THE ROLE OF PEOPLE-CENTERED COMMUNITY PLANNING TOWARDS URBAN KAMPUNG SUSTAINABILITY: A Case Study on Industrial Clusters in Kampung Kauman and Sondakan Surakarta

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ABSTRACT

Surakarta is one of cities in Indonesia which implements an appropriate planning process and has a good condition for governance initiatives. Its planning process involves citizens participation in order to achieve sustainable development. This research aims to clarify the role of people centered community planning in Kampung Kauman and Kampung Sodakan as study cases. Method used Egan Wheel Diagram to measure the neighbourhood asset management. Result shows that the eight elements of Egan Wheel’s i.e.; social culture, governance, environment, transportation, service, equality, economy, and neighborhood are appeared and elaborate. Both of key-persons are succeed to trigger people in two kampung get well initiative and involve in maintaining their community assets. Eventhough, youth community also have good willingness to manage and maintain their assets. From this research can be showed that building social capability is not a simple process, including defining skills and supplying training. Their successfull depends on the coordination and commitment of keyperson factors and local institutions.

Kata Kunci : kampung kota, citizen participation, Egan Wheel.

INTRODUCTION

Decentralization and Participatory Development Planning

Since the Law No. 22/1999 about regional autonomy be legalized, it remarks the change of regional management policy to be more decentralized. The scheme of participatory planning emerges as an effort to establish regional autonomy by giving more portion to regions. A new paradigm appears forming a new pattern of relation between central and regional governomers. Decentralization puts regional government as dominant subject in running the regional government management supervised by Province government and central government. Decentralization requires open participation and participatory aspect should be included in all process, from planning, implementation, and evaluation. A more democratic process then becomes a frame in developing the concept of country and nation lives through decentralization forms and practices[1]. The implications of those processes result in the reorientation of policy of planning, development control, financial management, service administration system, and human and natural resources management. Those components should be firmly realized in people’s role and participation. Awareness of public involvement and participation is a must in the context of development design by government.

Autonomy and decentralization have been implemented for almost one decade, facing various and complex challenges. A massive demand of more deliberative democration practice encourages the effectiveness of regional autonomy. Citizens’ participation in city development planning becomes significant because it would support bureaucracy service scheme which results in attempts to establish people’s welfare as mandated by regional autonomy [2]. Surakarta is one of cities in Indonesia which implements an appropriate planning process and has a good condition for governance initiatives. The participation includes the citizens’ participation in sustainable development in urban kampung. It has involved multilevel citizen participation [3].Found in the research field, citizens’ participation in urban kampung becomes a part of development participation in the environment. People’s role determines the dynamics of urban kampung live development; it would be firmly explained in this writing.

Research Framework

The overall goal of this research is to clarify the role of people centered community planning in urban kampung, focusing on the citizen participation. The Specific objectives include:

1. To identify the elements of neighbourhood asset management in urban kampung;
2. To clarify the key players and the role of people centered initiative;
3. To propose strategies of people centered as a platform of the sustainability in urban kampung

RESEARCH METHOD

First, in order to understand the key players and the role of people centered in community planning, in-depth interviews with key players, such as with the leaders and members of the community were done. Second, in order to assess the elements of neighbourhood asset management, a particular scheme to measure engagement of the people centered effectiveness for the local social sustainability was done based on the Egan Wheel diagram to measure the neighbourhood asset management emerged in urban kampung. In the end, strategies of people centered as a platform of the sustainability in urban kampung was proposed.

The Participatory Development Planning in Surakarta

Musyawarah Perencanaan Pembangunan (2001-2010)

The process of participatory development planning was started in 2011 in Surakarta. Surat Edaran Walikota No 411.2/789/2001 and Keputusan Walikota Surakarta 410/45-A/I/2002 were the guidelines of deliberation and the starting point of participatory planning in Surakarta[4]. The participation was achieved in stages and cumulatively, by Musyawarah Perencanaan Pembangunan/ Musrenbang from Musrenbang Kelurahan to improve the citizens’ participation, get the list of problems and the solutions. Musrenbang Kecamatan developed the development priority in district level which was compiled in Musrenbang Kota as the end of participatory planning mechanism which was aimed to arrange the list of development priority scale in city level as well as determine the regional budget estimation.

