

Citarum Authority Agency as the Commitment of the Government in the Conservation of Water Resources to Realize the System of Environmental-Based Water Management

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Abstract

Water resources management requires the support of all parties involved in the commitment to jointly maintain sustainable and beneficial water resources and requires a focused and comprehensive institution so that the benefits of water availability are felt by the community. The goal is to analyze the Institutional Management of the Citarum Watershed; and Effectiveness of Government Policy in Conservation of Water Resources to Realize the System of Environmental-Based Water Management. The results of the study are that government policies in Citarum must be equipped with more comprehensive regulations, especially strengthening the permits for housing development must pay attention to the concept of conservation of water resources; Government commitment is strengthened, namely 1 (one) policy in the management of the Citarum River, namely the Citarum Authority Agency that replaces the function and role of agencies that have been managing the Citarum River, then with 1 (one) water resource management.

Keywords: government; citarum authority agency; conservation of water resources.

Abstrak

Pengelolaan sumber daya air memerlukan dukungan semua pihak yang terkait dengan komitmen bersama-sama menjaga sumber daya air yang lestari dan bermanfaat serta memerlukan lembaga yang fokus dan komprehensif sehingga manfaat ketersediaan air terasa oleh masyarakat. Tujuannya yaitu menganalisa Kelembagaan Pengelolaan Daerah Aliran Sungai (DAS) Citarum; dan Efektivitas Kebijakan Pemerintah dalam Konservasi Sumber Daya Air untuk Mewujudkan Pola Pengelolaan Air Berwawasan Lingkungan. Hasil penelitian yaitu kebijakan pemerintah di citarum harus dilengkapi dengan peraturan yang lebih komprehensif terutama penguatan terhadap perizinan pembangunan perumahan harus memperhatikan konsep konservasi sumber daya air; Komitmen pemerintah diperkuat yaitu 1 (satu) kebijakan dalam pengelolaan sungai citarum, yaitu Badan Otoritas Citarum yang menggantikan fungsi dan peran instansi-instansi yang selama ini mengelola sungai citarum, maka dengan 1 (satu) manajemen pengelolaan sumberdaya air.

Kata Kunci: pemerintah; badan otoritas citarum; konservasi sumber daya air.

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Introduction

Conservation of environmental function is regarded as a duty between government and societies so that harmonization occurs in its implementation so the goal of environmental sustainability is achieved. Constitutionally it is written in the Article 28h of paragraph (1) that is “everyone living in prosperity and inner, live and earn a good living environment and healthy as well as obtain health services” and Article 33 paragraph (3) which reads “ the Earth and water and natural resources contained therein

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are controlled by the State and used for people's prosperity" in the Article 28 is said that every citizen has the right for a good and healthy environment, environmental law enforcement is an instrument to create a good and healthy environment. Law Number 37 year of 2014 about soil and water conservation focuses on the utilization of land and property as instruments in the preservation of environmental **functions** (Akhmaddhian, 2013).

Citarum river is a river located in the province of West Java, over 10 (ten) counties and two cities. The main problems in the environment in Indonesia identified that there are 5 (five) among others (Sudiana, 2007): 1) land damage due to deforestation, illegal logging, change the function of land for plantations and industrial plants, oil mining, industry and settlements; 2) abrasion in the river edge due to traffic of large and high speed cruise ships; 3) river banality due to high erosion, abrasion and sedimentation; 4) interference of surface water flow system due to the change of land function, the existence of the harbours, docks, and logpond; 5) a decrease in water quality resulting from industrial liquid waste, disposal of domestic water ballasts of ships, and domestic solid waste. These environmental issues can be reviewed by the medical aspect, planologis technologists, environmental engineering, economics and law. It is expressed by Siti Sundari Rangkuti, that law in terms of environmental management and conservation of natural resources in Indonesia need to be studied intensively, because environmental management is impossible without legal arrangements. It does not mean that law experts can handle environmental issues apart from other disciplines related to the field of the environment (Kotijah, 2010).

The problem in Citarum River is dominated by lack of concern of the surrounding societies and government toward natural sustainability. As for the problems are that (Imansyah, 2012): 1. Functioning of protected areas (forest and non-forested) into residential, agricultural, livestock, and industrial areas; 2. the increase of the number of critical land areas due to poor planning and supervision; 3. Pollution of rivers by domestic waste, those are wastewater originating from settlements, agriculture, livestock and industry; 4. Overexploited of groundwater extraction caused land subsidence and increased the potential for flood-prone areas.

One of the organic pollution loads (BOD) is that the industrial pollution load that has not been treated in 2000 was 81,363 tons BOD/day with an average growth of 3,41% per year, the pollutant load for 2010 will reach 109, 114 tons BOD/day and pollutant load for 2020 account for the reduction of growth due to the limited land and the strict supervision of pollution, so growth is calculated at only 2% per year so that in 2020 is 130,936 tons BOD / day, as a result the water quality of Citarum River is not good for the health of living creatures (Bukit, 2002). Residential and agricultural activities are the two main components which at this time have caused a decrease in the quality and quantity of water which affects the economic value of output / output of development such as the low environmental sanitation system that causes epidemics which vectors

come from water (water borne disease), sedimentation rivers and reservoirs, the development of macrophytes and microfita that harm the environment (**Salim, 2002**).

