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Citizens' Initiative to Cope with The Environmental Problem in Samarinda, Indonesia

Abstract

This paper aims to examine the citizens' initiative (CI) to save the Karang Mumus River in Samarinda, Indonesia, through a collective movement, namely GMSS SKM (*Gerakan Memungut Sehelai Sampah Sungai Karang Mumus*). The river has complicated problems that are mostly caused by human behavior, such as pollution and illegal dwelling. Drawing on the CLEAR (Can do, Like to, Enabled to, Ask to, and Responded to) framework, this research explores the effort of the movement to what extent it engages to save the river. Data in this research are collected at least in two ways, such as interviews and field observation. This research finds out that the local government seems powerless to tackle the river's problems, therefore the voluntary movement emerges and takes some of the roles. The activists or volunteers use their own resources to run their activities (Can do). They set at least four programs to educate people and the impact will save the environment in the city (Like to). The movement is open for all citizens and communities to join in their activities (Enabled to). They mobilize the group members and publish their activities on social media to attract other citizens (Ask to). It works when some citizens and communities are willing to participate in the activities. The local government then supported the voluntary group by creating a small team of *Hantu Banyu*. However, some local government officials and local parliament members support the voluntary group individually rather than institutionally. On the other hand, institutional support comes from the central government agency in the city. Moreover, some support also comes from individuals, communities, and the private sector (Responded to).

Keywords:

environmental problem; citizens' initiative; picking-up rubbish movement; CLEAR framework

Introduction

The existence of rivers creates important roles and benefits for people and industries generally in Kalimantan, Indonesia. Before roads were built on the land, people made use of the rivers as their water

roads. Even today, some people and industries still travel and transport some commodities through the rivers. Moreover, the rivers also provide economic values and also create lifestyle and culture for local people. These strategic roles of rivers attract some people to migrate and inhabit riverside areas illegally. They build houses on the riverside and this way makes it easy to access the river for their daily needs. Consequently, some new problems emerge in the areas, such as slum areas, scattered rubbish, and pollutant problems.

In Samarinda, capital city of Kalimantan Timur Province, such problems also occur on the Karang Mumus River (*Sungai Karang Mumus / SKM*) riverside area. Unfortunately, the local government does not have updated data about the number of illegal houses. The only data was issued by *Dinas Perumahan dan Permukiman Kota* (Housing and Settlement Agency) Samarinda in 2000 in which there were 2,559 houses.

SKM has about 34,7 km of length from the upstream area in Kutai Kartanegara Regency that flows to Mahakam River in Samarinda Municipality. A different version mentions that SKM has about 40 km of length (Mislan, 2017). In the 1970s, the river had clean water where people took baths in it. The river also had various fishes and plants (Hardjanto, 2015). Today, many people who live in this riverside area use the river for many activities, such as taking baths, washing clothes, toilets, and rubbish bins. Some industries also take water from this river for supporting their production process, such as *tahu* and *tempe*[1] industries. They make use of river water to wash the raw material and then flow their waste back down into the river. Moreover, a local water company, namely PDAM (*Perusahaan Daerah Air Minum*),[2] takes water from the rivers and Benanga Lake in this city.

1 *Tahu* and *tempe* are traditional foods in Indonesia that are made of soybeans.

2 PDAM is a local water company that belongs to the local government that produces water and distributes it to citizens in the city.

The environmental problem in this city is caused by at least three issues, such as the lack of capacity in transporting waste, poor awareness among some people, and poor law enforcement and omission by the local government (Wahyudi, 2020). Although the rivers provide benefits for the people, many people do not care enough to maintain the rivers. Lack of awareness is a critical problem that causes the rivers to become worse. Consequently, it threatens the water security and biodiversity in the rivers and environmental aesthetics.

Furthermore, the local government's capacity to carry out the rubbish is very limited. The following graphic shows that the rubbish production in the city tends to increase from year to year. It is parallel with the uncollected rubbish, while the capacity to transport the rubbish does not increase significantly. In 2020, there were more than 60 thousand tons of waste that could not be transported by local government agencies (Graph 1). Where do they go? The uncollected rubbish goes to rivers, creeks, ditches or puts them at illegal dumping spots. It creates a serious environmental problem in the city and some of the waste can flow down into the ocean.