Participation process became very important due to the wave of democracy which required citizens’ involvement in development. The strategic stage of this process was the planning stage in Kelurahan (subdistrict) level because the beureocracy in kelurahan level was brought to improve and foster service to citizens with urban characteristic (PP No.73 tahun 2005). It allowed the process running with the function of kelurahan in giving daily service to people.

This approach was then conceived as nguwongke-uwong in Surakarta. Mechanism and attempt to optimize this concept were found in the planning strategies by using (1) politics; (2) the technocratic; (3) participation; (4) top-down; and (5) bottom-up. Choices in participatory pattern at least aimed to create an intense partnership among the government who held the budget, the council who had authority in budgeting, and the citizens who became the target of the all government’s programs. Therefore, the effectiveness of the government service delivery to the citizens could be improved and started from the involvement of the citizens in the budgeting process. This involvement mechanism could be a capital for the development based on initiatives proposed by the citizens, the capabilities of the citizens and aimed to realize the benefit for the citizens directly.

Impacts of Decentralization Process

In Table 1, it can be seen the decentralization process at the National level which was started with the regional elections in 2000. The intense reflection on all processes and forms of regional autonomy resulted in many notes (UU No. 32 tahun 2004) for the implementation of autonomy as well as the regional election and development planning mechanism mandated by UU No. 25 tahun 2004. In the implementation of decentralization process in the decade, the process scheme Musrenbang Kelurahan (sub-district), Musrenbang Kecamatan (district) , and Musrenbang Kota (City) recommended funding allocation scheme to be started from the lowest level at sub-district level. The orientation of Dana Pembangunan Kelurahan (DPK) which aimed at strengthening the people at the bottom of the bureaucracy unit became important as feedback and the spirit of decentralization that had been ignoring the citizens’ interests, through block grant pattern of planning and budgeting initiated in kelurahan level [5]. The goal was to improve the quality and kelurahan development acceleration; encourage and increase the participation in community empowerment framework and development at kelurahan level; and increase the people’s welfare by the allocation of funds at kelurahan level (Keputusan Walikota Surakarta No.3A tahun 2011).

The initiative scheme of document of Rencana Pembangunan Jangka Menengah Kelurahan/ RPJMKel later became a leap of participation, with attempt to improve the quality and accelerate kelurahan development; encourage and increase participation in community development framework and development at kelurahan level; and improve the welfare of
society [6]. Within the framework, the program scheme of Dana Pembangunan Kelurahan (DPK), DPK-RPJMKel was expected to include the priorities of the results of kelurahan development planning, namely prominent activities as well as answering the problems of society in general, social, cultural, economic and physical infrastructure.

**Table 1. Impacts of Desentralization Process**

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It attempted to bring the people into the room of delegative participation with new rights attached as a whole [7], because the scheme of DPK was managed directly by the citizens with Forum Development of Kelurahan-Lembaga Pengembangan Masyarakat Kelurahan (LPMK). In other words, the existing programs were then conducted together with the budget provided by themselves. The scheme of DPK also gave the opportunity for more flexible citizens’ aspiration. The concepts of planning, implementation and monitoring organized by the kelurahan community was a strategic way for realizing optimally the concept of participatory development.

**Strategy of Tourism and MICE in Surakarta City**

The implementation of commitment to promote sustainable Surakarta was presented in Long Term Development Plan document of Surakarta City-Rencana Pembangunan Jangka Panjang Daerah / RPJPD year of 2005-2025, in which the scheme to empower and develop community economic activities through the optimization of potential of nature-based tourism and culture and the trade potential became one mandate of the missions of the city [8]. The scheme of strategic plan for city tourism development was to establish Surakarta city as a tourism destination based on cultural identity. For that reason, commitment for better spatial planning arrangement and impact value for the development of tourism in Surakarta was carried out in the era of the city’s leadership after the elections (2005-2010) as shown in Table 1.

The city development needed encouragement to create creative culture atmosphere, preserve cultural heritage and identity because these elements became attracting factors for tourists [9]. Slogan Solo the Future is the Past was later created to brand Surakarta city. Besides, activity scheme became the focus of the city tourism development, as the Meetings, Incentives, Conference and Exhibition (MICE) in the national, regional and international scales. World Heritage City Conference (2008) was a very effective scheme to put the city of Surakarta as a part of the conversation, coverage and outstanding celebration [10].

