 2015). Especially for women, where they become the person who is closest to the procurement of water whether for household needs or personal needs (Tacoli, 2012; Chant, 2013; Institute for Women's Policy Research, 2015). With the lack of sanitation that close to the settlement, it will be dangerous for women and children (Hartman, Rowe, & Elledge, 2015). Some of the losses are, first it would not accommodate the special needs of women related to reproductive health while menstruation, which those activities requires sufficient clean water (Engel & Susilo, 2014; McFlarlane, Desai, & Graham, 2014).

Second, with a distance of sanitation would increase the risk of the occurrence of sexual harassment around the sanitation area especially with lack of lighting at night (Bapat & Agarwal, 2003; Moser, Winton, & Moser, 2005). Third, considering to the social psychology of women, the unavailability of a adequate sanitation led their stress levels to be higher like feel so embarrassed if only they continue bowel carelessly habits (BABS) and fear while having to access communal toilets at night (Sahoo, et al., 2015). Inadequate of sanitation would harm women and children and that is why women are being marginalized within economic and politic including lack of participation in development.

In Indonesia, the provision of adequate urban sanitation becomes Central Government liabilities as well as the Local Government. It is in line with the national program called Community-based Urban Sanitation (SPBM) as a supporting program of PNPM–Mandiri (Kementerian PU, 2012). Local governments are required to arrange a working group (Pokja) as a preparation step in the realization of this program. However, local governments often meet some problems while trying to reach an adequate sanitation such as the technical stuff (Pokja formation logistics and procurement) and also limitedness for accommodate community needs. Those problems likely experienced by the City Government of Surakarta in realizing the provision SPBM around settlements especially the one which categorized as streams polluted. Governments’ city of Surakarta already built 93 units sanitation which are already integrated with the IPAL or limited communal sanitary facility (Pemkot Surakarta, 2016).

Provision of urban sanitation was prosecuted not only focus on sanitation itself, but also should pay attention to the practical needed differences between the women and men, it is then known as the provision of sanitary based on gender. It is in line with the regulation of the Minister of Home Affairs (Kemendagri) Number 67 in 2011 and Presidential Instruction Number. 9 of 2000 which every region shall be obliged to do that (Kemendagri, 2011). But in fact that occurred, there are still many policies in local region are still neutral (blind) gender (Bastian, 2010; Dhewy, 2017). Integrating gender in development in region or commonly known as gender mainstreaming has several key components, one of the components is the commitment of the region (Inpres, 2000). The commitment of the region can be manifested into formal regulation (policy) of the existing regulations or doing a preparation in term of their human resources capability to understand what is actually the urge of providing sanitation based on responsive gender. Overall in the case of sanitation development, indicated that there is still far from applied gender mainstreaming among to the all components.

This article aims to find out how far the commitment of local governments in providing urban sanitation based on responsive gender. Gender-based procurement of sanitation is required to ensure that no one harmed due to the lack of sanitation reminded by the basic needs differences between women and men. Previous researches which is also used as a reference in this study were more likely to discuss only about the urgency of the existence of sanitation must be gender responsive and about efforts of local government as the lowest level in bureaucracy (Moser, Winton, & Moser, 2005; Choguill, 1996; Chong, Abeyssuriya, Hidayat, Sulistio, & Willetts, 2016). In the end, this study would like to combine two main elements of several previous researches regarding to local government commitment and urgency of the existence of gender responsive sanitation.
LITERATURE REVIEW

One key component in realizing the PUG in the context of providing adequate sanitation in region is the existence of regional commitments. Regional commitment is named as determination and steadiness area to achieve a purpose which is believed to be together. The existence of a commitment in an important government agency since an organization will routinely changes (Feldman & Pentland, 2003). To achieve these changes, there should be supported by the existence of a will and awareness throughout the Organization to support the existence of a component changes. One of them can be realized through a system created by the local Government must be able to empower their employers as well as the society in the running of a policy (LGAT, 2014). The commitment of the region can be measured using one of the McKinsey 7S approach.

