

## **C. Surabaya, INDONESIA**

### 1. Summary of Conditions.

Surabaya, on the north cost of East Java, is Indonesia's second largest city and third largest port, after Jakarta and Medan. Its history is traced back to the 13th century, which its inhabitants turned back the Mongol invasion in 1292. The area has also been the home of major empires, culminating in the Majapahit empire, 13-16th centuries, which gave Java its classical model of the state. Under Dutch colonial government, Surabaya became Java's largest city, which in 1883 it had a population of 122,000, compared with Batavia's (Jakarta) 92,000. It has for over a century been the minor sea port for all of East Java, and has served much of central Java and the eastern islands as well. It was also a major center of the Indonesian revolution of 1945, from which it earned the title "Kota Pahlawan," or City of Heroes.

The city is situated on flat deltaic lands where the Brantas river empties into the Straits of Madura off the Java Sea. Although it lacks a natural deep harbor, due to its geographic position, it is sheltered from storms by the large island of Madura to its north. Under current Indonesian political and administrative conditions, Surabaya has an elected city council, which nominates a Mayor, who is then appointed by the central government. The Central government also controls the port, under the central port authority, depriving the city of control over port revenues or planning. While the Mayor has great local influence, he must deal with Jakarta on many issues, and there his influence is the result of a highly complex process of political dynamics.

Population Dynamics. The city currently has a population of almost 2.5 million, up from 1.6 million in 1970. The average annual growth rate has been higher than that for Indonesia or East Java for the past two decades, but the rate has declined for the city as it has for East Java and all of Indonesia. In 1980 the average annual growth rate was almost 3 percent, and today it has fallen to just over 2 percent; during the same period east Java as a whole grew at rates of 1.5 percent and 1 percent. The area of the city has also increased over the past two decades, and now stands at about 290 square kilometers. As for all the cities of Java, Surabaya is "under bounded." The actual urban population spills out beyond the city's administrative boundaries, making integrated regional and urban planning somewhat difficult.

The population dynamics show growth by both natural increase and net in-migration. The city's total fertility rate is now below replacement level, at about 2, reflecting the impact of both urbanization and Indonesia's well developed and highly successful national family planning program. That program began and has shown its greatest over all successes in East Java. The crude birth rate is currently estimated at about 24, and the crude death rate at about 8, giving a rate of natural increase of about 1.6 percent. Net in-migration is estimated at about 0.7 percent. It is estimated that all rates will decline over the next decade.

Quality of Life. The physical indicators of quality of life have all shown substantial improvements over the past few decades. There has been an increase in the proportion of the

population served with clean water, electricity, sewage and garbage services. The infant and maternal mortality rates are lower than for the country as a whole, and they have declined steadily. Life expectancy has increased. The proportion of children enrolled in primary school has increased to almost 100 percent, for both boys and girls, and the proportions enrolled in secondary and tertiary education have also increased dramatically. Literacy has risen to above 90 percent and the illiterate are primarily the older population. Family income is about 75 percent higher than in East Java, and it has shown a dramatic increase of about 25 percent over the past three years. Although water services have increased substantially, there are still about 35 percent of households without piped water. Others receive water from public water taps or purchase it from private dealers. Only about half of the households have private water-seal toilets. At the same time, deaths and sickness from infectious and gastrointestinal diseases have declined, and the city has received national and international awards for its cleanliness campaigns. Administrators feel that air pollution should also be included as a quality of life measure, and they recognize that the situation in Surabaya has deteriorated over the past few years with the rapid expansion of vehicular traffic. Slum areas occupy only 5 square kilometers and the homeless population is estimated at about 10,000. While these are relatively large figures, compared to higher income countries, they are more favorable than figures for many countries at comparable levels of national income. Housing and poverty are considered important problems, but they do not appear at this time to be overwhelming.