In 2014 the West Java provincial government launched the Citarum BESTARI (*Bersih Sehat Indah dan Lestari*) movement program based on PERGUB 78 2005 as an effort to control the Citarum River. Citarum BESTARI Movement requires cooperation from all parties and layers of society to be able to make it happen, especially the people who live around the Citarum River (**Widyasari, 2017**). Institutionally, Citarum River is managed by 3 (three) institutions, namely the Central Office of the Citarum River Region, the Ministry of Public Works and Public Housing, the Citarum River Basin Management Office, the Ministry of Environment and Forestry and the West Java Provincial Government.

Citarum River is a polluted river that ranks 3 (three) in 2013 and due to a decrease in water quality caused by industrial wastewater discharges, land use change, sedimentation, for this reason the author tries to formulate problems in the governance of the Citarum river, according to the authors as follows , first, how the Institutional Management of the Citarum Watershed is; and second, how the Effectiveness and Government Commitment in Water Resources Conservation Policy to Realize the Pattern of Environmental Water Management.

Discussion

Institution in the Management of the Citarum Watershed to Realize the System of Environmental-Based Water Management

The meaning of water resources conservation Based on Article 1 paragraph (2) of Law Number 37 Year 2014 concerning Soil and Water Conservation provides an understanding of Soil and Water Conservation is that Soil and Water Conservation is an effort to protect, restore, increase and maintain the function of Soil on Land in accordance with the capabilities and designation of land to support sustainable development and a sustainable life.

In Islam, humans are given full responsibility to utilize and manage natural resources "He is Allah, who made everything on earth for you (Surat al-Baqara: 29)." He has created you from the ground and made you prosperous (QS. Huud 11:61). Therefore, growing and developing spiritual awareness of the importance of human position in maintaining and managing natural resources for the sake of humanity itself can be used as a vision of Indonesian Muslims to deal with climate change and global warming.

The concept of sustainable development and environmental development as a goal in environmental management shows that both concepts are part of the concept of environmental management. National development starting from planning must be comprehensive involving all related elements and especially planning must be explicitly linked to spatial planning (**Mukhlis, 2010**).

According to Anik Sarminingsih that in the management of sustainability resources, containing the meaning of water adheres to 7 (seven) principles such as the

following (**Sarminingsih, 2007**): The principle that the utilization of water resources is carried out by maintaining the sustainability of water resources functions in a sustainable manner; Balance Principle, means to always put social functions, environmental functions, and economic functions in harmony; The principle of Public Utilization, implies that the management of water resources is carried out to provide the maximum benefit for public interests effectively and efficiently; The Principle of Integration and Harmony, implies that the management of water resources is carried out in an integrated manner to achieve harmony for various interests by paying attention to the dynamic nature of water; The Principle of Justice, implies that the management of water resources is carried out equally among all societies in the territory of the homeland so that every citizen has the right to have the same opportunity to play a role and enjoy the results in real terms, while providing protection to the societies whose economy is inadequate; The principle of independence, means that the management of water resources is carried out by taking into account the capabilities and advantages of local norms and resources; The principle of Transparency and Accountability implies that water resources management is carried out openly and responsibly.

With these seven principles, water resources need to be managed in a comprehensive, integrated and environmental-based manner with the aim of realizing sustainable use of water resources for the greatest prosperity of the people in accordance with Article 33 of the 1945 Constitution, through five management missions, namely: 1) Conservation Water resources; 2). Utilization of water resources; 3). Control of damaged water power; 4). Empowering and increasing the role of the community, private sector, and government, as well as; 5) Openness and availability of data / information on water resources (**Sarminingsih, 2007**). The current institutional arrangements are the Minister of Environment and Forestry of the Republic of Indonesia and the Minister of Public Works and Public Housing with the following details:

Minister of Environment and Forestry of the Republic of Indonesia Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Number: P. 18 / MenLHK-II / 2015 concerning the Organization and Work Procedure of the Ministry of Environment and Forestry. Directorate General of Control of Watersheds and Protected Forests Part One Position, Tasks and Functions Article 388 (1) The Directorate General of Control of Watersheds and Protection Forests is under and responsible to the Minister. (2) The Directorate General of Control of Watersheds and Protection Forests is led by the Director General. Article 389 The Directorate General of Control of Watersheds and Protection Forests has the task of carrying out the formulation and implementation of policies in the field of increasing carrying capacity of watersheds and protected forests. Article 390 In carrying out the tasks referred to in Article 389, the Directorate General of Control of Watersheds and Protection Forests shall carry out functions:

- a. Formulating policies in the field of administration, watershed management, fostering protected forest management units, seedling of forest plants, planting