Jambeck, et al. (2015; 2015) put Indonesia in the second rank, after China, in the top 20 countries which have mismanaged plastic waste in 2010. They estimate that Indonesia in 2025 will contribute 7.2 million metric ton (MMT) of mismanaged plastic waste and some of it will flow down into the ocean. Without any intervention to anticipate it, their warning will come true. It needs to involve many parties to mitigate the waste problem and to build coordination among stakeholders, such as government agencies, research institutions, universities, NGOs, and citizens to monitor the progress of marine plastic debris reduction which has been set by the government (Nurhati & Cordova, 2020).

Citizens' involvement to deal with public issues is unavoidable and it will potentially help

the government to tackle a particular problem (see also Forrest et al., 2021; Piyapong et al., 2019; Seebauer et al., 2019). Nevertheless, it has various characteristics in different places. Drawing on the public value approach, Duijn & Verkerk (2018) study the citizens' initiatives in Dutch Water Management. The initiatives are more integrated and inclusive to deal with societal problems, and they lead to create public values. Wardi (2011) studies a residential waste management system conducted by citizens in Denpasar, Badung, and Gianyar. Regardless of some technical problems, poor awareness among citizens is one of some problems in the system.

Meanwhile, Sari, Sobari, & Marianti (2020) argue an enthusiastic attitude that encouraged the community to work together in handling the waste problem in Malang city. The enthusiastic attitude that drives the community to work with the government and the private sector is the philosophy of *Ojrek* Bareng which is based on Arek Culture. This philosophy was reflected in the expression of the community in dealing with waste problems, namely *sengkuyung seduluran* (brotherhood spirit), *ewuh pakewuh* (uneasy feelings) and *tanpo pamrih* (sincere).

On the other hand, people socio-cultural-based waste management can actualize and enhance the role of traditional institutions, such as village or *banjar*, change the paradigm of the Balinese culture (cultural engineering) in waste management, actualization of cultural values and the sanctity of the environment (resource of vital nature) and area/sanctuary, reviving the tradition of mutual help to clean of the environment, promoting to 3 R (reduce, reuse and recycle) approach, enhance the active role of housewives, implementation of household and environmental management rules (waste) effectively through the mechanism of reward and punishment in the form of customary rules (Wardi, 2011).

In Samarinda, an initiative to save the Karang Mumus River and its water, fortunately, emerged from some people in the city. A group of people built a movement to clean up the river by picking-up the rubbish out of the river. This movement is named *Gerakan Memungut Sehelai Sampah Sungai Karang Mumus* (GMSS SKM) or Picking-Up A Rubbish Movement of the Karang Mumus River. It is a unique group because this community is not a part of the sanitation agency in this city, but its activists or volunteers care about the river and they use their own sources to commence the activities. Although many people cynically mocked this effort, it eventually created a result to make the river cleaner from solid waste in certain parts of the area. This effort also attracts some other people and officials individually to involve in the movement. It also pioneered a hope to create river tourism, namely exploring the Karang Mumus River by small boats. This paper will examine the effort of citizens' initiative to clean up the river in order to save the environment and factor(s) that influence how it works. In addition, it will search to what extent the local government responds and facilitates the citizens' effort.

Method

This research is empirical research and it uses a qualitative approach. In empirical research, the data is gained from experience or observation of the world and they will be used to answer the research questions (Punch, 2014, pp. 2–3). Therefore, the main data in this research will be collected in two ways. The first way is to interview key informants who are directly involved in creating and initiating the picking-up movement. This interview will explore how and why they started to perform the movement and some factors that influence the movement. Furthermore, interviews with local government informants are intended to explore the local government's view toward the citizens' initiative and to what extent the local government is involved in creating a clean river. The second is doing a site observation. In

this observation, researchers will visit and make a voyage trip from downstream to upstream of the river. This observation is intended to see and to confirm the activities in the river, because their activities are mostly in the river and the surrounding area, such as picking-up rubbish and promoting river tourism.

