



## Implementation of Sustainable Slum Handling Program (Empirical Study of the KOTAKU Program)

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**Alamsyah Pratama<sup>1</sup>, M. H. Jamil<sup>2</sup>, A. Roland Barkey<sup>3</sup>**

<sup>1</sup>Postgraduate Program, Planning and Regional Development, Universitas Hasanuddin, Makassar, Indonesia

[alamsyahpratama65@gmail.com](mailto:alamsyahpratama65@gmail.com)

<sup>2</sup>Faculty of Agriculture, Universitas Hasanuddin, Makassar, Indonesia

<sup>3</sup>Faculty of Forestry, Universitas Hasanuddin, Makassar, Indonesia

### Abstract

The handling of slums is an issue that continues to be a concern until now to realize a city and settlements are livable, inclusive, safe, and sustainable. To realize this, the Government & NUSP-2 collaborated to form the KOTAKU (City Without Slums) program. Sinjai Regency, South Sulawesi. This research used descriptive qualitative methods with logic analysis approaches, including data collection, reduction, display, and verification. Data collection used observation of slums that have been handled, documentation, and interviews with key informants. The results showed that the implementation of the KOTAKU program succeeded in reducing the area of slums in some priority areas of handling. The results also showed that not all aspects are sustainable applied to handling slums through the KOTAKU program.

Keywords: implementation; KOTAKU program slums; sustainable

### 1. Introduction

Slums are one of the complex problems for developing countries such as Indonesia. The existence of these slums adversely affects the welfare of the community both physically and psychologically. Urban slums grow in response to the community to meet their housing needs. Slums are often residential with coastal areas. From a physical perspective, this is characterized by overcrowding, and uneven economic activity has impacted the decline in the quality of urban life and the expansion of slums (Hariyanto, 2010; Mukhija, 2010; Sobotova, 2011). Some characteristics of the slum in Indonesia describe a residential area that physically has unhealthy environmental conditions, such as dirty, contaminated, moist, and others. These conditions are ecologically arising from the inability of the environmental power to overcome the burden of an activity that took place in the region (Ahmad et al., 2019; Akbar et al., 2018; Rama et al., 2018; Sari et al., 2018).

The existence of slums is in the government's spotlight to meet Sustainable Development Goal's (SDG) targets. The Government and NUSP-2 (National Slum Upgrading and Neighborhood Upgrading and Shelter Project Phase 2) address slums through the KOTAKU (City Without Slums) program. The KOTAKU is a slum management program based on community empowerment (Bathari et al., 2018). One of KOTAKU's pilot projects is located in the coastal area. This area is one of the government's pilot projects to realize livable and sustainable urban settlements. This program is implemented through partnerships of government, local government, communities, and the private sector. Strengthening the capacity of community development to ensure the development of independent and sustainable

<sup>1</sup> Corresponding Author: Postgraduate Program, Planning and Regional Development Universitas Hasanuddin, Makassar, Indonesia  
Email: [alamsyahpratama65@gmail.com](mailto:alamsyahpratama65@gmail.com)

settlements is one of the goals that the KOTAKU's program wants to achieve (Ahmad et al., 2019; Kustiwan & Ramadhan, 2019; Rohimat et al., 2018; Septanaya et al., 2020; Yuliani & Rosyida, 2017).

The impact provided by the KOTAKU's program has reduced the slum area in some priority areas of handling in recent years. However, the handling program is only oriented to physical handling, and there is no sustainable handling innovation. This is incompatible with the SDG's 11th target of "By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums" (UN-Habitat, 2016). Prayitno (2016) stated that the ineffectiveness of efforts to handle settlements occurred because government intervention is only physical and does not pay attention to other aspects of human development and economy that are part of sustainable development so that the potential to become slums again. Some countries that treat slums through physical intervention also show similar symptoms (Andreasen & Møller-Jensen, 2016; Cronin, 2012; Goswami & Manna, 2013; Sticzay & Koch, 2015). This condition is very worrying, considering housing is a fundamental part of every human right to life. We are faced with the fact that the slums reflect the complexity of the city (Elrayies, 2016; Singh, 2014).

