

Community participation in upgrading slum area: study of the implementation of “Kampung Deret” in Petogogan, Jakarta

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Abstract. The implementation of development that places the community as the main actor is an approach that is in line with the concept of urban governance in which the community must participate in planning and managing urban affairs. One of the problems faced by many big cities in the world including Jakarta is slum areas. This paper attempts to discuss how community participation in upgrading slum areas that are implemented by the Provincial Government of Jakarta through a “Kampung Deret” program, especially in Petogogan. By using literature studies and in-depth interviews, this paper tries to explain how community participation based on five key principles of urban governance, namely participation, accountability, transparency, responsiveness, and efficiency. Based on data and information collected can be seen that the community was involved in the implementation of the program from planning to implementation. However, the community is not given periodic information regarding the use of funds, thus raising accountability issues. In addition to problems in terms of efficiency of timeliness in the implementation of the program.

Keywords: Pentogogan, slum area, urban governance

1. Introduction

Jakarta is one of the cities in Java Island that has the largest population and density in Indonesia. According to the National Population and Family Planning Board report, Jakarta as the nation's capital has the highest urbanization rate of 100 percent in 2000 and 2010, while the population density is 12,592 inhabitants per square km in 2000 and increased to 14,469 inhabitants per square km in 2010 [1]. The concentration of urban population in Indonesia is in metropolitan Jakarta as much as 20% [2]. Population density in Jakarta Province needs attention because it can cause problems in various fields. One of the problems that arise and need to be alerted by the Provincial Government of Jakarta is the emergence of slum areas in some areas of Jakarta. The increasing number of slums is still an obstacle that is still difficult to handle for the Provincial Government of Jakarta in managing the city area.

Slum dwelling locations in Jakarta continue to grow to 6,000 hectares with an annual growth rate of about 1 percent. The number of slums in Jakarta not only creates problems for the disorder of the city's order but also can have an impact on the environment. One of the efforts that can be done by the city government to reduce the urban problem is through urban management. According to Leman [3], urban



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management includes environmental management, transportation management, land management, the role of the private sector in urban development, financial management, and housing development management. In the procurement of urban housing especially for low-income people, there are two types of government roles, namely as providers and enablers. As a provider or service provider, the government acts as a housing producer of the city. Whereas as an enabler, the government acts as a party providing assistance and encouragement for low-income communities to participate in the procurement of housing [4]. Government as enablers is appropriate with the current development paradigm, i.e., shifting from the dominant role of government to development that encourages community participation [5]. Implementation of shifting development by placing society as the main actors of development also influence development in urban scope. In the implementation of good governance, there is the concept of urban governance, i.e., various ways from individuals and institutions, public and private, in planning and managing the general affairs of the city [6]. Furthermore, urban governance later developed into good urban governance by the United Nations Center for Human Settlements. The program aims to explore the attributes of government systems that will help manage cities better, and better in the face of rapid urban developments. According to the United Nations Center for Human Settlements, urban governance has principles such as good governance, namely participation, accountability, transparency, responsiveness, and efficiency. According to Dwiyanto [7], the principles of good governance in the implementation of public services namely transparency, participation, nonpartisan, accountability, responsiveness and efficiency. Nevertheless, in this study, the researcher uses five principles, namely participation, accountability, transparency, responsiveness, and efficiency according to the United Nations Center for Human Settlements and see the indicators of these principles based on the proposed Dwiyanto. With good urban governance mechanism expected all development stakeholders can be involved from the beginning of planning, implementation, utilization of the maintenance of development results.

In the arrangement of slums in urban areas requires the participation of the community. Community participation in urban slum settlement arrangement existed in KampungDeret Program. One of the goals of the KampungDeret Program is to increase community participation and responsibility to manage slum settlements. The program of KampungDeret is the workplan of Governor JokoWidodo which derived from the vision of Governor and Vice Governor mission period 2012-2017 based on Jakarta Governor Regulation No. 64 of 2013 on Home Improvement Assistance in Slums through Sub-District Planning. KampungDeret Program in Petogogan is the earliest established and a pilot in the implementation of the program. The implementation of the KampungDeret Program in Petogogan took the local community as a development committee of KampungDeret. Based on this, it can be seen that in organizing slum settlements in Petogogan there is community participation in the process as in the perspective of urban governance. However, further research is still needed on the KampungDeret Program in Petogogan according to the perspective of urban governance. Therefore, the researcher is interested in studying the implementation of Kampung Derek Program according to the perspective of urban governance.

2. Methods of research

This research used post-positivist paradigm to see the natural facts that happened in KampungDeret Petogogan and analyze the implementation of KampungDeret Program using the perspective of urban governance theory. The instrument of data collection used is by using in-depth interview and literature study. Data and information obtained from in-depth interview and literature study were then analyzed qualitatively. The research instrument in this research is to compile the research question after establishing the main research variables. To ensure the reliability and validity of the findings, then the triangulation process is used in this research.