A CLEAR framework or model will be applied to analyze the collected data. It stands for **C**an do, **L**ike to, **E**nabled to, **A**sk to, and **R**esponded to. This framework is new and the using of this framework in this study will examine whether it is applicable in field research. Moreover, this framework can be adapted to examine citizens' involvement in public issues. Although this tool focuses on officially sponsored participation initiatives, on the other hand, it puts emphasis on understanding the citizens' participation from their perspective (Lowndes et al., 2006). Therefore, this tool is adapted in this research to analyze citizens' initiative in saving SKM. The CLEAR model argues that citizens' participation is most effective where citizens meet the five key factors.

Results and Discussion
Citizens' Initiative

Waste management is a crucial problem in Samarinda municipality. Graphic 1 shows that many tons of waste in the city have been uncollected for many years. It potentially creates health and aesthetical problems in the city. Some of the uncollected rubbish is put into rivers and somewhere else in the city. Although the local government has issued a regulation No. 2/2011 concerning Waste Management, it does not work well because of some factors, such as poor capacity in transporting the waste and poor law enforcement. Moreover, this policy does not organize public education as an important issue in waste management, whereas a poor awareness among citizens to create the city clean and healthy is one another problem (Wahyudi, 2016). In addition, in the national context, the waste management issue also attracts the central government's concern since it issued Waste Management Law No. 18/2008. This law sets some authorities and tasks of the central,

Graphic 1.
Rubbish Production in Samarinda, 2016-2020 (in Metric Ton)
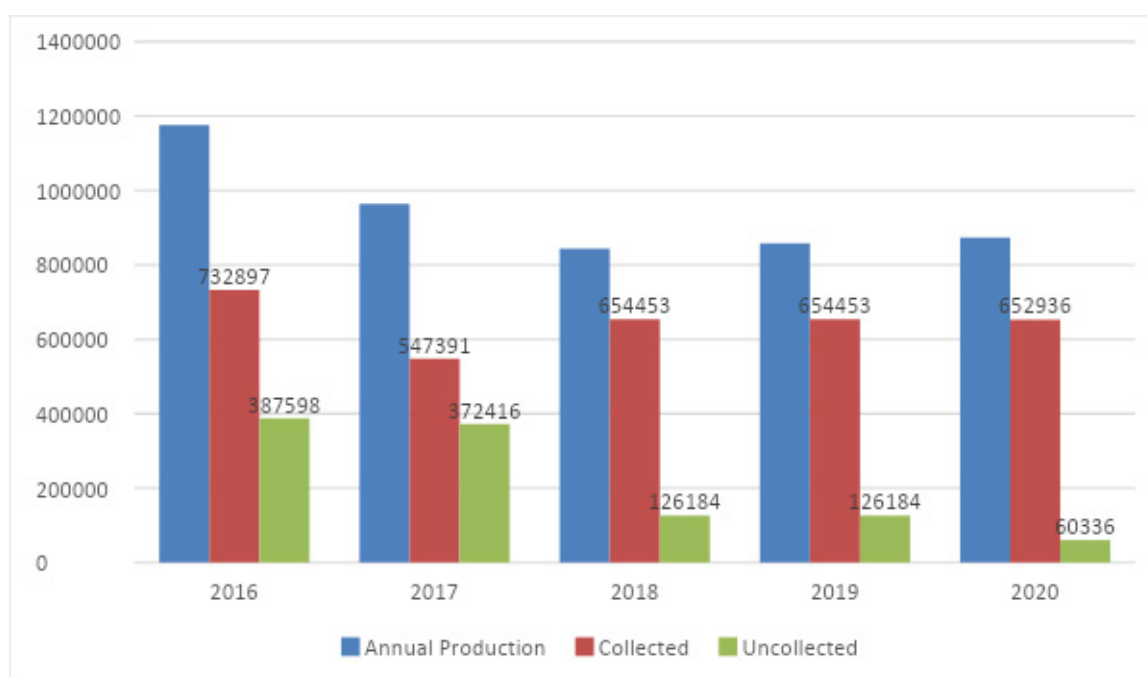
Source: BPS Kota Samarinda (2021, p. 162)

province, and local government levels in dealing with the waste.

