



## Supporting Factors for Handling Slum Problem

<sup>1</sup>Firdaus W Suhaeb, <sup>2</sup>Ernawati S. Kaesang

<sup>1</sup>Department of sociology, faculty of social sciences and law, Universitas Negeri Makassar

<sup>2</sup>Departemen of Agricultural Technology Education, Faculty of Engineering,, Universitas Negeri Makassar

\*correspondence: [firdaus.w.suhaeb@unm.ac.id](mailto:firdaus.w.suhaeb@unm.ac.id)

**Abstrak.** *Handling and innovative solutions due to the development of slums in urban areas that have become a problem so far that research is carried out with the aim of describing and analyzing the supporting factors of slum problems through the implementation of the City Without Slums (KOTAKU) program so that it can influence changes in community behavior at slums in Tallo District of Makassar City. The research method used is a qualitative research method with a descriptive approach. Data collection techniques use observation, interviews and documentation. Data analysis techniques use data reduction, data presentation, and conclusions. The results of this study show that several factors supporting the handling of slum problems in the implementation of the City Without Slums (KOTAKU) program build changes in urban community behavior. Communication factors, namely through the implementation of meetings between stakeholders and communities living in slum areas, such as socialization, deliberation and meetings / meetings and resulting in the emergence of agreement, support, and community anticipation in program activities. Resource factors, namely through community involvement in slum areas in the implementation of program activities, such as the community selection process based on having morale, and a sense of responsibility for the use of budgets. Disposition factors, namely the support of implementor elements in supervision and evaluation as well as being responsible and committed to the implementation of program activities to completion, transparent and making accountability reports for the implementation of activities. Then the bureaucratic structure factor, namely the existence of a tiered organizational structure at the provincial level.*

**Kata kunci:** *Slums, Program, Behavior Change, Urban Area*

---

### A. INTRODUCTION

Residential areas in several major cities in Indonesia often face the problem of slum areas. Based on the results of circular letter number 40 of 2016 issued by the Directorate General of Cipta Karya, there are still 35,291 hectares of urban slums scattered in most urban areas of Indonesia. Without innovative, comprehensive and targeted handling, this condition will be expected to continue to increase (Karya, 2016).

As a follow-up step to the problem, the Government then initiated the planning of a program called City Without Slums and later shortened to the KOTAKU Program to deal with the problem of urban slums. Through the 2015-2019 National Medium-Term Development Plan (RPJMN), the development and development of urban areas is formulated through handling the quality of the residential environment as stipulated in Presidential Regulation Number 2 of 2015. Where the need to improve the quality of slums, prevent the growth of new slums, and sustainable livelihoods (DJCK, 2016).

Slum is a residential area that is not regularly built and is considered unfit for habitation, has a high building density, the quality of buildings and facilities and infrastructure is not

according to the required standards. The slum housing in question is housing with residential conditions that are no longer functional because the quality has decreased (Law No. 1 Year, 2011). To accelerate the handling of problems in urban areas, the Minister of Public Works and Public Housing (PUPR) Regulation No. 2 of 2016 concerning the prevention and quality improvement of slum housing and slum settlements was issued.

Therefore, with the Regulation of the Minister of Public Works and Public Housing (PUPR), the Directorate General of Cipta Karya Rakyat then planned the KOTAKU Program as a strategic effort to accelerate the handling of slums and prevent the emergence of new slums to realize habitable settlements. Infrastructure improvement activities that are claimed to be inappropriate are part of Kotaku's program activities.

In accordance with PUPR Regulation No. 14 of 2018 concerning Prevention and Quality Improvement of Slum Housing and Slum Settlements, there are seven slum criteria, including based on buildings, environmental roads, drinking water supply, environmental drainage, wastewater management, waste management, fire protection (Improvement & Slum, 2018). If any of these indicators are present in an area, then the Kotaku program implements the necessary improvement activities to improve it.

The implementation of the Kotaku Program is available in 34 provinces and in 271 regencies/cities. One of the targets of the Kotaku program realization target is Makassar City based on the city administration consisting of 14 sub-districts with 143 kelurahan. It has an area of slum area of 427.77 ha. In Makassar City, slums are divided into three categories of areas, namely slums classified as heavy, slums classified as medium, and slums classified as light.