Various events were presented to support these activities, from field trips, seminars, workshops, exhibitions, carnivals and other micro events which were aimed to promote the city widely to all people. Therefore the mindset of sustainable development planning steps should be changed, no longer creating Surakarta city to invite people but trying to create conditions in which people would be interested to come. This idea encouraged people-centered participation in development planning.

Schemes to develop city assets in the MICE context were expected to implement the decentralized scheme from Musrengbang to the Dana Pembangunan Kelurahan (DPK), so that it gave benefits for Surakarta city. Efforts for a better governance practices were done so that the regional improvement strategies to increase local income resulted in the growth of the city economy, as well as activities that stimulated real sectors. Various agendas, tourism destination arrangement, cultural diversity management and tourism assets were developed in Surakarta, either as the main destination or region-based buffer, like urban kampung which was initiated by the community.

The implications of the decentralization process, in Surakarta since 2006 formed communities at kelurahan level that provided participatory space for the citizens. Some of them were in urban Kampung Kauman which had potential as industrial cluster Kampung Batik Kauman by the establishment of Paguyuban Kampung Wisata Batik Kauman (PKWBK) and in Kampung Sondakan by the establishment of Kampung Wisata Sondakan (KWS). Both people-centered community movements gave variation in sustainable community planning in urban area.

**RESULT AND DISCUSSION**

**Existing of Kampung Kauman and Sondakan**

A. Kampung Kauman

Kampung Kauman is part of a strategic area in Surakarta. It is near to the Palace area, Gedhe Mosque, and City Hall. Kampung Kauman is part of Kauman sub-district, with area of 19.20 hectares, belonged to Pasar Kliwon...
district, the city of Surakarta. Kampung Kauman is divided into 6 RW, 22 RT and some areas namely Kampung Baladan, Berasan, Blodiran, Cendanan, Gebangsan, Gedang Selirang, Gerjen, Gontoran, Kambayah, Kontowikaran, Kecitran, Kentiran, Keplekan, Modinan, Penggulon, Sememen, Suto, Menggalan, Tebanoman, Trayeman, dan Winongan (Fig. 1).

Located in the area of Pasar Kliwon district, Kampung Kauman is connected with cultural areas, which has implications for the availability of various tangible potentials in Pasar Kliwon. As a cultural area, Kraton Surakarta gives effect on the dynamic process of the daily activities of the people. The condition is reflected in the result of recapitulation of non-physical heritage assets, which shows the number of performance activities 12%, customs 11%, arts 29%, culinary 27% and crafts 21% (Survey, 2014). With this amount, the distribution of non-physical heritage asset potentials can be seen in the figure 1. As seen in Table 1, the City Government's commitment to develop a tourism-based region was then responded by Kampung Kauman. One of the actions was by forming PKWBK Association (2006). Facilitated by the Regional Planning Board /BAPPEDA, Department of Industry and Trade/DISPERINDAG, Department of Cooperatives, Micro, Small, and Medium Enterprises/ DISKOP-UMKM, Department of Culture and Tourism / DISBUDPAR through the scheme of Forum for Economic Development and Employment Promotion /FEDEP. PKWBK activities then initiated various activities such as entrepreneurship training, batik entrepreneurs recruitment, and the development of strategic area in Kauman to be a shared showroom.

Various activities developed by PKWBK were connected with the city’s activities to promote tourism with local identity power. This momentum was then transformed into a collective momentum for Kauman people, which in 2006 only 8 batik entrepreneurs remained and then increased through the various developed activities. The enthusiasm of the people to get involved and become a part of PKWBK activity could be measured by the increasing number of batik entrepreneurs to 115 who produced batik, as Kampung Kauman identity.

The continually developed initiatives got facility from Surakarta City Government by the scheme of Dana Pembangunan Kelurahan (DPK). The initiatives in planning and funding allowed the participation process to take place in the development of various areas in Kampung Kauman. The programs were created to implement all of the people’s needs collectively. The development of Kampung Batik Kauman became a starting point of the programs developed by Kampung Kauman, LPMK, Pokdarwis as well as PKWBK. Incentives given by city then placed Kauman as one of destinations which supported the city tourism.