The concept of water security at least includes water quantity, quality and accessibility dimensions (Mason, 2015). Citizens' involvement to save the environment and to create water security has an important role. Because they have direct interaction with the environment, such as rivers, lakes, forests, and oceans, where the water mostly comes from. In terms of public participation, Hansen & Mäenpää (2008) argue some challenges for public participation in the Water Framework Directive (WFD) process in the European Union. Public authorities often feel reluctant to involve and listen to the citizens in the true organized participatory process because the decisions concerning complicated matters and they have involved experts in the projects. Then, it is not easy to decide at what level the citizens should be involved since there is a wide range of methods. Moreover, the authorities need to decide who will be involved in the process since there are many complex and conflicting interests.

On the contrary, citizens' initiatives (CIs) start from the citizens' interest and aspiration to decide what issues, roles and which parts they will be involved. The public authorities do not need to decide what level of participation nor which citizens should be involved in the governments' programs. Otherwise, the local government needs to facilitate these citizens' initiatives so that they will produce results for the public interests. Bakker, Denters, Vrielink, & Klok (2012) highlight that organized collective action of a group of people as key words in citizens' initiatives. The initiative idea might come from individuals, but it needs a collective action to perform it. Bakker *et al.* (2012) describe the practice of citizens' initiative as below:

> "Collective activities by citizens aimed at providing local 'public goods or services' (e.g. regarding the livability and safety) in their street, neighborhood or town, in which citizens decide themselves both about the aims and means of their project and in which local authorities have a supporting or facilitating role" (Bakker et al., 2012).

Citizens' initiative can be performed in various fields. In Bavaria State, Germany, citizens' initiative has concerns about the legislation making process. Citizens have the right to propose legislation by making a petition for an initiative. This proposed petition must get a minimum number of citizens' signatures. If this requirement is met then the second step is proposing initiative election (Arnold & Freier, 2015).

Then what should the local government do to facilitate the citizens' initiatives? Bakker *et al.* (2012)'s work reveals the practice of local governments' roles to facilitate citizens' initiatives in Dutch national and local governments. They argue that the local governments mostly assist the citizens' initiatives to coordinate activities at the neighborhood level. The local governments build teams or councils which are provided with competences and powers. Then some local governments provide financial support and they set up a system of neighborhood budgets. In terms of financial support schemes, Bakker *et al.* (2012) argue that it provides an important incentive for the mobilization of the citizens' initiatives.

History of GMSS SKM

Gerakan Memungut Sehelai Sampah Sungai Karang Mumus (GMSS SKM) or a Movement of Picking-Up a Rubbish at the Karang Mumus River initially was an individual action. It was started ten or fifteen years ago, but there is no certain record when it was exactly commenced. "It started when my kid went to primary school, now he has grown up into an adult", said Misman (2017b), an initiator of GMSS SKM. Today, this movement is developed and organized by local citizens who have high concern about preserving the existence of the SKM in Samarinda.

Misman is a local citizen of the city who has experience in art education and journalism fields. He has Javanese ancestry but he was born and grew up in the city. He said that when he was a child, he threw away rambutan seed and its peel into the river. Then his grandfather rebuked him not to do it because it would make the river dirty. The seed should be put on the land, so it would grow up and provide benefits to people and other creatures. This story impressed him and later on it inspired him to care for the river.

In the beginning of the action, he himself did it by riding a motorcycle to collect scattered rubbish from one to another spots. This action was expected to make people aware and then join the action. On the other hand, some people thought he was a strange and crazy man. "I have made many articles about rivers in newspapers, but they do not attract attention unless we do real action," said Misman (2017b). Real action of picking the rubbish up is a keyword of the movement, rather than just theoretical discourses.

Although many critiques from people were sent to him, several of his friends then started to support him and joined in this action, including Abdul Bahsyith, Habib, and Bachtiar who was known as Iyau (Anonym, n.d.-a; Misman, 2016). To expose the actions, they make use of social media, such as *Facebook*, to disseminate their actions. They also create short movies and photographs and upload them on social media to attract attention (GMSS SKM, n.d.-a, n.d.-b; Misman, n.d.).

This publication is intended to show people that SKM is terrible and therefore it needs social movement in this city to do real action. This effort gave results since some people assisted him to create better publications through social media (Hardjanto, 2015). Furthermore, some people support this action and suggest he build an organization, because the organization will be more effective in dealing with governments and other entities.