Some researchers have given an overview of the handling of slums from different perspectives. Idajati et al. (2016) saw that from the consideration of physical condition, economy, and socio-political characterized by the provision of basic infrastructure, the involvement of communities to reduce the risk of environmental damage, build community-scale infrastructure and provide incentives to the community in the management and maintenance of facilities. The application of environmental aspects is seen as the prevention of damage and environmental pollution (Degert et al., 2016; Elrayies, 2016; Goswami & Manna, 2013; Sunarti et al., 2019). The settlement of slums should involve the participation of the community as a whole and the economic empowerment of the settlement area areas (Gunari et al., 2017; Majale, 2008; Peerapun, 2012). Degert et al. (2016) saw that the social aspect is more advanced by improving the community's ability in its regional planning and regional development. Opening / creating jobs should be considered to improve the community's economy in the program of handling slums (Elrayies, 2016; Hanifah & Widyastuti, 2016; Mahabir, Crooks, et al., 2016; Sticzay & Koch, 2015). Meanwhile, Marpaung (2018) proposes several things to create a residential area integrated with a mixed function that the concept of development area inserts is at the transit and thematic points (infill, tod transit-oriented, technological park, urban village & green development). Handling slums requires in-depth research that can determine the sustainability of the handling program that has been conducted (Idawarni, 2009; Jayanimita & Mardiansjah, 2019).

Handling slums in coastal areas is different from handling urban slums. Because coastal areas are vulnerable to climate change conditions, environmental, social, economic, and cultural of a community. Based on the problem of slums and studies conducted, this research is needed to interpret the implementation of the KOTAKU program in coastal areas to provide new insights related to the handling of slums in a sustainable manner. From the formulation of the problem, research questions can be drawn: how is the implementation performance of the KOTAKU program?; how to evaluate the KOTAKU program based on sustainable aspects? The KOTAKU program has been implemented in 271 districts/cities in 34 provinces, becoming a platform of collaboration or priority handling. This research also supports previous research related to handling slums that are only oriented to physical handling but do not see terms of sustainability in handling.

## 2. Research Methods

This research is classified into applied research that is designed to provide practical answers to problems or answer scientific needs directly and specifically. This research uses a qualitative method of descriptive. Bodgan and Taylor in Merriam & Tisdell (2016) suggested that qualitative methodology is a research procedure that understands the phenomenon of what is experienced by the research subject. This research is classified into applied research that is designed to provide practical answers to problems or answer scientific needs directly and specifically. This research was conducted in one of the pilot project areas of the KOTAKU program, namely Lappa Village, Sinjai Regency, South Sulawesi Province. Lappa Village is one of the villages located in the North Sinjai sub-district, one of the fisheries and marine centers in Sinjai Regency, with 395 Ha and a population density of 11,765 people km<sup>2</sup>. The number of slums in the village of Lappa area of 30 Ha is one of the slums located on the coast that is spread over 21 RT/RW (neighborhood area) in several different hamlets. A map of the research locations from this research can be seen in Figure 1.

This article outlines the conceptual approach to sustainable development of adequate, safe, and sustainable urban settlements attributed to the prospect of slum handling implementation. The data analysis technique uses the Logical Analysis/Matrix Analysis model of Miles & Huberman (1994), which divides the analysis stage into several parts, i.e., (1) noting all the findings of the phenomenon in the field either through observation, interviews, and documentation; (2) reviewed Records of observations, interviews, and documentation studies, and separating data deemed important and unimportant; the work is repeated to examine the possibility of classification; (3) described data that has been classified concerning focus and research objectives; (4) made final analysis in the form of report research results (Neuman, 2014; Tracy, 2013). In this research, researchers chose informants who knew information and problems in-depth and could be trusted as good data sources. Based on these criteria, the parties used as informants are those directly involved in the KOTAKU program. The list of selected informants can be viewed in Table 1.