Indicators of slums can be seen from the quality of community residential buildings, then the problem of slums caused by community behavior where public attention to environmental cleanliness is so low that it is considered one of the consequences of the formation of slums. Also, the lack of facilities and infrastructure, such as roads that have not been paved so that there are frequent floods every year in Makassar City.

In addition to domestic waste that is not managed properly, resulting in puddles on the surface that cannot flow due to the unavailability of environmental drainage channels. And clean water channels that are not yet available and built make it difficult for people to get clean water. It is undeniable that this condition has received attention from the government which is trying hard to improve the residential environment through development projects.

Through the Kotaku program that has been implemented in Makassar City in 2018-2021 in dealing with the problem of slums, of course, there are several factors that affect the implementation of the City Without Slums program so that there is a change in the environment of community settlements in the slum area of Makassar City. For this reason, based on the background description above, the purpose of research in this article is to find out and describe what are the supporting factors in handling the problem of slums in Makassar City

## **B. METHOD**

This type of article research is descriptive using a qualitative approach. Qualitative research is research based on natural objects, where the key instrument is the researcher himself (Sugiyono, 2021). Descriptive research - is research that aims to describe and explain a problem under study.

Research locus in Tallo District, Makassar City. The selection of the location of this study was carried out deliberately on the grounds that Tallo District is one of the sub-district cities in Makassar City as a place for the implementation of the City Without Slum (KOTAKU) program in order to deal with the problem of slums in urban areas. Data sources used in the study, as follows:

1. Primary data is field data directly obtained at the research location through interviews, observations, and documentation. The primary sources of data in this study are the heads of RT, RWs, heads of Community Self-Help Agencies (BKM), members of Community Self-Help Groups (KSM), members of Care and Maintenance Groups (KPP).
2. Secondary data is data obtained indirectly obtained from intermediary media, as for the sekuder data used in this study, namely, data from agencies / institutions in this case Korkot Kotaku 1 Makassar, data from the Central Bureau of Statistics Makassar City, as well as through several references such as books, journals, proceedings in others relevant to the main problem.

Determination of research informants is one of the processes in research to obtain information related to the problem to be studied in research. The determination of informants in research is carried out through purposive sampling techniques where the informants are considered capable of providing information related to the data needed in this study. Research informants include people living in slum areas, Community Self-Help Agencies (BKM), Non-Community Groups (KSM), Community Empowerment Institutions (LPM) RT and RW.

The criteria for informants used as research requirements are as follows:

1. People who have lived for at least 6 years in the slum area of Makassar City
2. Chairmen and members of community institutions such as: BKM, KSM, LPM, RT, and RW.

Data collection techniques used in research are: through Observation, Interviews, and Documentation. The data analysis technique used in research is descriptive-qualitative analysis. Using the model of Miles and Huberman (2014) then carried out data analysis through the following stages:

1. Data reduction,
2. Data presentation
3. Conclusion drawing

## **C. RESULTS AND DISCUSSION**

Tallo District is one of 14 sub-districts in Makassar City. This sub-district has an area of 5.83 km<sup>2</sup> and has a population of 145,400 people with a population density of 24,940 km<sup>2</sup>. In addition, Tallo District consists of 15 kelurahan. Data on the distribution of the population in Tallo District there are 3 kelurahan are coastal areas and there are 12 other villages that are not coastal areas that have topography of height between sea levels (BPS Makassar City, 2020).

### **1. Factors in the implementation of the City Without Slum (KOTAKU) program that affects changes in the behavior of urban communities**

Related to overcoming the problem of slums and the need to prevent the emergence of new slum settlements in Makassar City, of course, a process of cooperation is needed in which cooperation between structures and actors in the community is involved. Where the handling of slums becomes the authority and jointly becomes the responsibility between the government and the community.

Based on research data, there are several factors that can affect the implementation of a program according to the concept of George C. Edward III in Widodo (2010: 97) states, that there are four important factors that can affect the implementation of a program so that it can be said to be successful, namely communication, resources, disposition, and bureaucratic structure (Widodo, 2010).