As seen in Table 1, compensation obtained was revitalization of Kampung Kauman (2010) through the Ministry of Public Works funding scheme. The revitalization attempted to improve tourism infrastructure in Kampung Kauman. The impact of increasingly massive visit to heritage tourism, batik educational tourism and batik was the realization of Kampung Kauman identity, including the physical infrastructure such as public facilities (bench, welcome gate of Kampung Kauman, batik products naming as the impact of the rising number of batik producers, and also flower pots, bins, information boards, and lamps along the street of Kampung Kauman).

In the next phase of the revitalization (2012), a synergy among the Kampung’s programs /DPK, City / SKPD and the Central Government/ Ministry was developed (Table 1). Attempts to strengthen the human resources were done by various training, the development of networking, promotion and connecting PKWBK activities with tourism cultural events held in the city. Revitalization in Kampung Kauman included the repair of urban’s drainage channels for the management of household drainage and batik sewage, pavement building, and the provision of park benches and tables.

B. Kampung Sondakan

Kampung Sondakan is an area which is connected directly to Kampung Laweyan which produces batik, located in Sondakan sub-district, Laweyan District, Surakarta (Fig. 2). Sondakan sub-district has area of 78.5 hectares covering the kampung of Tegalrejo, Sondakan, Premulung, Muthian and Jantirejo. Connected with Kampung Laweyan which actively produces batik, the condition of the region is reflected in the recapitulation of non-physical heritage asset, which is dominated by the number of craft activity 37%, culinary 27%, 10% performance, custom 7%, and music 19% (Survey, 2014). With this number, the distribution of potential of non-physical heritage assets can be seen in the map below.
The existence of Kampung Sondakan can not be separated from the scheme of Kampung Laweyan area development which also initiates the development of tourism of Kampung Sondakan - Kampung Wisata Sondakan (KWS) (2010) (See Table 1). The program puts the initiative to include Kampung Sondakan as tourism destination developed by the Government of Surakarta. Kampung Sondakan is strategically connected with Purwosari Station area, Slamet Riyadi city walk and Perintis Kemerdekaan city walk, which connect the Slamet Riyadi main street with Kampung Laweyan area. Kampung Sondakan and Kampung Tegalrejo are settlements surrounded by service centers as well as big industries. The most dominant settlement function is for staying, for batik business, residential and batik business, boarding house, barn and there are also abandoned empty buildings. Kampung Sondakan is a typical of urban kampung, with a combination of old buildings and new buildings in accordance with the dynamics of the city.

Responding to the scheme of tourism development policy of MICE by placing Laweyan District as a supporting area resulted in the various initiatives of Kampung Sondakan which were then schemed through the DPK’s fund. The connection of the kelurahan programs, LPMK, as well as Pokdarwis was integrated in the scheme of Sondakan As Tourism Kampung, People Welfare Without Damaging the Environment (RPJMKel Sondakan, 2015-2020). Programs initiated were in the form of a series of Kampung Wisata Sondakan promotions, in the package of Napak Budaya Samanhudi/ Culture Commemoration of Samanhudi (since 2011) which was regularly held every year as the prominent agenda of Kampung Sondakan. The package of tourism information center of Sondakan included regional maps, handicraft map, culinary, and hotels around Kampung Sondakan (Table 1). Shared commitment with LPMK, Pokdarwis and the kampung’s citizens to integrate Sondakan to the tourism scheme led to training programs, community empowerment, including the creation of climate change kampung (BLH-CSR Bank, 2012). The program tried to make the citizens aware about the efficiency of energy management. The expectations of climate change Kampung Sondakan was that the people became more wise in managing energy in their environment and minimizing waste generated by the people in their daily activity. In Table 1, it can be seen the stakeholder collaboration of Kampung Sondakan brought Sondakan to the National Program for Society Empowerment / PNPM of tourism from the Ministry of Tourism and Creative Economy (2013). The award confirmed the initiatives among people, stakeholders of Kampung Sondakan with the orientation of City Government to develop a city tourism.