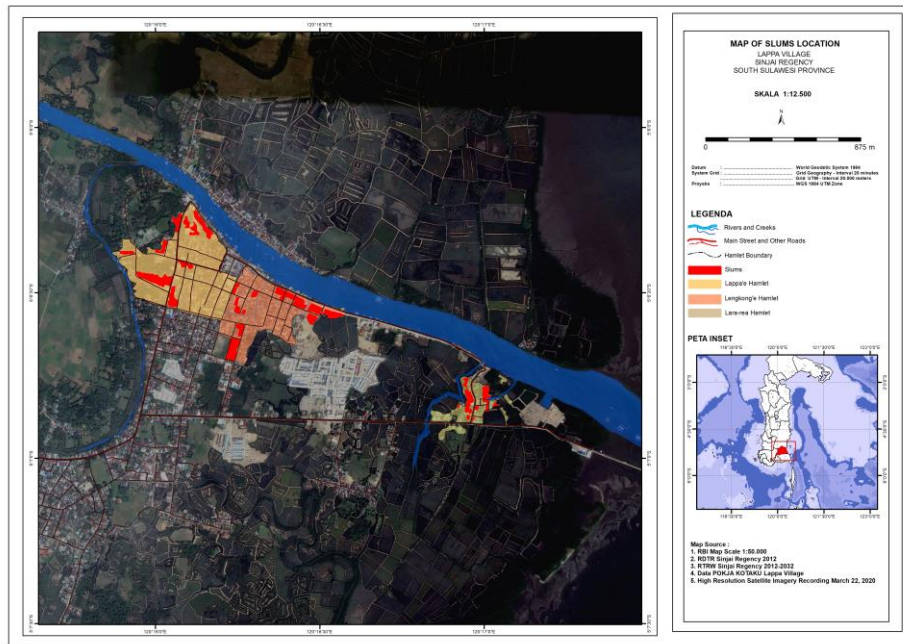


Figure 1. Research Locations in Lappa Village, Sinjai Regency

Table 1: List of Informants

No	Name	Position
1	Sudirman Museng	Program Coordinator of the KOTAKU Sinjai Regency
2	Amiruddin Latief	Chairman of Community Self-Reliance Agency (BKM) Bahari Sejahtera Lappa
3	Nur Alamsyah	Secretary of Headman Lappa Village

### 3. Result and Discussion

#### 3.1. Performance Implementation of the KOTAKU Program

The problem of slums can not be separated from the development of a city. Slums that are often identified with coastal areas are problems that must be addressed comprehensively. This is because coastal areas become the gateway to an area's economy, so urbanization can not be avoided. Lappa Village area is geographically located to the east and north of the North Sinjai district. The geographical location is directly adjacent to Bone Bay, making this area a potential area of fisheries and marine that support the development program of the economy of Sinjai regency. However, behind it all, Lappa Village keeps another face of urban slums in Sinjai Regency. The main problems of Lappa slums are generally due to the dynamics of urban development, the low quality of the environment in coastal areas mixed with trade and housing functions, drainage network systems have not been integrated with urban systems, waste management systems are inadequate, and the lack of community participation in maintaining the environment.

Before the pandemic COVID-19, The Sinjai regency government would allocate funding for a technical document drafting slum handling planning 3 point location, which has become a priority of the settlement of slums on revised 2020 budget (APBD-P). But due to pandemic COVID-19, all budget allocation is diverted to prevent COVID-19 so that local government and related stakeholders can allocate a new budget for slum handling technical documents on APBD 2021. The government is still seeking an alternative source of funding and sustainable sourcing if pandemic COVID-19 can be quickly passed. The KOTAKU program has overcome some slum problems in Lappa Village. The planned slum-free target of 30 Ha is slowly being resolved (Government of Sinjai, 2019). The current condition in Lappa Village's facilities and infrastructure have been developed already running 70% in the form of changes in the development structure to be better with the benchmark in the form of infrastructure facilities and infrastructures in the region priority handling. The achievement of slum handling in Lappa Village based on the news of the event reduction calculation of slums in 2019 showed a significant reduction of the review from the slums in some neighborhoods, especially in the hamlet of Lara-Rea, Lappa'e, and Lengkong, which became the agenda of priority handling in 2019. This achievement is not separated from people who understand and realize the importance of their involvement in the program. The next Target in KOTAKU's program is to reduce the slum area, making Lappa Village free of a slum in 2021. Figure 2 below is a slum handling roadmap in Lappa Village.