According to Mckinsey, there are seven approaches that are used to describe whether an organization can achieve the goals set or not. Seven of these components are divided into two parts, as hard skills and soft skills (Ravanfar, 2015). Hard skills are represented with three key components. First, the strategy is meant as the direction, scope and manner, owned by an organization to be able to achieve the goal. Second, structure or known as the basic formation of the organization, refers to the unit, responsibilities and specialization. Last there is called by system, as formal and informal procedure which is used as a guide the organization took a decision (Mišanková & Kočišová, 2014). Soft skills related to the ability of the individual as a member of an organization that is divided into four components. First is style, as the approach undertaken by the top manager in an attempt to reach out to all members of the organization. Furthermore, staff, related to human resources is owned by the Organization and how they are trained and motivated which is then expected to support the achievement of the organization. Third, skill or basic capabilities and competence possessed by members of the organization. Lastly, shared values or better known as the objectives of the organization that want to be accomplished as a guide Member organizations in action.

This Research will take two approaches out of seven approach expressed by Mckinsey. They are system and staff where both chosen because some consideration. First, choosing system in hard skill clumps, considering to the definition of system is as leads to a procedure that is always there in every government activity every day. McKinsey also mentioned that the existence of system will represent the interests and needs of elite in an organization, where the power of individuals and groups will determine the direction of the policy (McKinsey Co., 2011). System is also a component of the sustainability for other components (strategy and structure), in the absence of system, an important component in efforts to improve the quality of the Organization (structure and startegy) would not be achieved (Potocki & Brocato, 1995). Next, from the soft skills, staff approach selected because according to another research claimed that all activities of the organization that support organizational change and drive increased necessarily involves human resources component (Alshaher, 2013). So, however the plans and the system have been set in the Organization, will not make anything better if only there wasn't a member or agent who would do that actions.

From the society as users and recipients impact of the policy especially for women, this paper use an indicator of women empowerment by Sara Longwe (March, Smyth, & Mukhopadhyay, 1999). Between the commitments of the region with women empowerment indicated have a relationship. Where to realize justice access to sanitation for women and men, local governments need to undertake efforts that came to be known with the commitment of the region (WHO, 2004).

There are five levels to describe whether women who are involved in the policy reasonably have received the results/benefits
and have equal access with men or not. The first stage in the tools Longwee is 1) access, where women have equal access with men to take the an outcome of the policy. 2) After women and man have an equal access, the next stage is to measure the participation especially for women who considered to always be subordinate. Do women have the same rights in planning to evaluate in all policy stages. Next 3) controls, which can be measured the extent of the involvement of women in policy, conduct complaint if found any discrepancy in implementation to participate in proposing a work plan in the new budget. Finally, when all the stages already reached, the latest component to measure both women and man have an equal access and whether the policy was effective or not is 4) benefits, this measure explains about some positive impact received by women within a certain period after the policy is rolled out. Women could get benefits as a whole and not decriminalized in the result of a policy.

**METHODS**

This research undertaken in Surakarta Central Java, or specifically in RW 23 kampong Semanggi where there has (risk of polluted waste water domestic and drainage) poor sanitation. Governments’ city of Surakarta or more specifically is the Public Works Agency and the Spatial (DPUPR) in cooperation with USAID and NGO Groups. Data resources taken in this study is divided into two types: primary data and secondary data. Primary data obtained through interviews with relevant parties and observation. Meanwhile the secondary data, obtained through policy documents relating to program SPBM through work plan and the Department’s strategic plan.

**RESULTS**

According to analysis tools are used, through Mckinsey to measure how far the regional commitment and Sara Longwee to measure women empowerment in urban-based community sanitation program (SPBM), this research presents the results. The results of the research begin with the measurement of regional Government commitment the city of Surakarta.