- and maintaining forest plants, restoring damage to inland water ecosystems, rehabilitating forests and land, and conserving land and water;
- b. Implementing policies in the field of administration, watershed management, fostering protected forest management units, seedling of forest plants, planting and maintenance of forest plants, restoring damage to inland water ecosystems, rehabilitation of forests and land, and conservation of land and water;
 - c. Preparation of norms, standards, procedures, and criteria in the field of management, watershed management, development of protected forest management units, forest plant seedlings, planting and maintenance of forest plants, restoration of damage to inland water ecosystems, forest and land rehabilitation, and soil and water conservation;
 - d. Coordination and synchronization of implementation of policies, management of watersheds, development of protected forest management units, seedling of forest plants, planting and maintenance of forest plants, restoration of damage to inland water ecosystems, rehabilitation of forests and land, and conservation of land and water;
 - e. Implementation of technical guidance and supervision on the implementation of affairs in the management of watershed management, development of protected forest management units, seedling of forest plants, planting and maintenance of forest plants, restoration of damage to inland water ecosystems, rehabilitation of forests and land, and soil and water conservation;
 - f. Conducting evaluation and reporting on the management of watershed management, fostering protected forest management units, seedling of forest plants, planting and maintaining forest plants, restoring damage to inland water ecosystems, rehabilitating forests and land, and conserving land and water;
 - g. Administration of the Directorate General of Control of Watersheds and Protection Forests; and
 - h. Implementation of other functions provided by the Minister.

Organizational Structure Article 391 The Directorate General of Control of Watersheds and Protection Forests consists of:

- a. Secretariat of the Directorate General;
- b. Directorate of Planning and Evaluation of Watershed Control;
- c. Directorate of Soil and Water Conservation;
- d. Directorate of Forest Plant Seedling;
- e. Directorate of Protection Forest Management Units;
- f. Directorate of Inland Water Damage Control.

Regulation of the Minister of Public Works and Public Housing Number: 15 / PRT / M / 2015 dated 21 April 2015 concerning the Organization and Work Procedure of the Ministry of Public Works and Public Housing. Directorate General of Water Resources

Part One Position, Task and Function Article 185 (1) The Directorate General of Water Resources is under and is responsible to the Minister. (2) The Directorate General of Water Resources is led by the Director General. Article 186 The Directorate General of Water Resources has the task of organizing the formulation and implementation of policies in the field of water resources management in accordance with the provisions of the legislation regulations. Article 187 In carrying out the tasks referred to in Article 186, the Directorate General of Water Resources has the following functions:

- a. Formulation of policies in the field of conservation of water resources, utilization of water resources and control of the destructive power of water on surface water sources, and utilization of ground water in accordance with the provisions of legislation;
- b. Implementation of policies in the field of integrated and sustainable water resources management in accordance with the provisions of legislation;
- c. Preparation of norms, standards, procedures and criteria in the field of water resources management;
- d. Providing technical guidance and supervision in the field of water resources management;
- e. Conducting evaluation and reporting in the field of water resources management;
- f. Administration of the Directorate General of Water Resources; and
- g. Implementation of other functions provided by the Minister.

Organizational Structure Article 188 The Directorate General of Water Resources consists of:

- a. Secretariat of the Directorate General;
- b. Directorate of Water Resources Management;
- c. Directorate of Water Resources Network Development;
- d. Directorate of Rivers and Beaches;
- e. Directorate of Irrigation and Swamp; and
- f. Directorate of Operation and Maintenance.

Regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia Number: 20 / PRT / M / 2016 concerning Organization and Work Procedure of Technical Implementation Units at the Ministry of Public Works and Public Housing. UPT at the Directorate General of Water Resources Article 17 UPT under the coordination of the Directorate General of Water Resources, consisting of:

- a. Central River Region;
- b. River Office; and
- c. Dam Office.

Balai Besar Sungai Region Paragraph 1 Position, Tasks, Functions and Typology Article 18 (1) The Balai Besar River Region is under and is responsible to the Director General of Water Resources. (2) The Headquarters of the River Region is headed by a Chief. Article 19 The Central River Basin has the task of carrying out the management of

water resources in the river area which includes planning, construction, operation and maintenance in the context of conservation and utilization of water resources and control of the destructive force of water in rivers, beaches, dams, lakes, etc. embung, and other water reservoirs, irrigation, swamps, ponds, ground water and raw water and management of major urban drainage. Article 20 In carrying out the tasks referred to in Article 19, the Central Office of the River Region shall carry out functions:

- a. Preparation of patterns of management of water resources and plans for managing water resources in the river area;
- b. Preparation of water resources management programs and plans for management of water resources in the river area;
- c. Monitoring and evaluating the implementation / implementation of water resources management patterns and water resources management plans;
- d. Preparation of feasibility studies and technical planning / design / development of water resources;
- e. The implementation of the procurement of goods and services and the determination of the winner as the Procurement Service Unit (ULP);
- f. Implementation of quality management systems and occupational safety and health management systems (SMK₃);
- g. Water resources management which includes conservation of water resources, utilization of water resources, and control of the destructive power of water in the river area;
- h. Management of main urban drainage;
- i. Management of the hydrological system;
- j. Management of water resources information systems;
- k. The operation and maintenance of water resources in the river area;
- l. The implementation of technical guidance on the management of water resources which are the authority of the provinces and districts / cities;
- m. Preparation and preparation of technical recommendations in granting permits for the use of water resources and permits to exploit water resources in the river area;
- n. Facilitation of activities of the Water Resources Management Coordination Team in the river area;
- o. Community empowerment in the management of water resources;
- p. The implementation of the preparation of financial accounting reports and accounting for state property as the Regional Accounting Unit;
- q. The implementation of collection, receipt and use of the cost of water resources management services (BJPSDA) in accordance with the provisions of legislation;
- r. Implementation of administrative and household affairs of the hall and public communication;
- s. Preparation of performance agreements and Balai performance reports; and

- t. Conduct monitoring and supervision of the use of water resources and investigation of criminal acts in the field of water resources.

The organizational structure of the Kuningan District Public Works and Spatial Planning Based on Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures for the Office of Public Works and Spatial Planning in Kuningan Regency, consisting of:

1. Head of Service;
2. Secretariat, in charge of:
 - a. General Sub-Section;
 - b. Finance and Program Sub Division.
3. Field of Technical Planning, in charge of:
 - a. Road and Bridge Engineering Planning Section;
 - b. Water Resources Engineering Planning Section;
 - c. Monitoring and Evaluation Section.
4. Field of Water Resources Management, in charge of:
 - a. Irrigation Management Section;
 - b. Feeding Section;
 - c. Water Resources Conservation Section.
5. Field of Highways, in charge of:
 - a. Road and Bridge Construction Section;
 - b. Road and Bridge Maintenance Section;
 - c. Road and Bridge Benefits Development Section.
6. Spatial Planning Field, in charge of:
 - a. Spatial Planning and Utilization Section;
 - b. Spatial Control and Supervision Section;
 - c. Green Open Space Section.
7. UPTD.

Based on Article 4 of the Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures of the Office of Public Works and Spatial Planning of Kuningan Regency, the Head of Service has the task of assisting the Regent co-administration duties in the field of Public Works and Spatial Planning.

- 1) The Head of Service has the function:
 - a. Formulation and stipulation of policies in the field of Public Works and Spatial Planning;
 - b. Implementation of policies in the field of Public Works and Spatial Planning;
 - c. Implementation of evaluation and reporting;
 - d. Coordinating and controlling the implementation of official duties;
 - e. Guidance for Service Technical Implementation Units.

- 2) The Head of Service has a job description:
 - a. Formulate and determine regional policies in the field of Public Works and Spatial Planning in accordance with their authority;
 - b. Leading, fostering, and controlling the implementation of official duties;
 - c. To ratify and sign official documents in accordance with their authority;
 - d. Providing technical recommendations and licensing, as well as public services in accordance with their authority;
 - e. Fostering the implementation of the duties of the Office Technical Implementation Unit;
 - f. Coordinate with other agencies in the context of carrying out tasks;
 - g. Carry out employee coaching in the Office environment;
 - h. Carry out administration and coordination with other agencies in the context of carrying out tasks;
 - i. Providing advice and policy considerations to the Bupati in implementing part of government affairs according to his field of duty;
 - j. Make and submit reports on the implementation of duties to the Regent through the Regional Secretary;
 - k. Carry out other official duties given by the Regent.

Based on Article 8 of the Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures of the Office of Public Works and Spatial Planning of Kuningan Regency, the Field of Technical Planning has the main task of formulating and implementing physical activity planning policies, engineering, monitoring and evaluation of public works. Field of Planning Engineering in charge of: a. Road and Bridge Engineering Planning Section; b. Water Resources Engineering Planning Section; c. Monitoring and Evaluation Section

- 1) The field of technical planning has the function:
 - a. Organizing the formulation of plans for physical activity programs in the field of public works;
 - b. Implementation of technical engineering policies in the field of public works;
 - c. Implementation of monitoring and evaluation of program activities in the field of public works and spatial planning;
 - d. Organizing technical facilitation in the field of public works.
- 2) The field of technical planning has a description of the task:
 - a. Develop a plan for technical planning work programs;
 - b. Carry out policy formulation in the field of public works technical planning;
 - c. Organizing the formulation of technical guidance materials for the procurement of construction services;

- d. Organize the preparation of plans for the development and rehabilitation needs of public works, including roads, bridges, irrigation networks, rivers and springs sources of authority of the district;
- e. Organizing engineering development activities and rehabilitation of public works;
- f. Carry out monitoring and evaluation of the construction and rehabilitation of public works;
- g. Organizing the formulation of material for reporting activities and evaluating the results of physical work in the field of public works;
- h. Organizing the formulation of materials for technical development planning assistance and rehabilitation of facilities and infrastructure in the sector of cross-border public works;
- i. Carry out management of information systems in the field of public works and spatial planning;
- j. Coordinating with other work units;
- k. Carry out administrative tasks in the technical planning field;
- l. Carry out other official duties given by the Head of Service.