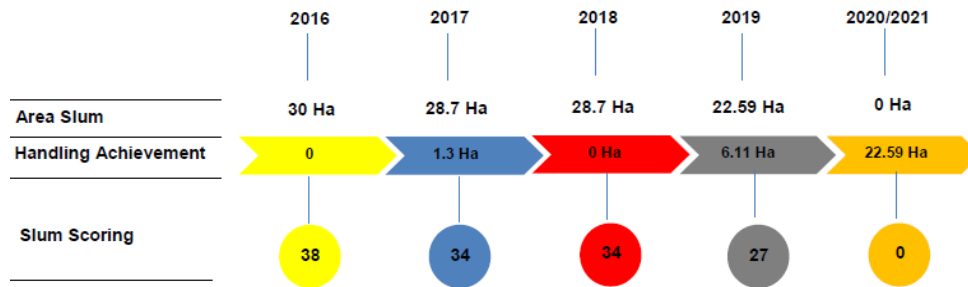


Figure 2. Roadmap Handling Slums Lappa Village  
(Source: Baseline The KOTAKU program In Lappa Village)

Table 1 shows Lappa Village after the KOTAKU's program is located on a mild slum that was formerly a village with the most severe slum. The result of the calculation of the rate of slums to improve the quality and improvement of settlements based on the baseline of the slum handling the KOTAKU program in Lappa Village is shown in Table 2.

Assessment of the success rate of slum handling that has been implemented by the KOTAKU program based on PUPR ministerial regulation No. 02/PRT/M/2016 on Quality Improvement of Housing and Slums. Assessment of each indicator based on conditions in the field, then adjusted to the parameters to be given a value. Each parameter has a value weight of 5 (76% - 100% according to the actual parameter conditions), 3 (51% - 75% according to the actual parameter conditions), and 1 (25% - 50% according to the actual parameter conditions), which is then totaled to determine the value of slums. The criteria for slums are as follows: (a) heavy slums when they have a total value of 71-97; (b) medium slums when they have a value of 45-70; (c) light slums when they have a total score of 19-44. Based on the observations and quality of handling of the KOTAKU program, Lappa Village slum level is 27, meaning Lappa Village after handling is in the category of "Light Slums" (Total value is between 19-44). The value of the level of slums of the success of the KOTAKU program in Lappa Village shows that the nine indicators of slum level almost mostly have an actual parameter value of 1 or have a good condition. In this research, the KOTAKU program was also reviewed from the prospect of handling based on aspects of sustainable development. Researchers are trying to relate indicators to the KOTAKU program with the principle of sustainable development, namely the physical aspects of the environment, social development, and economic aspects. The evaluation of the KOTAKU Program in this study is the handling of slums in 2018-2019.

### 3.2. The KOTAKU Program Reviewed from the Aspect of Sustainable Development

The KOTAKU program in Lappa Village has an effort to handle settlements to improve the quality of the residential environment, mobility of road access, drainage channels, procurement of green open space, and waste management in 2018 and 2020. This form of handling is carried out based on the scale of priorities compiled together with the community and considered to contribute the most to the slums in the area, i.e., flooding, environmental sanitation, and mobility of community access. The implementation of the KOTAKU program in terms of environmental and physical shows that before the handling program, almost some residential areas experienced flood, which ranges from 5-20 cm annually. This is due to the lack of water catchment areas and drainage networks that have not accommodated and drained water runoff to rivers or seas. The KOTAKU program improves handling to overcome flood problems caused by high tides by procuring water pumps. Through the handling carried out by the KOTAKU program, able to handle inundation/flooding in most locations, but at the time of questioning directly to one of the key informants, namely chairman of BKM Bahari Sejahtera Lappa namely, Mr. Amiruddin Latief said that:

*"The improvements made to overcome the flood are still not optimal; at the time of the rainy season arrives as it is today, settlements directly adjacent to the river are still flooded."*