### A. Local government commitment

The commitment of the region reflects to the ability and willingness of the area as well as the device in realizing development goals through cooperation with the Community (Winters, Karim, & Martawardaya, 2013). Through tools from McKinsey namely system and staff (human resources), the results are:

1. **Systems in support of gender-based procurement of sanitation:**

   As revealed in advance, the success of the providing sanitation based on gender-responsive is the existence of regional commitments. One of them is through the system built within organizations. System relating to formal and informal procedures that commonly used to support any activities in term to achieve organizational objective. Based on the results of research, related with DPUPR and observations, it was found that:

   **a. Formal procedure:**

   Provision of urban sanitation in Surakarta city became the responsibility of Department of Public Works and Spatial (DPUPR) or specifically Cipta Karya department. The construction of sanitation facilities in Semanggi is still in the stage of revamping the environment area of the slums to reach the targets within the RPJMN years 2015-2019. According to Decision of the President number 2 2015 and the legislation of the Republic of Indonesia number 2 in 2012 mentioned that the provision of urban sanitation be responsibility of the local authorities concerned. In Surakarta, based on the decision letter of the Mayor of 605.3.05/48/Number 1/2013 Date 05 July 2013 bestows the construction of sanitation in Semanggi to the Part of Cipta Karya Department by forming a working group (Pokja).

   Developing sanitation in Surakarta city stated in Region Long-Term Development Plan (RPJPD) since 2008 whether refers to technical or non technical procedures. Legally, the construction of sanitation facilities has been conducted by Cipta Karya department since 2012 until the end of 2015. There are one communal IPAL, IPLT, communal toilets and some of the water sources. It is in accordance with that stated
in Act No. 7 of 2004 regarding water resources, including sanitation development in realizing the strategy of universal access at a decent sanitation. Governments’ city of Surakarta, has done some efforts in the improvement of sanitation services in Semanggi according to what is mentioned in the Act. Among them, the first based on the decision letter of the Mayor of 653.2/Number 48-B/1/2012-performance of construction waste water Disposal Installation (IPAL) centered (off-side) and construction of the communal toilets (on-side) in order to increase access to sanitation services that reach out to all communities.

Related with the implementation of gender mainstreaming (PUG) in region, the Government of the city of Surakarta hasn’t been able to integrate gender aspects in the provision of urban sanitation. According to the results of interview with the head of Cipta Karya department of DPUPR, provision of sanitation still focus on structuring the environment to achieve the slum target of the program and access to clean water. In the end, the providing of sanitation based on gender by separating needs between women and men hasn’t realized by the Government of the city of Surakarta yet. In the regulation of the Minister of Home Affairs (Kemendagri) Number 67 in 2011, mentioned that each Organization Device Area (OPD) is required to draw up a strategic plan and work plan which already integrated with gender. But the results show, Cipta Karya department, only does physical development. Implementation of gender mainstreaming hasn’t been able to do in Surakarta regarding to the lack of socialization which should hold by the Regional Development and Planning Board (Bappeda).

As mentioned in the PNPM-Mandiri that one of the Government’s approach in term of community-based urban sanitation program is to considering gender equality and justice in every stage of development and in the utilization of development results. Development is done by the Government of the city of Surakarta hasn’t reflects what is meant by gender responsive yet. Development is still in the stage of community empowerment without considering to the differences needed between women and men. In the socializing held by Cipta Karya department, presentation of women who attended not as many as man. The impact is there are difficulties in mapping and accommodating the needs of women. In the end, the formal legal rules from some (technical) that already mentioned, the only program of PNPM-Mandiri which is SPBM in its policy document mentions the need for gender integration in the provision of urban sanitation.

b. Informal procedure:

The construction of sanitation in Semanggi not only carried out by the City Government. In the framework of community empowerment and community involvement, local government cooperating with a community self-help group (KSM) known as KSM Dabagsari Makmur. KSM are tasked to do the treatment and periodically checking to some point where sanitation facilities was built. In addition to performing maintenance and management, KSM Dabagsari Makmur is also responsible to do collecting charges every household which uses clean water pipe connection. The mechanism and amount laid down by the agreement of the community with members of KSM, where charges collected every month will be channeled directly to PDAM as a party of clean water service providers. Cooperation built by the Government of the city of Surakarta and KSM are not based on the formal document endorsement. Formation of KSM completely derived from the initiatives from the community in Semanggi as a form of responsibility for sanitation services that are already built, hence KSM plays an active role in manage and take a control of facility sanitation.

Governments’ city of Surakarta is also cooperating with international donor agencies, named USAID. Grant funds are used for the additional construction for clean water pipe connection which is connected to each household. USAID presence beyond the original plan as provided in the City Sanitation Strategies (SSK). This program has been running since 2012, while the cooperation undertaken at the end of 2014, which means with or without USAID, will not interfere for the sustainability of the program.