"Personally, I do not like building an organization because I have experience joining many organizations. Organization is created to organize people to achieve a certain goal. For me, because my goal in picking-up rubbish is to educate people in order not to put rubbish into the Karang Mumus River, therefore I do not like organization. For me, if people do not put rubbish into the river, they are willing to take the rubbish out of the river, then organization is not necessary because it is not important," said Misman (2017b).

Nevertheless, the formal organization of GMSS SKM was finally created on 27 January 2016 to support its administrative activities. Since then, GMSS SKM transformed from informal actions to a legal and formal entity as a Non-Government Organization. Based on its organization Act 2016, there are eight founders who were involved in establishing this organization. They are Intoniswan, Bachtiar, Safruddin Zuhri, Endro Surip Efendi, Abdul Basyith, Misman, Mohammad Ghofar, and Moh. Roghib. Misman leads as the chairman of the organization (Anonym, n.d.-b).

Nowadays, many supporters come from citizens, officials, and local parliament members individually in various forms, such as small boats, rubbish bins, port posts, and a river school building. GMSS SKM now has a basecamp post which is contributed by a citizen, it is located on Muso Salim Street. This post becomes a port of picking up activity where GMSS SKM's volunteers do their jobs. The existence of GMSS SKM then attracts some people, students, and social communities to be involved in its activities. They pick up the rubbish and explore the river activities.

In 2016, GMSS SKM and supported by many individuals built a river school, namely *Sekolah Sungai Karang Mumus* (Sesukamu) or River School of SKM which is located in Muang Ilir, Samarinda. The school is not a formal school, but a place where everybody can share and learn together about the

Picture 1.
Post of GMSS SKM on Muso Salim Street, Samarinda

Source: Andi Wahyudi (20 Nov. 2016)

river and environment. "It is not mine. It is ours," says Misman on a dialogue forum (Misman, 2017a).

CLEAR Model on GMSS SKM

Drawing on the CLEAR model of public involvement in the public sector (Lowndes et al., 2006), GMSS SKM puts concern on real action to educate people. Misman (2017b) argues that real action is much more important than theoretical discourse although it is started from small things, such as picking up rubbish out of the river. Although he has written many articles in newspapers about the SKM problems, no one responded to take care of the issues. This movement that creates real action is expected to gain public attention. To support this effort, all activities are uploaded on social media to attract public attention. It is not a simple and easy effort, but as a result, many people have responded to this movement for years.

The 'Can do': Initiator's Resources

The 'Can do' factor of the CLEAR framework refers to an argument about what resources and knowledge citizens have to participate in a particular activity (Lowndes et al., 2006). It is discussing what resources citizens have in order to participate in a program or project. GMSS SKM is a citizens' initiative movement that is formalized as an NGO. Therefore, individuals' knowledge, experience, material, and relationship network are some resources that the initiator has to support the movement of GMSS SKM works. Misman's ability to hire his close friends reflects his relationship network that provides benefits to the movement. Several citizens organize and operate the organization and all its activities.

It is argued that social capital allows GMSS SKM to gain support from citizens and it works like a snowball. The World Bank defines social capital as the quality and quantity of social network

interactions through institutions, relationships, and norms that people have and link them. A lesson from Mississippi's riverside describes that social capital, leadership, and culture have significant roles to make projects work. A high level of social capital which has many horizontal linkages allows projects that need community support to work successfully (Zacharakis & Flora, 2005).

Before the organization of GMSS SKM was formally built, Misman did his action by himself. This "one man show" action did not produce an expected effect to influence people largely. He even got a cynical response rather than support. Different response emerges after he and his friends make use of social media to blow up the activities. It is argued that his relationship network with some local people and the journalism community allows this movement to gain much more resources to support the work of GMSS SKM. Moreover, the effort to make use of social media drives the movement to be more attractive and known publicly.

The 'Like to': Its Focus and Activities

The focus of GMSS SKM is public education through real action of picking up rubbish in the river. The movement is developed and nowadays it has at least four programs, such as picking up rubbish in the river, promoting river tourism, creating river forest conservation, and building a river school (Misman, 2017b). It is the application of the 'Like to' of the CLEAR framework which refers to a sense of attachment among citizens that reinforces their participation in any activity (Lowndes et al., 2006). As Misman mentioned that wisdom words from his grandfather made him aware of the river. With limited resources, the movement focuses on those four programs to educate people to take care of the river and its environment through the real movement.