Mr. Amiruddin's statement suggests that the KOTAKU program has not thoroughly reviewed the impact of environmental damage following the characteristics of the settlements handled. Discharge of seawater/rain runoff that still exceeds the capacity of drainage channels becomes a threat to residential areas if not resolved correctly. Hanifah & Widyastuti (2016) stated that flooding due to the tide of the sea not only damaged the settlements but caused damage to people's mobility access. The lack of holistic handling is also seen from the untreated, other components contributing to Lappa Village's environmental pollution. Problems regarding environmental pollution based on the observations and analysis of researchers, some wastewater disposal is directed directly to the community pond/river because it does not have a private MCK. Waste disposal management, whose purpose is to overcome the garbage problem, is still not optimal, so Lappa Village along the road is still filled with garbage because garbage trucks from the Sinjai District Cleaning Service have not reached the entire area on the road map of garbage can transportation. So, dominant settlement facilities and trade and services throw waste into the trenches and on the roadside environment.

Table 2: Calculation of Slum In Lappa Village After the Program KOTAKU

Aspect	Criteria	Conditions (Baseline)			
		Numeric	Unit	Percent (%)	Value
<b>Building Conditions</b>	a. Building irregularities	536.00	Unit	67.08%	3
	b. Building density	-	Ha	0.00%	0
	c. Mismatch with building technical requirement	323.00	Unit	40.43%	1
	<b>Average Building Conditions</b>				<b>35.84%</b>
<b>Environmental Road Conditions</b>	a. Environmental Road Service	777.24	Meters	6.65	0
	b. Environmental Road Surface Quality	4,285.87	Meters	36.69%	1
	<b>Average Environmental Road Conditions</b>				<b>18.34%</b>
<b>Supply of Drinking Water Condition</b>	a. Availability of safe access to drinking water	-	KK	0.00%	0
	b. The need for drinking water is not fulfilled	459.00	KK	48.62%	1
	<b>Average Drinking Water Provision Conditions</b>				<b>24.31%</b>
<b>Environmental Drainage Conditions</b>	a. Inability to drain water runoff	17.39	Ha	57.97%	3
	b. Drainage Disavailability	5,857.57	Meters	27.51%	1
	c. Disconnection with the city drainage system	-	Meters	0.00%	0
	d. Not maintaining drainage	12,251.47	Meters	57.54%	1
	e. Quality of drainage construction	8,487.53	Meters	39.86%	3
	<b>Average Environmental Drainage Conditions</b>				<b>36,67%</b>
<b>Waste Water Management Conditions</b>	a. The wastewater management system does not comply with technical standards	323.00	KK	34.22%	1
	b. Facilities and infrastructures of wastewater management do not comply with technical requirements	307.00	KK	32.52%	1
	<b>Average Environmental Drainage Conditions</b>				<b>33.37%</b>
<b>Waste Management Conditions</b>	a. Facilities and infrastructure for the waste do not comply with technical requirements	-	KK	0,00%	0
	b. A waste management system that does not comply with technical requirements	536.00	KK	56.78%	3
	c. Not maintain the facilities and infrastructure of waste management	622.00	KK	65.89%	3
	<b>Average Waste Management Conditions</b>				<b>40.89%</b>
<b>Fire Protection Conditions</b>	a. Fire Protection Infrastructure Unavailability	85.00	Unit	10.64%	0
	b. Fire protection facilities' unavailability	789.00	Unit	98.76%	5
	<b>Average Fire Protection Conditions</b>				<b>49,37%</b>
	<b>Total value</b>				<b>27</b>
	<b>Slums level</b>				<b>Mild Slum</b>
	<b>Sectoral Slums Limit</b>				<b>34.10%</b>
	<b>Handlers contributions</b>				<b>0.00%</b>

Degert et al. (2016) stated that sustainable development in realizing a sustainable environment is a development that can improve the quality of its environment by not damaging the environment and maintaining environmental sustainability. In this aspect, the KOTAKU program is still not fully concerned with the physical aspects of the sustainable environment. This could cause the infrastructure that has been built to become damaged and potentially damaged. On the other hand, there is still no handling waste management of sewage and waste in this area, which can pollute the river banks and the environment more massively.