#### **a. Communication Factors**

Communication can be interpreted as conveying a message from one individual to another. Similarly, in the process of policy communication, the delivery of information from the government as a policy maker to implementing officials at the field level. Success in policy implementation depends on how implementers should do what should be done.

Based on the results of the research, communication factors were obtained by involving the implementing party and the local community in the form of socialization, discussion forums, deliberations, and meetings. The results obtained through this activity are obtained community support related to Kotaku program planning.

The interview results of one of the informants Hasanuddin L. are as follows:

"The program that will be built through this program is related to the construction of infrastructure facilities. From the construction of this facility, it is certainly very helpful, especially dealing with slum problems. Before we plan this, there is from the facilitator team communicating beforehand, because the facilitator must explain the program and usually involve BKM members because they must know the program first, the second is residents in the area where the program wants to enter, for example in RW 5 jd RW 5 residents.

We communicate the communication process in the form of a discussion forum at the secretariat, which means conducting meetings by inviting residents to deliberative meetings and there are submissions to residents discussing planning and improving the environment in the sense of building facilities. In addition, if there is a program that wants to enter, we communicate about the functions of planning programs for the community, for example, for example, we socialize clean water about the benefits of clean water, how important it is to family life, so the point.

The community responds to the program because the program is beneficial for them to have a territory. Other communication is done through communication tools such as mobile phones if something is forgotten after the results of the meeting, but that is communication through the telephone if there is less information." (Interview results, 02, November 2022).

Through this communication, which was held by the program implementer, in this case, the facilitator and head of the Community Self-Help Agency (BKM) to the community was given a delivery that discussed infrastructure development planning and environmental improvement. In addition to discussing the planning of activities, socialization is also about the functions and benefits of the program to the community so that people in Tallo Village can understand the aims and objectives of the program. Through this activity, the community fully supports the planning that will be carried out.

#### **b. Resource Factor**

One other important factor in the procedure for implementing a program is resources. Because the successful implementation of a program really needs to be supported by adequate resource factors.

Based on the results of research obtained on resource factors which include human resources, namely through the involvement of local communities in the implementation of

program activities, then financial resources, namely through budgets provided from the government.

The results of an interview with one of Sutrisno's informants about the above, namely:

"Resources from the community around Tallo Village itself, residents who work. BKM (Badan Keswadayaan Masyarakat) formed a KSM (Non-Community Group) team where he managed his finances. If we are here RT1 RW 5 who is appointed, he runs all. Citizens involved, citizens who have advantages. We involve mothers who have nothing to do in the cleaning department and residents who can become materialists". (Interview results, 02 November 2022).

In addition to involving the community as one of the resources to support the implementation of the program, there are also fund/budget resources provided by the government. The following are the results of a further interview with informant Hasanuddin L., stating:

"So the funding resources are the budget from the government, after the program is entered, then allocated, for example, the stages are in the rules, for example, how many tens of percent of liquid work is again, the action of reviewing, looking at the next new liquid, we make another spending proposal, a list that we want to spend again to follow up, for example, for example, from the program has been 30% done to 60%, we have to disburse that amount of money again." (Interview results, 02, November 2022).

The resource factor is one of the important factors in implementing a program because it can help maximize the implementation of the Kotaku Program. This can be seen through supporting resources such as human resources and fund resources. Where human resources are adequate and competent enough, it can be seen from the community who actively participate in participating in socialization and routinely carry out mutual cooperation activities once a week. For resources, funds from the government are then allocated by the implementing party according to needs.

#### **c. Disposition Factor (Attitude of the Executor)**

Disposition is a trait that must be possessed by program implementers, namely having an honest attitude, commitment, and a sense of responsibility. If the implementers have a good disposition, the implementation of the program will be according to plan with the decisions that have been taken.

This was revealed by informant Hasanuddin L., as follows:

"All development programs are in accordance with the plan, both the schedule and the transparency of all planned development must indeed be transparent because for the community, the development is also carried out to completion and there is an accountability report. The implementing party is also responsible for the implementation of its development, he is committed and firm and supports this activity, the form of support is to supervise directly in the field and there is an evaluation that can also be proven by the accountability report" (Interview results from Hasanuddin, 02, November 2022).