2. The quality of human resources:

The second tools after the system in McKinsey approach is relating with the implementing capabilities in achieving Organization objectives.
or better known by staff. In this tool, there are three major indicators, namely the existence of the implementing team, human resource capabilities within understanding the gender mainstreaming (PUG) and socialization and training. Staff becomes an important component in this approach because the entire activities of the Organization related with willingness to change will always be involving and exploring human resources in it. Based on the research, the quality of human resources in the sanitation program found that:

a. The implementing team:

Implementing of sanitation program in Semanggi has involved several OPD. One of the most dominant OPD that responsible to do mapping and territory development is Cipta Karya department which is part of DPUPR. According to interviews conducted with the head of Cipta Karya department, they only in charge of implementing do developmental physically, riverbanks region setup and maintenance of sanitary facilities. Focus targets have done by DPUPR was to improve sanitation services and arrangement of slums as aimed increasing universal access to decent sanitation.

The team also joined in a working group (Pokja) which was formed through the synergy made by Bappeda, DPUPR and health services (Dinkes). By creating a working group reflects that Pokja Surakarta already was really well planned in case improved urban sanitation services. The implication is, planning and preliminary mapping of the area that will be built in urban sanitation right on the target. The results shows, that Semanggi categorized as a village in a red zone which means Semanggi is one of most contaminated waste, garbage and have poor drainage. With the presence of Pokja, it would reduce the risk of mapping the area out of target group. As a result, the selected area indeed has a fairly high BABS, which is about 40% of the total population in the village.

b. Human resource potential in understanding gender mainstreaming:

As described in the previous points, the construction of sanitation facilities are still only in arrangement of slum and increased sanitation access. On the other hand, the purpose of this SPBM program isn’t only to improve access to sanitation, but as well as for adequate communal sanitation system provides, environmentally sustainable and appropriate regarding to the needs and abilities of the community. Community needs in here is meant as the practical needs of women and men which in fact both of them are different. Those things are encouraging the further integration of gender on any policy either in the central or regional level, one of them is in the program SPBM for example.

Associated with the Permendagri number 67 in 2011 regarding the implementation of the PUG in the region, the Government city of Surkarta had not reached at this stage yet. Head of Cipta Karya department stated that they are only in charge of the construction and physical mapping of the territory. The simple concept of gender regarding to the separation needs between women and men is meant only as a purely abstract concept are in fact also not implemented by another agency yet. The statement contrasted with what is stated in Chapter 1 verse 13, claimed that every work unit at OPD is required, that there should at least one focal point PUG or the person who has the ability to undertake gender mainstreaming concept. In the work unit in Cipta Karya department, the staffs are less likely to know what it called as gender mainstreaming. The main obligation which they run is limited to what is contained in the work plan (Renja) in OPD.

Less understanding about PUG indicated occurs due to the presence of socialization has not undertaken by Bappeda with related OPD. As a result, the impact of SPBM programs are still gender blind, by not paying attention to what the needs of the community in particular. In addition because the existences of socialization, the willingness of the staff to better understand about PUG was also lacking. To define the meaning of the word gender, some staff is having trouble and did not know that there are regulations which specifically address the integration of gender in the region. It indicates that the average of the amount employee in the work unit of the Cipta karya department as an executor of sanitation development has known yet what a PUG in region is and what is that emergence.
c. The process of socialization/training to the target groups:

Socialization had been held by Pokja Sanitation program at the beginning starts from planning to the implementatio of the programme in Semanggi. The process of socialization is done in order to encourage the local community to leave defecate habits in the river and the determination of the regions to be built whole sanitation facilities (toilets, IPAL, IPLT and water sources). The socialization program encountered several problems; such as some communities reject the existence of sanitation development as it pertains to the acquisition of land and they have an assumption that it is more practical and easiest way if they do cleaned the bowel in the river. The training was attended by KSM was intended to target community is easier to get to know and understand the purpose of the program because it felt that the KSM are part of them.