"The most important is to educate people not to get rid of rubbish into the river. Even if they do not help to pick up the rubbish, at least they do not put the rubbish in the river," said Misman (2016).

The development of GMSS SKM activities proves the toughness of its initiator and founders to keep this movement moving forward. First, picking up rubbish is the first activity that has been done since many years ago. Today, GMSS SKM has at least nine small boats and seven of them are installed with engines. Those boats are contributed by some individuals who have a concern about and care for SKM.

Second, promoting river tourism is one of the concerns of GMSS SKM. SKM and Mahakam River are natural resources in Samarinda city. Preserving rivers should be done by people and other stakeholders in the city. GMSS SKM is part of the citizens in the city that takes care of SKM. Exploring the river from Port of GMSS SKM to Benanga Lake by boat has commenced (Misman, 2017b). However, scattered rubbish and illegal houses along the river and riverside can distract visitors from enjoying the river. Therefore, to make this dream come true, it is urgent to create a river that becomes clean, green, and healthy. And GMSS SKM has its own way, as Misman argues: "Many theories we can find out on google, but the most important thing is a real practice of picking up the rubbish" said Misman (2016).

Third, creating river forest conservation in the SKM riverside. This activity is supported by *Balai Pengelolaan Daerah Aliran Sungai dan Hutan Lindung Mahakam Berau* or River and Forest Conservation Management of Mahakam Berau, a government agency under the Ministry of Environment and Forestry. GMSS SKM along with the agency search for indigenous plants and breed them in a nursery garden. The plants are planted on the SKM riverside area, especially in the upstream area. "We got a land of 15 x 40 meters from Mrs. Suraidah. I expect we have at least 50 x 100 meters," said Misman (2017b).

Finally, building a river school namely *Sesukamu* is one of GMSS SKM's activities. River school is not a formal school with a formal education curriculum, but it is a place to share knowledge and learn together about rivers and environment. Without any limitation for the participant, everybody is allowed to attend events and join in activities in the river school.

The activities of GMSS SKM then not only attract local people, but also attracts the central government's attention. In 2017, Directorate of Water Resources awarded GMSS SKM to be the third winner in the national competition of river care community. "We are thankful for achieving the national third place, although our goal is not to gain the winner, but doing our best action to restore the river," said Misman (Antara Kaltim, 2017).

'Enable to': Openness to Participation

The 'Enabled to' refers to the opportunity to participate in which citizens are allowed to participate (Lowndes et al., 2006). Because GMSS SKM is an open voluntary group, it is allowed for everybody to join in this group's activities. There is no limitation for other citizens to participate and join in the group or the activities. Some students and local communities in this city incidentally take part in the activities. Some individuals also contribute to sharing resources to support this voluntary group.

Moreover, the volunteers realize that the efforts to clean up the river should be followed by the effort to clean up ditches in the city because they are connected. Rubbish in the ditches flows down to the river. For that reason, in 2017, some volunteers built another group to care for ditches in the city, namely GEMMPAR (*Gerakan Merawat dan Menjaga Parit*) or the movement of ditch maintenance (Tanjung, 2020). It is argued that the citizens and any community have more opportunities to participate in the efforts to create a clean and healthy city, both through GMSS SKM and GEMMPAR groups.

The 'Ask to': Mobilization and The Local Government's Response

The 'Ask to' factor is a mobilization that is conducted by official bodies or any voluntary group to participate in a particular activity (Lowndes et al., 2006), but in the case of GMSS SKM, it is not mobilized by the local government agency. Otherwise, this movement is initiated by the citizens instead of the local government. They organize themselves and formalize it in the GMSS SKM as a voluntary group. This voluntary group then mobilizes other citizens to participate in its activities.

The efforts to clean up SKM river from illegal houses has actually been conducted by the local government many years ago (Hamdani, 2009). However, they do not really create good results to make the river clear from illegal houses and rubbish. Some houses have been relocated to various suburbs, but other new houses are built by some people. Unfortunately, the local government does not prevent people from building new houses. This omission allows some other people to build new houses on the riverside area. Even some houses tend to capture the river area that makes the river become narrow. Moreover, the houses' wooden piles in the river obstruct water to flow fluently, and various rubbish is piled there. Consequently, the riverside area becomes a slum and dirty area.