**Neighborhoods Asset Management (Egan Wheel)**

Managing Neighbourhood Asset Management (NAM) is a crucial aspect in community planning. According to Manzi [10], neighbourhood can be thought as physically delimited spaces within urban settlements, bringing together community who live and work in them, and organizations concerned with managing the community and physical in the area. The NAM fosters the sustainability maintenance of communities in the locality and creates an organizational framework to link communities and external organizations to ensure the sustainability of the communities [11]. After a decade of autonomy, the Surakarta city had increasingly dynamic process. The context of empowerment actually contained citizens’ participation aspect in the development process. Therefore, the scheme of the DPK Fund had three community development indicators, namely the involvement of the community in determining policies / programs / activities; community involvement in the utilization of the results, including income distribution improvement, employment and business opportunities; and community involvement in self-help. In Surakarta, decentralization was open for innovation for the NAM. The NAM is able to develop the Dana Pembangunan Kelurahan scheme and the Subdistrict Medium-Term Development Plan-Rencana Pembangunan Jangka Menengah Kelurahan / RPJMKel which was expected that the various development
programs carried by the citizens of kelurahan became very close to the aspirations of the community and support self-help and mutual aid funds which was transparent and accountable.

A. Sustainable Communities

More elaborated component of sustainable community has been developed such as Egan Wheel’s diagram [10]. Egan’s review on the skill base for developing sustainable community produces what is referred as the ‘Egan Wheel’, which can be seen as the tool for evaluating socially sustainable community (see Fig. 3). According the Egan Wheel, the components of sustainable community for localized social sustainability are: (1) Social Cultural, (2) Governance, (3) Transport and Connectivity, (4) Services, (5) Environment, (6) Equity, (7) Economy, (8) Housing and the Built Environment. The eight-components will help to illustrate the mapping of citizens’ participatory elements (Fig.3)

After the election, the Surakarta City’s policy allowed the establishment of a policy that started from the needs of the communities (bottom up). This process stimulated the linkage of stakeholder involvement with the policy. Egan Wheel Scheme (Fig. 3) demanded some prerequisites of governance, which was actively open in the policy-making proses. This approach became the mandate of decentralization practice, where the bureaucracy involved stakeholders in planning, implementing and evaluating the programs. The continuous policy pattern also required a transport-connectivity and services in form of system which connected publics to the pattern of existing policy. The guarantee of the system that connected the public needs and bureaucracy service orientation could be seen from the program indication in the city as well as Kampung Kauman and Sondakan. The implementation of DPK-RPJMKel originally became a manifestation of sustainable development effort, where these programs became part of the demands of the people everyday.

Relationship among the city policies to promote the city as a city of culture and tourism (RPJPD 2005-2025) also served as a guide and orientation for the scheme of programs developed at kampung level through the program of Kampung Batik Kauman in Kauman and Kampung Wisata Sondakan in Sondakan. The sustainability of the programs that connected city and kampung contained, referring to Egan Wheel (Fig.3): social-cultural, work patterns and relationships which put strengthening principles in community level. Within the program framework in Kampung Kauman and Sondakan, this pattern was developed by PKWBK Kauman, LPMK Sondakan and Pokdarwis Sondakan. Socio-cultural approach became the foundation for the community works, to engage or expand the role and contribution of the community in each kampung. The cultural basis gave effect inside or to the pattern of relations within and among the communities, which was also a prerequisite condition namely equity.

![Figure 3. The Egan Wheel](image)

All frames of the Surakarta city government programs resulted in the community empowerment and the increase of the city income/ PAD. The implementation of PKWBK and KWS programs, led to efforts to increase the income of the citizens in various economic forms. This impact could be seen from the increasing number and variety of businesses in Kauman and Laweyan, which automatically moved the power of its citizens simultaneously, start from macro business which involved large capital, micro level in the form of managed retail businesses as well as business patterns that connected macro-micro business patterns at the same time. One of the most dominant impacts was the change of spaces in Kampung Kauman and Sondakan, in the form of housing-environmental. In housing aspect, showrooms were built due to the growth of activities and efforts that directly provided economic impact. The effect of the city development drove change in the kampungs that have destinations, as a support of the city activities.

B. Key Player and Role of People-Centered

The changes were managed by kampung communities in Kauman and Sondakan. The practice of social-cultural and governance relation allowed the development of work patterns and cultural relationships that put the strengthening principles in community level. In
The program framework of Kampung Kauman and Kampung Sondakan, this pattern was developed by PKWBK Kauman, LPMK Sondakan and Pokdarwis Sondakan. Kampung Kauman put PKWBK as the most dominant actor in the process of program initiative development and the program development process. With local base leader of batik entrepreneur, PKWBK committee was dominated by batik industries who had the initiative to establish Kauman as a batik tourism area. Relation with stakeholders was also built particularly with university experts who actively initiated agenda and networking for actors in Kampung Kauman (See Fig. 4).