Aside from the main socialization has done by government agencies, it is also done by KSM directly within community. Socialization is concerned with how the management of the IPAL and water connection installation procedure to householder. The involvement of every element in community directly within a policy making will have an impact on the high degree of acceptance of the target group where the policy was running. Togetherness in managing and caring for sanitary facilities could happen because every community feels involved in every development process. In the end, among socialization that have been held, the percentage of women presence as members of KSM are not as big as the number of male members who were present. Even if there had a comparison, it is only 1 performed woman out of 10 members who attended the training held by the Government city of Surakarta.

B. Women empowerment within target group

After knowing the level of commitment to the program areas of providing SPBM in Surakarta, the results will further expose women empowerment as parties who are likely to be harmed if there was lack of access to adequate sanitation. Women empowerment becomes the reflection of policy impact in case it could capable to accommodate their needs as parties who are often being sub ordinate within community. This research shows the following results as below:

1. Women in gaining access to decent sanitation:

Longwee describe the access indicator has several points of key questions combined with the Directorate General of Cipta Karya. Among them are, how big the women presence percentage in every stage of socialization to evaluate the program and the number of female cadres within KSM who implementing sanitary facilities management (Directorate General of Cipta Karya, 2013). As a result, both women and men have the same opportunity to be involved in the development process of sanitation. Although, there is access owned by both equally large percentage, but the presence of women in the activities of socialization and training tend to be a little bit lower than man. It is caused by the role undertaken by the majority of women in Semanggi is as housekeeper and labor. Consequently, they prefer to do a major liability as a person who has responsible for all household affairs compared to attend socializing which relating to sanitation program. In contrast to the low percentage of women in the activities of socialization, the numbers of female cadres are being incorporated in KSM quite a lot. Women tasked to do the management and treatment of sanitary facilities. The female cadres are usually tasked to conduct logging charges water connections to home payments, managing of public dues and as an initiator to invite other women (housewives either). Although the numbers are not comparable to the cadre of men in KSM, but the presence of women in the KSM are already said to be able to articulate their specific needs of women in terms of providing adequate sanitation in the community.

2. Women's participation in the policy process:

Women's participation in the program through their involvement measured since the planning process until controlling program. In terms of involvement in program planning, males had larger proportions compared with women. It is represented through the participation of women in discussion and
negotiation when conflicts are occurred, very low. In the extension and training conducted by the Government of the city of Surakarta and another OPD, percentage of women presents is extremely minimal. Participants are dominated by male members of KSM. These circumstances caused by the role of women who are be members of KSM was not as thinker and regulator, but women tend to be more taking care of things that are technical as management of dues and maintain communal toilets.

In contrast to men who have a higher role, those who become members of KSM are always doing the coordination with the Government of the city of Surakarta in case how to operating IPAL and controlling the connection among pipe households. From in the beginning of planning until the controlling process, the proportion of men more than women almost in every rules. Women involvement to be said only limited in the implementation of program. As evidenced by they only participate in socialization, the inauguration of the new water connection, manage communal toilets, members of KSM and the utilization of other facilities. Women have not said to be entirely involved yet in all policy making process, but if viewed through participation in the utilization of policy output, they are already contributing, not too significant but already shows positive results.

3. Control programs against women:

When women are already engaged or participated in program, the next step is to see whether there is control or not can be done by them. Control relates with ability of women to exert influence on program planning, sanitation facilities management and decision-making. The result shows that women tend to have no control over this sanitation program. Women and men have their respective duties in the distribution of water. The majority of women worked as a housewife who has responsible to collect clean water for daily needs, when they don't have a direct pipeline connection.

Distance traveled from the House towards the source of the water is not so far, thus making it easier for them to access those sources of water. However, when they access sanitary facilities they couldn’t get guarantee for being secured and comfortable. The lack of separation of booth in communal toilets between women and men, make women's anxieties will be matters relating to harassment are still high. Plus the area of the shared facilities to access water, washing clothes and other is no barrier or wall with outer areas adds to the sense of discomfort when women do activities there. As a result, women in Semanggi tend to have not the control to do interventions on the program. The controls are carried out only limited on the management and maintenance of communal toilets without can articulate their needs into something real.