Based on Article 10 of Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures of the Kuningan District Public Works and Spatial Planning Office, the water resources engineering planning section has the main task of carrying out the formulation of needs, engineering engineering and design in the field of water resources.

- 1) The water resources engineering planning section has functions:
 - a. Implementation of the formulation of plans for the need to develop and rehabilitate irrigation networks, rivers and springs;
 - b. Implementation of engineering engineering arrangements for irrigation networks, rivers and springs;
 - c. The facilitation of engineering engineering for irrigation networks, rivers and springs.
- 2) The water resources engineering planning section has a description of the tasks:
 - a. Arrange the activity plan of the Water Resources Engineering Planning Section;
 - b. Carry out the formulation of regulations on water resources engineering planning;
 - c. Carry out planning needs for the construction and rehabilitation of irrigation networks, rivers and spring sources;
 - d. Carry out engineering planning and engineering for the construction and rehabilitation of irrigation networks, rivers and spring sources;

- e. Carry out facilitation assistance for technical planning for the construction and rehabilitation of irrigation facilities, rivers and water sources across sectors;
- f. Coordinate with other work units;
- g. Carry out the administrative tasks of the water resources engineering planning section;
- h. Carry out other official duties given by the Head of Division.

Based on Article 11 of Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures of the Office of Public Works and Spatial Planning of Kuningan Regency, the Monitoring and Evaluation Section has the main task of carrying out the preparation, processing of reporting and evaluation and management of information systems in the field of public works and spatial planning.

- 1) The monitoring and evaluation section has functions:
 - a. Implementation of preparation and processing of activity report data and evaluation of physical work in the field of public works and spatial planning;
 - b. Implementation of monitoring and evaluation of development and rehabilitation of physical activities;
 - c. Implementation of information system management.
- 2) The monitoring and evaluation section has a job description:
 - a. Prepare a plan for the activities of the Monitoring and Evaluation Section;
 - b. Carry out the preparation and processing of activity report data and evaluation of physical work in the field of public works and spatial planning;
 - c. Carry out technical guidance materials for the implementation of procurement of construction services;
 - d. Carry out monitoring and evaluation of the construction and rehabilitation of roads, bridges, irrigation networks, rivers and sources of springs;
 - e. Carry out management of information systems in the field of public works and spatial planning;
 - f. Coordinate with other work units.
 - g. Carry out the administrative tasks of the monitoring and evaluation section.
 - h. Carry out other official duties given by the Head of Division.

Based on Article 12 of Kuningan Regent Regulation Number 42 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions and Job Descriptions, and Work Procedures of the Office of Public Works and Spatial Planning of Kuningan Regency, the Management of Water Resources has the main task of carrying out the formulation and implementation of management policies irrigation, seeding and

conservation of water resources. Field of Management of Water Resources in charge of:
a. Irrigation Management Section; b. Collection Section; c. Water Resources Conservation Section.

- 1) Field of Management of Water Resources has a function:
 - a. Implementation of the formulation of irrigation management policies, collections and conservation of water resources;
 - b. Implementation of implementation of irrigation management policies, sharing and conservation of water resources;
 - c. Organizing facilitation of irrigation management, sharing and conservation of water resources.
- 2) Field of Management of Water Resources has a description of the tasks:
 - a. Prepare a work program plan for the field of water resources management;
 - b. Organizing the formulation of regulations on general government policies in the field of irrigation management, pooling and conservation of water resources;
 - c. Carry out the implementation of policies in the field of integrated and sustainable water resource management;
 - d. Organizing the formulation of technical development materials for the development of primary and secondary irrigation systems, dispute resolution, inter-agency cooperation and community empowerment activities in the field of water resources in irrigation areas under the authority of the district;
 - e. Organize the formulation of permit control materials in primary and secondary irrigation networks, including the use, exploitation of ground water for the purposes of irrigation, construction, utilization, alteration and / or demolition of buildings;
 - f. Organizing the formulation of technical guidance materials for managing operations and maintenance of irrigation networks, groves and spring sources;
 - g. Organizing the formulation of policies for global planting plans;
 - h. Organizing the formulation of technical guidance materials for the development and management of rural irrigation systems;
 - i. Organizing the formulation of materials for technical management and raw water supply;
 - j. Organize the formulation of technical guidance materials for rehabilitation and control of water damage;
 - k. Organizing the formulation of technical guidance materials and coordination of increasing stakeholder participation in the management of water resources;
 - l. Carry out the administration of the Division of Water Resources Management;

m. Carry out other official duties given by the Head of Service.