Based on the results of research on disposition factors, it can be seen that the disposition (attitude of the implementer) supporting the process of implementing infrastructure facility development activities can be seen from the support of implementers who carry out direct supervision in the field and conduct evaluations, have a responsible attitude and are committed to the implementation of activities until they are carried out transparently and make activity accountability reports.

#### **d. Bureaucratic Structure**

In a policy, bureaucratic structure plays an important role that has the mechanism and structure of the implementing organization. The organizational structure in the implementation of policies will be responsible and have an important influence on the implementation of planned policies. This was stated by informant Hasanuddin, as follows that: "So the structure pattern starts from the ministry after that to the governor or mayor issuing a slum decree to the korkot.

This was stated by informant Hasanuddin, as follows that:

"So the structure pattern starts from the ministry after that to the governor or mayor issuing a slum decree to the korkot. It usually goes directly to the new province to Korkot. So the BKM team as the main contractor (Community Self-Help Agency) in this case, namely as the project owner, the government gives confidence to BKM, BKM hands over to KSM (Non-Community Group) which controls the implementing program and KSM (Non-Community Group) to the community. then coordinate the structure with the local party very well, there is communication, sometimes we call for meetings and SOPs (Standard Operating Procedures) in the implementation of the work are there. The SOP is for example, workers must dress in vests and shoes, those who work are local people." (Interview results, 02 November 2022).

Based on the results of research on bureaucratic structure factors, it can be seen that at the provincial level, the organizational structure pattern, namely getting direct instructions from the mayor after issuing a slum decree, is further handed over to the korkot team consisting of askot and facilitator teams, then handed over to the Community Self-Help Agency (BKM) then handed over to Non-Community Groups (KSM) to manage and socialize to the relevant community activity planning. The implementation of activities is in accordance with the flow in the Standard Operation Procedure (SOP) and Kotaku General Guidelines.

Using the assumptions of functional structural theory from Talcott Parsons as an analytical tool, in which society as a system has its own functions and roles, and consists of parts that are interrelated with each other. If one sub-system does not function then the relationship with other sub-systems will have an effect.

Based on the results of the study, it was found that functional structural theory views the Kotaku program as a place to realize community order in changing slum behavior. In implementing the Kotaku program as a unified system, in which there are sub-sections, of course, they have different functions and roles, such as the role of facilitators, heads of Community Self-Help Agencies (BKM), Non-Community Groups (KSM), Community Empowerment Institutions (LPM), RTs and RWs, having functions according to their parts to create a balanced system. These parts are interdependent and also functional. If any of the systems do not perform their functions properly, then the balance of the system will be affected.

According to Talcott Parsons there are four fundamental functions for a system to work properly and must carry out these four functions, the functions that Person introduced to the AGIL scheme are adaptation (A), goal attainment (G), integration (I), and latency (L) (Ritzer, 2011).

The first element, adaptation. that is, the ability of the social system to adapt to the environment and adapt the environment to its needs. This adaptation process is through a communication process, and must be carried out by program implementers so that people living in Makassar City slums can understand the purpose of the program. In order to

maximize the implementation of the Kotaku Program, human resources and financial resources are needed as supporting resources.

The disposition (attitude of the implementer) in this case before carrying out activities must have an honest attitude, commitment, and sense of responsibility in him so that he is able to commit to the entire implementation of activities so that the community in Tallo Village can trust the performance of the attitude of the implementer. Then the existence of a bureaucratic structure plays an important role where before carrying out the planning process for infrastructure development activities, the bureaucratic structure must rely on the guidelines of the Standard Operational procedure SOP. This adaptation process began with the government issuing Slum Decrees in every village that deserves assistance from this program, one of which is Tallo Village.

The second element, goal attainment, is that a system must interpret and achieve its main goals. The purpose of holding communication involving the implementing party and the local community so that the community knows what work plans need to be realized in their area, so that the resource factor becomes one of the very important components of development that must exist, and has the aim that the entire series of activity planning can be carried out by involving the community directly with the use of budget resources from the government. Disposition aims to be able to complete and follow up on planned decisions. The purpose of the bureaucratic structure is to carry out the tasks that have been set to be more organized and directed.