The local government actually has an ambition to make SKM as one of the tourism destinations in the city. The Chairman of Tourism Agency, Muhamad Faisal (Anonym, 2017) argues that this agency once invited local journalists to explore SKM. This effort was intended to create a branding of river tourism in Samarinda city. Unfortunately, negative aspects of SKM, such as rubbish, pollutants, and illegal houses, were much more interesting to publish rather than its positive potency. It makes it difficult for the agency to promote the river as a tourism destination.

Recently, the local government created a team named *Hantu Banyu,* or "Water Ghost," after the GMSS SKM existed. It is a local government team which is involved in cleaning up SKM at certain spots on Sutomo Street. It is argued that the team was created as a reactive response to the citizens' initiative of GMSS SKM, rather than to clean up the river. Furthermore, there is no resource support for GMSS SKM from the local government that institutionally intended to assist the GMSS SKM, except one official who is stationed at river school. Resources support mostly come personally from citizens, local officials, and local parliament members.

Furthermore, the local government actually has regulations concerning Waste Management. However, it is likely not effective to create a clean and healthy city because of poor implementation and lack of public education (Wahyudi, 2016). Strengthening the regulation, both in its content and implementation aspects, arguably will support the efforts to make SKM clean. Graphic 1 shows that not all rubbish is collected by the local authority agency because of limited capacity, and consequently, the uncollected rubbish goes to rivers, creeks, ditches, and illegal dumping spots.

Institutional response comes from the central government through an agency under the Ministry of Environment and Forestry. This agency supports GMSS SKM to build a plant nursery and riverside forest in the upstream area of SKM. By searching for local indigenous plants and breeding them, this effort not only tries to save SKM itself, but also to save local indigenous plants. It is argued that the government's response is required to support such citizens' initiative through policies or resources.

The action of picking up rubbish in the river is tackling one of the downstream problems of SKM. While upstream problems are human behaviors that build illegal houses along the riverside area and activity of putting rubbish into the river. GMSS SKM starts from attacking downstream problems to upstream problems that need support from various stakeholders largely including government policies. The scattered responses from different agencies of governments need good coordination in order to address the problems in the SKM area. What the local government should do in dealing with citizens' initiative, according to Baker *et al.* (2012), is facilitating collective actions. The facilitation might be in various forms, such as financial, material, neighborhood and departmental coordination, and policy support.

'Responded to': Support

Finally, the 'Responded to' refers to an argument that citizens' idea, view, or involvement in any activity is appreciated (Lowndes et al., 2006). Although the voluntary group got cynical responses from some people when it was first started, it then gained positive responses and appreciation from some other people. A central government agency even supports the voluntary group by supplying a plant nursery. Some local officials and parliament members individually also support the voluntary group by providing some materials. All the appreciation mostly emerges when the activities of the voluntary group are publicly known after getting publication through social media.

Table 1 shows the summary of GMSS SKM's characteristics in which the application of CLEAR framework in GMSS SKM's activities is included. This voluntary group also helps the local government to deal with the environmental problem in the city. As Suebvises (2018) argues that social networks and citizen participation can improve public sector performance, particularly when the accountability of the public sector is weak.

Good waste management and restoration of rivers are some of the smart environment components to support a smart city. Such river problems also occur in Bandung, but the local