4. Benefits of the program for women:

Seen from the target group, the community Semanggi in General, feels the environment become more clean and neat after the sanitation program was built. The society usually has a bowel habits carelessly in the river which is 100 meters from the village, now they have access to the five adequate communal toilets. Another benefit is by constructing of new water pipeline connections, now the community doesn't need to buy clean water. They could simply pay charges amounting around Rp. 60,000, each household which has a water pipeline connection. There is no difference within delivering a good service access to women as well as men, they both have the opportunity to take the benefit from the program. Unlimited access to all of sanitary facilities doesn't mean it would benefit both. Women tend be the person who can’t take all benefits as man can. By there aren’t separated booths between women and men, inflicting any discomfort. So does the distance a shared sanitary facilities are less attentive to the differences between the needs of women and men. Gender responsive development that does not consider the differences needed of women and affected that there is one interest which not be accommodated, in the case of Semanggi, women had less benefited with the urban sanitation program which aren't based on gender responsive.

DISCUSSION

The result shows that at the first analysis tool (McKinsey) which is contained two indicators on first dimension. System known as a formal procedure and non-formal procedure,
the only one which is presentated the condition of the Surakarta Government of supplying the gender responsive based urban sanitation. The formal procedure indicator not entirely runs by the Surakarta Government that is connected with implementation of Permendagri Number 67 year 2011 about Gender Mainstreaming in region. Mentioned in a research, that is changing in organization can run accordingly with the goal if both system inside the organization either it is formal or non-formal can fully understand by every members(Cerna, 2013). These thing shows how important the understanding and obligations is for every member of organization to run the formal and non formal procedure.

Second dimension of first analysis tool is every staff shows the positive result of program implementation generally, like physical development, training group of target and sanitation facility management. However, the understanding and integration of gender for sanitation development is yet to seen. It shows through the concept of gender which is only understood as an abstract concept which is hard to realize and less attention of woman representation in whole process of policy. It is mentioned in the research, the realization of government commitment in a country or region will directly affect the development of sanitation pay more attention to differences of needs between woman and man or gender responsive (UN Water, 2015). From the first analysis tool which is region commitment, the Surakarta Government has not indicated the commitment yet to his staff for procurement the gender responsive based of urban areas sanitation. These result is gained through analysis that has been done, showed that the Government of Surakarta only focus on physical development without consider the differences of needs among woman and man. In fact, success of improvement against feasible sanitation access will come true if the Region Government can involve the community as the resource in whole process of policy that implemented on the succeed of gender mainstreaming implementation(Morna, 2000).

Second analysis tool is seen from the empowered target program, woman show the improvement of access and participation not yet accompanied with the improvement of control and the benefits gained. Even though, the sanitation facility that can accommodate the woman and man needs will relieve them from poverty and the improvement of economic condition through the much easier access of basic needs(Murphy, McBean, & Farahbakhsh, 2009). This research shows that less of control and benefits gained of woman which suits their needs due to their not accumulated needs inside the development process. It is the result of the policy that are executed by the Government of Surakarta that is still gender neutral. The policy that is still gender neutral indicated lack of the understanding of PUG in Region Government and also lack of willing. In other hand, the region commitment will be formed if the individual that is involved in making the policy consider the data about inequality gender in early design of a policy(Gine-Garriga, Palencia, & Perez-Foguet, 2013). The result of research tends to support older findings, which is the ability of a region to supply the responsive gender of urban sanitation realization because one of the reason is supported by the commitment of the region itself (Thang, Meng, Chen, Bekedam, Evans, & Whitehead, 2008). The Government of Surakarta tends to less of commitment as expected, so that the procurement of urban sanitation is not gender responsive.

CONCLUSION
As has been discussed, the research concludes that the commitment of the Government of the Surakarta city in the provision of urban sanitation based on gender responsive hasn't done yet. It is reflected through the analysis tools usedboth in terms of willingness and preparation of local government itself as well as in terms of the recipient of the service in general is a society in RW 23 Semanggi and in particular is women. Some analysis tools show positive results, which are related to non formal procedures, the implementing team, socialization programs, access and participation of women. As for the formal procedure, the ability to understand the PUG, the controls and the benefits that accrue to women haven't show a significant results. The existence of local commitment within providing adequate sanitation based on gender responsive is important because one of the keys to successful implementation PUG in region is the presence of local commitment itself.
CITATION AND REFERENCE