Status of Women. As many low income countries, Indonesia shows some discrepancies in the status of women and men. Especially among the older population, women have higher levels of illiteracy and lower levels of school attendance than men. Women are also found in much smaller proportions than men in upper levels political and administrative positions. At the same time, the government has embarked on a series of steps, including new laws protecting women against discrimination, to improve the status of women, and has had some important successes. Educational and health services are roughly equally available, giving women a higher life expectancy and the same enrollment levels in primary and secondary education as men have. Surabaya has increased the number of women in city employment, and though the proportions are growing, they are still underrepresented in the highest levels of administration. The importance of women's participation is especially recognized in the local village level development committees. Female headed households tend to play a more active role than male headed households in village improvement, though women often complain of not being invited to take part in such programs. The rise of women in education and in government positions is noteworthy, and women report feeling no hesitancy to speak in public meetings and to take leadership positions.

## 2. Major Problems and Projects.

a. Some of Surabaya's most notable achievements have been made in the area of urban cleanliness. There is a Garbage and Sewage Division in the city government, whose major task is garbage collection and management of solid wastes. The Division has, however, gone beyond the passive activity of picking up garbage, and organized local communities to play a major role in overall cleanliness. This has been a major interest of past Mayors and city leaders, and they have provided the vision and leadership to involve local people in cleanliness campaigns. Division personnel work with neighborhood and village leaders and local groups to organize garbage pick up, locating cans for both wet and dry garbage, and helping to organize recycling. The urban poor are enlisted in garbage collection and taught about

recycling, from which they can earn some income. The city has had considerable success in improving overall cleanliness and has won awards from both the national government and international organizations for its efforts. The major lesson from this success is the importance of involving local communities in promoting their own cleanliness.

The major problems facing this effort lie in the growth of population, and in the organization of the administrative and physical work. Even with its recent successes, it is estimated that only about 70 percent of the population is covered by waste collection and disposal. The administration is now being computerized, training is moving ahead, and it is planned to cover 98 percent of the population by the end of 1995. There was also a problem of logistics and physical materials, as the collection trucks and their maintenance were under the control of a separate office under the city government, the "General Section." The result was that truck parts were often not available or were not appropriate for the Division's vehicles. The solution has been to decentralize vehicle maintenance and to give that responsibility to the Division itself.

There has also been a problem from the migrant population. The involvement of local communities has been very successful in reducing littering, but the itinerant or migratory population is not well controlled by the local community. For this the Division is instituting a stricter set of fines for littering, especially in public market areas.

b. Water supply is a second major problem for the city. Water is the responsibility of a separate authority, the Water Supply Corporation, directly under the control of the Mayor. Quality has improved with the assistance of foreign teams, who have helped to increase the frequency of water quality monitoring. Although about two-thirds of the households have access to piped water, there remain a number of problems. Pumps taking water from the Brantas river often break down, reducing the water supply. It is planned to upgrade the water system and to take water from the higher reaches of the Brantas to reduce pollution at the intake. There is also a major problem with what is called "lost or stolen" water, or water for which payment is not made. Correcting this problem will require major administrative and monitoring improvements, and will not be easy to undertake.

C. Finally, transportation is considered a major problem by the city administrators. As in so many cities in the developing countries, a major problem stems from the rapid growth of motor vehicles and the increased demand to move people and goods. From 1988 to 1992 passenger cars increased by one third, from almost 90,000 to 120,000. Non passenger cars increased from 47,000 to 58,000, but the real increase came in motorcycles, which grew from 325,000 to 422,000. Although these provide a low cost and efficient form of transportation, they contribute greatly to both noise and air pollution. The current approach to the transportation problem appears to be simply the short run solution of building more roads and expanding existing roads. This has become increasingly expensive, however, as road expansion requires alienation of land, which owners are reluctant to agree to since land prices have gone up more rapidly than government compensation of land taken for road improvements. As in other problems, the central government exercises much control over both the identification of the problem and the designation of a strategy to address the problem. Local responsibility seems to be limited to implementing projects and strategies that the central government decides upon.