The Organizational Structure of the Environmental Office of Kuningan Regency based on Kuningan Regent Regulation Number 48 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions, Job Descriptions and Work Procedures of the Kuningan District Environmental Service. That consists of:

- 1) Head of Service
- 2) Secretariat, in charge of:
 - a. General Sub-Section;
 - b. Finance Sub Division;
 - c. Program Sub Division;
- 3) Environmental Management Field, in charge of:
 - a. Environmental Impact and Technology Study Section;
 - b. Partnership and Capacity Building Section;
- 4) Field of Pollution and Environmental Damage Control, in charge of:
 - a. Pollution and Environmental Damage Monitoring Section;
 - b. Development of Pollution Control and environmental damage Section;
 - c. Cleaning and Gardening;
 - d. Cleanliness Management Section;
 - e. Parks and Urban Forests Section;
- 5) Field of Environmental Conservation, in charge of:
 - a. Natural Resources Conservation and Recovery of Environmental Quality;
 - b. Energy and Mineral Resources Section;
- 6) UPTD.
- 7) Functional Position Group.

Based on Article 5, Kuningan Regent Regulation Number 48 of 2016 concerning Position, Organizational Structure, Principal Tasks, Functions, Job Descriptions and Work Procedures of the Kuningan District Environmental Service, the Head of Service has Main Tasks and Functions, namely: The Head of the Office has the main task of helping the Regent carry out government affairs which are the authority of the region and the task of assistance in the field of environment and ESDM.

- 1) The Head of Service has the function:
 - a. Formulation and determination of policies in the field of living environment and ESDM;
 - b. Implementation of environmental and ESDM policies;
 - c. Coordinating and controlling the implementation of official duties;
 - d. Guidance for Service Technical Implementation Units; and
 - e. Other functions provided by the Regent.
- 2) The Head of Service has a description of the assignment:
 - a. Formulate and establish regional policies in the field of environment and ESDM;
 - b. Leading, fostering, and controlling executives;

- c. To ratify and sign official documents in accordance with their authority;
- d. Carry out employee coaching in the Office environment;
- e. Carry out administration and coordination with other agencies in the context of carrying out tasks;
- f. Providing advice and policy considerations to the Bupati in implementing part of government affairs according to his field of duty;
- g. Evaluate and submit reports on the implementation of duties to the Regent through the Regional Secretary;
- h. Carry out other official duties given by the Regent.

Based on Article 18 of the Kuningan Regent Regulation Number 48 of 2016 concerning Position, Organizational Structure, Principal Tasks, Functions, Job Descriptions and Work Procedures of the Kuningan District Office, the Environmental Conservation Sector has the main task of coordinating and controlling Environmental Conservation, which covers Environmental Conservation and utilization of Energy and Mineral Resources. Field of Environmental Conservation in charge of: a. Natural Resources Conservation Section (SDA) and Restoration of Environmental Quality; b. ESDM Section.

- 1) The field of environmental conservation has the function:
 - a. Implementation of environmental conservation which includes inventory, assessment, utilization, supervision and control;
 - b. The implementation of the use of Energy and Mineral Resources which become the authority of the regional government includes inventory, assessment, utilization, supervision and control;
 - c. Implementation of coordination and guidance in the context of environmental conservation and utilization of ESDM.
- 2) The Field of Environmental Conservation has a description of the tasks:
 - a. Prepare a work plan for the field of Environmental Conservation and utilization of ESDM;
 - b. Carry out inventory and identification of potential, environmental problems and utilization of ESDM;
 - c. Conduct studies on the implementation of environmental conservation activities;
 - d. Controlling environmental conservation activities including land, water, biodiversity and utilization of ESDM;
 - e. Carry out supervision, monitoring and control of environmental exploitation / exploitation activities;
 - f. Carry out protection and preservation of land and water and biodiversity;
 - g. Carry out guidance and awareness to increase community participation in efforts to protect, preserve and use land and water and biodiversity;

- h. Coordinating/cooperating and partnering with work units/agencies/institutions or related parties in efforts to protect, preserve and utilize land, water, biodiversity and ESDM;
- i. Carry out evaluation and reporting on the implementation of tasks for environmental conservation activities;
- j. Providing advice and consideration to the head of the agency relating to environmental conservation;
- k. Carry out other official duties given by the Head of Service.

Based on Article 19 of the Kuningan Regent Regulation Number 48 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions, Job Descriptions and Work Procedures of the Kuningan Regency Environmental Services, Natural Resources Conservation Section and Restoration of Environmental Quality have the main task of planning, implementing, evaluating and report technical control of natural resource conservation and restoration of environmental quality.