The handling of the KOTAKU program is also seen after the implementation of the program has been completed. Enthusiastic and community participation is very visible in the implementation of the KOTAKU program. The community actively contributes to the implementation and improvement of slums in their region. Their participation forms in ideas and ideas on things that need to be improved in the handling of slums, making green open spaces from donations of community funds, and creating tagline boards inviting the public to maintain cleanliness and prohibit littering. Researchers assume that the formation of community care and participation in the KOTAKU program is supported by the tendency to establish good relationships (*mappideceng*) with fellow human beings and the surrounding environment, which is one of

the Bugis cultural philosophies that the indigenous people of Lappa still maintain. Dahlan et al. (2020) said that establishing togetherness will bring compassion (*assenyaha*) to human beings, to alleviate any burdens or concerns for future survival. This is following Majale (2008), seeing that if community participation is implemented and maintained correctly, it will bring sustainability to the development project. The result of the implementation can be used as social capital for Lappa Village in the sustainability of future programs. In addition, the implementation of the KOTAKU program also shows the concept of community development. The involvement of all groups of people, empowerment, and participation in development becomes the culmination of continuity of handling programs with sustainable social capital (Dianingrum et al., 2017; Jayanimita & Mardiansjah, 2019; Uddin, 2018).

The implementation of the KOTAKU program on economic aspects does not have the allocation of community empowerment planning economically. However, some communities are absorbed into the aid workforce but only temporarily during the implementation of construction and repairs. The improvement of the economic field is also related to the management and maintenance of the infrastructure built. In practice, the KOTAKU program in Lappa village does not allocate funds for infrastructure management and maintenance that has been built. As expressed by Mr. Sudirman Museng as Coordinator of KOTAKU Sinjai Regency to researchers:

*"Based on the document Slum Improvement Action Plan (SIAP) is a document of the plan for handling slums at the city level, KOTAKU Program does not provide funding for the management of infrastructure that has been built after the program has ended, Maintenance of infrastructure that has been built we direct to the Community Groups involved."*

Mr. Sudirman Museng shows that the KOTAKU program has no planning in the preparation of management allocation and maintenance of infrastructure built. This program only focuses on improving capacity in the planning and implementation of the program. Then, the direction on community dues is accidental and untested implementation. The implementation of the KOTAKU Program based on economic aspects shows that the program has not fully reached the slums in terms of economic empowerment. The number of uninhabitable houses marks this due to the inability of the community to maintain their settlements. Degert et al. (2016) stated that the sustainable economic aspect of the slum is also related to the provision of management and maintenance funds for the built infrastructure. Applying sustainable economic principles is characterized by an increase in people's income and economic skills supported by adequate finances in slums (Cronin, 2012; Nursyahbani & Pigawati, 2015; Sticzay & Koch, 2015). The community needs financial support and empowerment through activities or training from the government. If it is not supported with adequate finances, then the sustainability of the development program will not occur.

#### 4. Conclusion

This research has reviewed the implementation of the KOTAKU program in handling slums in coastal areas. The achievement of the KOTAKU program implementation succeeded in reducing the slums that have been handled and repairing damaged facilities and infrastructure. Assessment of the implementation of the KOTAKU program based on PUPR Ministerial Regulation No. 02/PRT/M/2016 in the figure of realizing livable, inclusive, and sustainable urban settlements. Slum handles the need for unity in looking at environmental, social, economic, and institutional aspects. The interrelationship between aspects of each other can determine the sustainability of the slum handling program. The KOTAKU program has not thoroughly conducted a comprehensive environmental damage impact analysis in priority handling areas. The handling of environmental damage caused by high tides and seasonal flooding has not been following the characteristics of coastal areas. Cultural factors are the driving force of community participation in the KOTAKU program. Cultural factors are the driving force of community participation in the KOTAKU program. The tendency philosophy to establish good relations (*mappideceng*) is used as social capital for lappa coastal communities in the sustainability of the program in the future. The independence of the slum community requires financial support and economic empowerment through activities that can increase the capacity of the community is not present in the planning of the KOTAKU program document. If not supported by adequate financial programs handling sustainable slums will not occur.

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