Table 1.
Characteristics of GMSS SKM

Aspect	Characteristics
Initiator	GMSS SKM is purely a citizen's idea. It was initiated by Misman and then he got support from his friends. Now, GMSS SKM is operated by the citizens.
Resources (Can do)	Individuals' knowledge, experiences, materials, and network to support the movement. Support from others comes after the movement is publicly exposed through social media.
Organization	Firstly, GMSS SKM was an informal entity with few members. Then it was formalized as an NGO in 2016.
Activities (Like to)	GMSS SKM conducts four kinds of programs, such as picking up rubbish in the river, promoting river tourism, creating a river forest, and building a river school.
Openness to Participation (Enabled to)	GMSS SKM is an open voluntary movement in which the citizens are freely involved in the activities. There is no limitation or striction to join in this voluntary group.
Mobilization and The Local Government's Response (Ask to)	The activists of voluntary groups mobilize their members and invite the citizens to participate in their activities. Unfortunately, there was no formal response from the local government at first. Then the local government agency is involved in picking up rubbish in the river on a certain spot (Sutomo street) when the movement gives results and is publicly exposed. In addition, some local officials and parliament members individually support GMSS SKM's activities on behalf of themselves, not institutions.
Supports (Responded to)	Firstly, some people were passive and some other people criticized the movement. Then many people support it later on when the activities are known and give results. The central government agency and some citizens even donate some resources or material to support this voluntary group.

Source: Analysis result, formulated by authors

government initiates to solve the problems by conducting restoration of rivers and providing bins in the city (Rachmawati & Pertiwi, 2017). Meanwhile, in Samarinda the local government has limited capacity and some of the citizens are even more active to deal with the problems.

Furthermore, it is argued that the CLEAR framework can be an alternative for researchers to examine the citizens' participation to solve public issues. However, in the case of GMSS SKM in Samarinda, the 'A' of the CLEAR's components comes from the citizens rather than the local government. Lowndes et al. (2006) put voluntary groups as one of possible actors who have a role in conducting mobilizations. Therefore, the citizens' participation in this context is the awareness of some citizens to deal with public issues in the city, not to participate in the local government's project or program.

Meanwhile, the position of the local government is not so active to support the voluntary group, except the *Hantu Banyu* team which is officially a part of the local government units. Only some individuals from the local government and the local parliament who support the voluntary group. The complicated procedures of the bureaucracy make them personally, rather than institutionally, take part to support the voluntary group.

Finally, the CLEAR framework has contributed to enrich the theoretical aspect of citizens engagement in the public administration study. As Dwiyanto (2021) argues that the focus of public administration today is not on the government administration, but it transforms to the policy and management process to create public values. Public value can also be created by citizens and the private sector, not only the government agencies. As Alford (2011) argues that it is not 'public' because created by the government organizations, but because it is 'consumed' collectively by the citizenry.

Conclusion

The rise of citizens' initiatives to deal with public issues is an approach to solve a particular problem, especially when the local government or authority faces limitations to deal with it. Their

roles are valuable when the results create benefits for the citizens or public. In the case of the GMSS SKM, it is initiated, organized, and operationalized by the citizens. They have their original programs, not due to the local government invitation to engage citizens involved in the government project or program. The local government does not endorse citizens to engage in government projects, reversely GMSS SKM endorses the local government to be involved in its efforts to save the river. GMSS SKM is a citizens' response to environmental problems in the riverside area in which the local government seems powerless to do anything. Citizens independently mobilize themselves as a volunteer group without any intervention from the local government.

SKM is one of the natural resources that provides water for people's lives, but it is threatened by human behaviors. Some people only exploit it and even destroy it to fulfill their needs without any effort to preserve it. A great vision that emerges from citizens to restore SKM has created public response. It is argued that social capital allows this voluntary movement to be publicly known and gain much support from people. This voluntary movement has taken the local government role to educate people. As a public education, GMSS SKM has attracted attention from people and governments. However, it needs continuous effort because living on the riverside for some people in this city is part of their living culture.

The activists or volunteers of the GMSS SKM use their own resources to run their activities (Can do). They set at least four programs to educate people and the impact will save the environment in the city (Like to). The movement is open for all citizens and communities to join in their activities (Enabled to). They mobilize the group members and publish their activities on social media to attract other citizens (Ask to). It works when some citizens and communities are willing to participate in the activities. The

local government then supported the voluntary group by creating a small team of *Hantu Banyu*. However, some local government officials and local parliament members support the voluntary group individually rather than institutionally. On the other hand, institutional support comes from the central government agency in the city. Moreover, some support also comes from individuals, communities, and the private sector (Responded to).

Author Contribution

AW: designing, collecting data, analyzing data, and editing the paper. KH: collecting data and editing the paper.

Conflict of Interest

The authors declare there is no conflict of interest that has appeared to influence the work of this paper.

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