Figure 4. The Organization of Kampung Batik Kauman

The initiation was implemented in the revitalization agenda of Kampung Kauman in 2010 and 2012. Stakeholders relation in Kampung Kauman was present in PKWBK agendas which moved the communities and the citizens collectively. Events progress and exposure of the Kampung Kauman as one of the favored destinations gave a wide impact for Kauman. Kauman then became a destination in tourism package managed by the government or event organizers, which put Kauman as one of destinations of Werkudara bus city tour and Jala Dara train. Kauman massive improvement through DPK funding scheme, the municipal government programs and revitalization by the Ministry of Public Works put Kampung Kauman increasingly strategic region.

Unlike Kampung Kauman, as seen in Fig. 5, in Kampung Sondakan the practice of social-cultural and governance relation was determined by the process and the actors. Kampung Wisata Sondakan was launched in 2010 as an initiative of collective institutions, there were the kampung, LPMK and Pokdarwis. Tourism kampung became an alternative to redevelop the citizens’ activities. Limited destination resulted in a new initiative to bring a new icon in the form of traces of Samanhoedi, through the rearrangement of history, the construction of museum and made it as a package of activities such as Culture Commemoration of Samanhoedi which has been held annually in the last 4 years. The process suggested a pattern of equality among the stakeholders who involved in the preparation of identity development of Kampung Sondakan. The relation between the community and the bureaucracy produced a synergistic relationship pattern due to awareness of the limited material that might be developed in Kampung Sondakan.

The lack of relationships with external stakeholders affected on the maximum internal consolidation of the stakeholders in Kampung Sondakan. Intensive process was performed by the citizens, LPMK and Pokdarwis to jointly design the kampung’s development scheme. DPK-RPJMKel funding pattern became a strategic point to accelerate the program of Kampung Wisata Sondakan. The collective work of internal stakeholders was proved with the success of Kampung Sondakan in the National Program for Community Empowerment / PNPM of Tourism from the Ministry of Tourism and Creative Economy (2013).

This collaborative process maintained the sustainability of Kampung Sondakan programs: ‘Culture Commemoration of Samanhoedi’ could run for the last 4 years, with funding from many parties. Culture Commemoration of Samanhoedi was planned together as well as the funding schemes and the implementation. This social capital became a potential in the efforts of sustaining the programs in Kampung Sondakan as a tourism kampung, with collaboration among stakeholders that provided a guarantee for its sustainability.

Figure 5. The Organization of Kampung Wisata Sondakan

The key players and the role of people centered initiative were more massive in Kampung Sondakan compared to Kampung
Kauman because Kampung Sondakan engaged the youth involvement in the citizens’ participation at the community planning activities. However, Kampung Sondakan had limited links to external organizations eventhough they could provide linkage to actors relevant to neighbourhood asset management.

CONCLUSION

This study examined the role of people-centered community planning in urban kampung. Based on the results of the analysis of the role of people-centered community planning towards urban kampung sustainability, several issues have been clarified: Combining the anaylsis of the current Surakarta’s strategy toward decentralization impact and the strategy for the sustainable communities gave contribution in mapping localized social sustainability elements within the industrial area of Kampung Kauman and Kampung Sondakan. It showed that the eight elements of Egan Wheel’s were appeared and elaborated.

The two case studies showed that the key players and the role of people centered initiative emerged in the management and maintenance of the community assets. One of the community assets was managing and maintaining the youth involvement. Building the social capability is not a simple process, including defining skills and supplying training. It depends on the coordination of social and physical factors. Social factors include expert institution, organizational and institutional factors.

Physical factors include any factors which are continually changing. It aims that in the future, the social sustainability in urban industrial clusters should imply three things. First, the meaning of social sustainability is not the same for every urban kampung; it is necessary to make explicit ideas for each specific area. Second, decision about where, when and how the steps are requires systematic analysis. Third, the social sustainability should be utilized as snowballing process. The process cycle starts from the smallest level of administration to allow the citizens’ participation involved in the decision making up to the bigger stages of community planning.

REFERENCES