The third element, integration, is the ability of a system to manage the relationship between its components. In addition, it can regulate the relationship of all three functions (A, G, L). Through communication, there will be an understanding among the community regarding the aims and objectives of the Kotaku program through intertwined interactions. Thus this program can be better known by the community and can be able to maintain the sustainability of this program. So that people in the slum area of Makassar City can contribute to the planning, implementation, maintenance and care of instructors.

Disposition can carry out various activities in the field such as providing support in the implementation of activities by conducting direct supervision in the field and conducting evaluations. The bureaucratic structure is expected to be able to integrate the interests of the Kotaku program with the interests of the community so that the relationship as a unified system can maintain so that this program can be carried out well in a sustainable manner.

The maintenance of latency patterns in a system must maintain the motivation of individuals as well as the cultural patterns that shape and maintain that motivation. This stage is an important stage, namely communication in this case must continue to be carried out in addition to introducing this program, education and motivation are also needed in implementing a clean and healthy lifestyle to the community, as well as in maintaining the facilities and infrastructure of settlement infrastructure that has been built.

Resources in this system in terms of human resources should employ local communities in the implementation of activities so that this program can survive. In the next system, namely the disposition to continue to maintain the attitude that should be owned by the attitude of the executor so that it can gain the trust of the community. The bureaucratic structure of this system that needs to be maintained is the responsibility of stakeholders for how to allocate City program assistance in the appropriate area.



## D. CONCLUSION

Factors that support the success of handling the problem of slums through the implementation of the City Without Slums program include:

1. Communication factors through the implementation of meetings between stakeholders and communities living in slum areas, namely through communication processes such as socialization, deliberation and meetings / meetings. This resulted in the emergence of agreement, support, and community anticipation in KOTAKU program activities.
2. Resource factors, namely through the involvement of communities in slum areas in the implementation of program activities, such as the community selection process based on the principle of having morale, and having a sense of responsibility for the use of budgets or financial resources received from government assistance.
3. Then the disposition factor (attitude of the implementer) during the implementation of activities, the support of the implementor elements provided, supervise and evaluate, and have a responsible attitude and are committed to the implementation of program activities until they are completed, carried out transparently and make accountability for the implementation of activities in the form of reports.

Then the bureaucratic structure factor, namely the existence of a tiered organizational structure at the provincial level that gives direct instructions to the mayor to issue a slum decree, then handed over to the karkot team, then handed over to the Community Self-Help Agency (BKM) which is followed up by the Non-Community Group (KSM) to manage and disseminate to the community related to planning activities that must be in accordance with Standard Operation Procedures (SOP) and Kotaku Program General Guidelines.

## E. REFERENSI

- DJCK. (2016). Pedoman Umum Program Kota Tanpa Kumuh (Kotaku). *Laporan Evaluasi Midterm*. <http://kotaku.pu.go.id/view/6900/surat-edaran-djck-no-40-se-dc-2016-tentang-pedoman-umum-program-kotaku>
- Karya, D. jenderal C. (2016). Surat Edaran Nomor: 40/SE/DC/2016 Tentang Pedoman Umum Program Kota Tanpa Kumuh. *Kementerian Pekerjaan Umum Dan Perumahan Rakyat*.
- Makassar, B. K. (2020). *Kecamatan Tallo Dalam Angka Tallo Subdistrict In Figures 2020* (S. IPDS (ed.)). BPS Kota Makassar.
- Peningkatan, K. P., & Kumuh, P. (2018). *BERITA NEGARA*. 785.
- Ritzer, G. (2011). *Sosiologi Ilmu Pengetahuan Berparadigma Ganda*. PT. Rajagrafindo Persada.
- St. Nurhalizah Mardjuni, Syafri, R. R. (2021). Analisis Peningkatan Kualitas Permukiman Kumuh Kelurahan Tallo Kecamatan Tallo Kota Makassar. *Journal of Urban Planning Studies*, 1, 106.
- Sugiyono. (2021). *Metode Penelitian Kuantitatif Kualitatif dan R&D* (Sutopo (ed.); Kedua). Alfabeta.
- Undang-Undang No 1 Tahun. (2011). *Ep Ha M Ep Ha*.
- Widodo, B. (2010). *Teori dan Implementasi*. Yogyakarta: Penerbit Andi.