- 1) Natural Resources Conservation Section and Environmental Quality Recovery have functions:
 - a. Implementation of technical policies and facilitation of natural resource conservation and restoration of environmental quality;
 - b. Implementation of preparation and processing of natural resource conservation data and restoration of environmental quality.
- 2) Conservation and Restoration of Environmental Quality Section has job descriptions:
 - a. Prepare work plans and steps for natural resource conservation activities and restoration of environmental quality;
 - b. Carry out natural resource conservation technical policies and restore environmental quality;
 - c. Coordinating and facilitating natural resource conservation and restoring environmental quality with related elements;
 - d. Carry out the development of information system technology and natural resource conservation instruments and the restoration of environmental quality;
 - e. Carry out development of natural resource conservation patterns and restoration of environmental quality;
 - f. Carry out the preparation of raw technical criteria and standards for natural resource damage and restoration of environmental quality;
 - g. Carry out restoration of environmental quality;
 - h. Carry out and facilitate socialization of the restoration of environmental quality and conservation of natural resources;
 - i. Carry out evaluation and reporting on the implementation of tasks for natural resource conservation activities and restoration of environmental quality;

- j. Provide advice and consideration to the head of the field relating to natural resource conservation and restoration of environmental quality;
- k. Carry out other official duties given by superiors.

Currently the management of the Citarum River is carried out by several agencies through their respective policies such as the Ministry of Public Works through the System of Management of Water Resources of the Citarum River Region (PDSA WS Citarum Pattern), Ministry of Life and Forestry through the Integrated Watershed Management Plan (RPDAST) Citarum and In 2014 the West Java provincial government launched the Citarum BESTARI (Bersih Sehat Indah dan Lestari) movement program based on the Governor Regulation Number 78 of 2005 as an effort to control the Citarum River. Citarum BESTARI Movement requires cooperation from all parties and societies to be able to make it happen, especially the people who live around the Citarum River (**Widyasari, 2017**). The most recent policy is the Pollution and Damage Control Team of the Citarum River Basin (Citarum Watershed Team) which was formed based on Presidential Regulation Number 15 of 2018 concerning the Acceleration of Damage Control of Citarum River Basin Pollution.

Integrated water resource management has an important role in ensuring the availability of water and overcoming various challenges including socio-economic problems, culture, environmental degradation, population change, global climate and so on. Management of water resources is based on the river area, considering that water is a flowing resource, which knows no administrative boundaries. Broadly speaking, river basin management types (River Basin Organizations - RBO) can be classified into three, namely: (a) Council (Council / committee), (b) Government (public RBO) and (c) company (corporate RBO) (**Isnugroho, 2014**). Therefore, the management of the Citarum River should not be limited by administrative boundaries, namely by the establishment of an autonomous institution, namely the Citarum Authority Agency, so that the management of the Citarum river becomes more comprehensive from upstream to downstream.

A suitable river management system to be implemented is one that can answer mandate mandated and fulfill various interests in the river basin. However, the success of a management still depends on: a. Political support and commitment b. Good relations with water users and other stakeholders c. Good human resources and leadership (**Isnugroho, 2014**).

According to Robert B. Seidman there are 3 (three) components in supporting the operation of law in society (Ravena, 2010), namely: 1) Regulatory institutions; 2) Regulatory institutions; 3) Role holders. Management of water resources, especially in the Citarum watershed requires the cooperation of all parties starting from regulatory agencies regarding the management of water resources, which in this case are the House of Representatives, the Central Government, Regional Governments through Laws, Government Regulations, Presidential Regulations, Ministerial Regulations and Regulations Regions, as well as other regulations at the regional level. Institutions

implementing regulations in this case are Ministries and regional governments must be in synergy to create institutions that function optimally. The role holders in this case are all components of the government and society must carry out their respective roles optimally, so that the purpose of water resources conservation through the institutional role functions optimally.

Government Effectiveness and Commitment in Water Resources Conservation Policy to Realize the System of Environmental Water Management.

Government commitment in the conservation policy of water resources can be measured according to the authors can be measured based on the theory of Legal Effectiveness in accordance with Soerjono Soekanto's opinion that whether or not a law is determined by 5 (five) factors (**Soekanto, 2008**), namely: a) Own legal factor (law); b) Factors in law enforcement, namely those who form or implement the law; c) Factors for facilities or facilities that support law enforcement; d) Community factors, namely the environment in which the law applies or applies; e) Cultural factors, namely as a result of work, creativity and taste based on human intention in life.

The five factors above are closely related, because it is the essence of law enforcement, it is also a benchmark for the effectiveness of law enforcement (**Akhamddhian, 2017**). In element 1 (first), which determines whether or not the functioning of the written law is good or not depends on the rule of law itself. According to Soerjono Soekanto the measure of effectiveness in the first element is: a) Existing regulations regarding certain areas of life are quite systematic; b) Existing regulations regarding certain fields of life are quite synchronous, there is no conflict in hierarchy and horizontally; c) Qualitatively and quantitatively the regulations governing certain areas of life are sufficient; d) Issuance of certain regulations is in accordance with the existing juridical requirements.

Based on the size of its own legal factors, qualitatively and quantitatively the regulations governing the conservation of water resources are sufficient, the conservation policy is sufficient; and the issuance of certain regulations is in accordance with the existing juridical requirements. The government's commitment in water resources conservation policy to realize environmental-based water management patterns is seen from the existence of legislation, namely Governor Regulation No. 78 of 2005 concerning Citarum BESTARI (*Indah Sehat Lestari and Lestari*) and Presidential Regulation No. 15 of 2018 concerning Acceleration of Regional Damage Pollution Control Citarum River Stream. Government commitment needs to be strengthened by making policies or regulations as the basis for the existence of a single management agency for the Citarum.

Factors in law enforcement, namely for law enforcement officers. In this connection, a reliable apparatus is needed so that the apparatus can do their job properly. Reliability in relation to this here includes professional skills and good

mentality. Soerjono Soekanto stated that the problem that influences the effectiveness of written law in terms of the apparatus will depend on the following: a) The extent to which officers are bound by existing regulations; b) To the extent to which officers are permitted to give wisdom; c) What kind of example should the officer give to the community; d) To what extent is the degree of synchronization of assignments given to officers so as to provide strict limits on their authority.

Based on the size of law enforcement factors, the conservation policy of water resources has fulfilled the effectiveness of the second element, namely the extent to which the officers are bound by existing regulations and policies on conservation of water resources carried out by the government officials themselves and provide examples of programs that care about environment.

In the facilities factor, infrastructure for the implementing apparatus carries out their duties. The infrastructure means infrastructure or facilities that are used as tools to achieve legal effectiveness. In connection with the facilities and infrastructure said by the term of this facility, Soerjono Soekanto predicts the benchmark of the effectiveness of certain elements of the infrastructure, where the infrastructure must clearly be a part that contributes to the functioning of the apparatus in its place or location. Currently the management of the Citarum River is carried out by 2 (two) government agencies, namely The Ministry of Public Works through the System of Management of Water Resources in the Citarum River Region (PDSA WS Citarum System), Ministry of Environment and Forestry, namely through the Citarum Integrated Watershed Management Plan (RPDAST). In the opinion of the author, the government's commitment at this time is less assertive because ideally the Citarum River must be managed by 1 (one) institution that works from upstream and downstream rivers, such as the Citarum Authority Agency which specifically manages the Citarum River.

Based on the size of the facilities, the policy of conserving water resources has met the measure of effectiveness of the third element, namely the availability of physical and non-physical advice. Then there are several measuring elements of effectiveness that depend on the condition of the community, namely: a) Factors that cause people disobey rules despite good regulations; b) The causes of society are not complying with regulations even though the regulations are very good and the authorities are very authoritative; c) Factors that cause the community do not comply with the regulations either, officers or authorities and facilities are sufficient.

Based on the size of the community factor, the policy of conservation of water resources has met the measure of effectiveness of the fourth element, namely support from the community in the form of participation in the conservation of water resources through activities that support environmental conservation efforts. The fifth factor is culture, that is, the culture of the people around the Citarum River has begun to have a positive response by participating in natural resource conservation activities in the Citarum River.

Water is not a commercial product like the others but, it is a legacy that must be protected, maintained and cared for properly (Czarny, Präbst, Spinnler, Biek, & Sattelmayer, 2017). Based on the explanation above, the writer can conclude that government policies in conserving water resources have not been effective enough, of course there are still some shortcomings that need to be addressed, such as conservation policy of water resources must be comprehensive, especially related to investment licensing, especially housing and office construction or related to land or land which of course intersects with the area's design in the area that is in contact with the Citarum River, housing development is something that cannot be avoided but must be controlled so that the community's interests in relation to housing are fulfilled as well as the conservation of water resources.

Conclusion

The current institutional management of the Citarum Watershed overlaps between government agencies so that government commitment is needed to be strengthened by creating 1 (one) policy in the management of the Citarum river, namely by creating an institution specifically dealing with the Citarum river, that is the Citarum Authority Body replacing the function and role of agencies that have been managing the Citarum River so far, with 1 (one) management, the purpose of Citarum preservation will soon be realized.

The effectiveness of a policy requires government commitment in water resources management, especially conservation of water resources to realize the current system of environmental-based water management that is not yet strong and has not been effective, which can be seen from overlapping policies between agencies so that what appears is sectoral ego, it needs institutions that have the ability to manage the Citarum River from upstream and downstream, the water management policy in the Citarum River needs to be strengthened by the existence of regulations that underlie the sole management of the Citarum River starting from upstream to downstream of the river.

Suggestion

Government policy in the conservation of water resources needs to be equipped with more comprehensive regulations, especially strengthening of housing development licensing must pay attention to the concept of conservation of water resources so far the licensing is only enough with environmental permits, the author's opinion needs to be made to strengthen licensing regulations based on conservation of water resources for example when building housing or living quarters must be provided with infiltration wells so that water can seep into the ground, and each house must plant trees that function as water savings;

The government's commitment needs to be emphasized by making 1 (one) regulation or policy as the basis for the management of the Citarum River, namely by

creating an institution specifically dealing with the Citarum river, that is the Citarum Authority Body that replaces the functions and roles of the Citarum rivers. With 1 (one) water environmental-based management so that the purpose of Citarum preservation soon be realized.

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