This research used questionnaire tool and interviews were done directly (direct interview). In-depth interviews were conducted on some parties including the Housing and Building Agency of the Provincial Government of Jakarta which handled the KampungDeret Program, sub-district officials, community leaders such as Petogogan Urban Village Secretary, former Chairman of RW 05, Head of RT (neighbourhood) and Chairman of Pokmas RW 05 Petogogan Urban Village, non-governmental

organizations (Pokmas Petogogan), and academics who understand the topic of this research and concerned with urban management arrangement, Yayat Supriyatna, and RW 05 Petogogan Urban Village.

3. Results and discussion

In looking at the implementation of the KampungDeret Program in Petogogan according to the perspective of urban governance, this study uses five principles, namely participation, accountability, participation, responsiveness, and efficiency. The first principle is the principle of participation seen based on eight indicators. The first indicator is the role of key groups in planning, decision making, implementation, monitoring, and evaluation. The key group in the implementation of the KampungDeret in Petogogan is the community group. The community group is responsible for the implementation of the KampungDeret until making the report on the implementation of the program and the accountability of the development implementation. The second indicator is media freedom and the presence of local media. In the implementation of the KampungDeret Program in Petogogan, there have been many prints and local electronic media that publish the program. The Provincial Government of Jakarta does not specifically publish but cooperates with local media “Berita Jakarta” in publicizing the implementation of the KampungDeret Program. The third indicator is the percentage of people involved in voting (decision-making). In determining the decision to implement the KampungDeret Program in Petogogan, the whole community was invited to the sub-district office twice for socializing the program and bringing together the aspirations of the KampungDeret Program. Based on this, it is known that the community is involved in determining the decision to participate in KampungDeret Program and related to its implementation. The fourth indicator is the process of public discussion on public issues. The process of public discussion begins with socialization. The Provincial Government of Jakarta previously conducted a socialization at the municipal level to introduce the KampungDeret Program which was then forwarded to the districts up to the sub-district. The socialization can be seen as an effort to equalize the vision and ideas at the provincial level to the sub-district and community. The realization of the KampungDeret Program will be undertaken if the community agrees to participate in the program. To unite the aspirations of the Petogogan community related to the approval of the program and its implementation, the community is invited to the sub-district office. The community is given a choice to follow the program or not, and the choice if not willing to follow the program.

The fifth indicator is the availability of legal umbrella for community participation. Governor Regulation No. 64 of 2013 provides a strong legal umbrella for the Petogogan community to be involved in the implementation of the KampungDeret Program in their neighborhood. In the governor's regulation, the participation of the community becomes one of the goals of the home improvement assistance program through the KampungDeret Program, namely in article 3 point b. The sixth indicator is community involvement in policy formulation. The policy used as the basis for the implementation of KampungDeret Program is the Governor Regulation No. 64 of 2013 on Home Improvement Assistance in Slums through Sub-District Planning. The policy is top-down so that the public is not involved in formulating policies. The seventh indicator is based on the availability of media/forums for community participation. In the implementation of KampungDeret Program, there are no media/forums that accommodate the involvement of the community, but if people want a forum, then the community can coordinate themselves. In Petogogan there is a forum that embraces community involvement, i.e., community groups. The last indicator is the involvement of the community in monitoring the implementation of local government. In the implementation of KampungDeret Program in Petogogan, the community participates in supervising the development process and always asking about the progress of the development of the house series.

The second principle is the principle of accountability. The first indicator is the reference service used by the bureaucratic apparatus in the process of program implementation. The duties and authority of Housing and Building Agency in the implementation of KampungDeret are regulated in Governor Regulation No. 64 The year 2013 Article 25 paragraph 2, which is to conduct monitoring together with Regional Financial Management Agency and a supervisory unit. Also, the implementation of

KampungDeret Program also uses the existing standard operating procedure in each institution concerned without any special operating procedure standard to implement the program. In addition to the Housing and Building Agency, the implementation of the KampungDeret Program in Petogogan also involves the South Jakarta Mayor and Head of Petogogan Sub-District. Mayor of South Jakarta performs its duties and authority as evaluation team including development committee referring to Governor Regulation No. 64 The year 2013 Article 22 paragraph 2. The second indicator is action seen by bureaucratic apparatus if there is a community that does not meet the specified requirements. The Housing and Building Agency does not impose sanctions on the community that does not meet the requirements. The action taken by the Housing and Building Agency against the unqualified public is by not providing financial assistance to the next term to the community by the provisions of Governor Regulation No. 64 of 2013. On the other hand, for the requirements of land tenure or land ownership, the Housing and Building Agency continues development if there are people who do not meet the requirements because the arrangement is made based on the concept of the region. Communities in Petogogan mostly have no evidence of land ownership. The local community has traditionally occupied the land which is owned by the government.

The third indicator that the interests of the community get priority from the bureaucratic apparatus. This indicator can be seen from how the government accommodates the interests of the community. The settlement environment in Petogogan until September 2013 is shabby and unfit for habitation. Based on these conditions, then the arrangement of sub-districts through KampungDeret Program according to the direction of Governor Joko Widodo. Considering the environmental conditions, the KampungDeret Program in Petogogan Sub-District is done using the concept of rejuvenation. Seeing the plan of rejuvenation, it can be a solution in improving the Petogogan environment that was initially shabby and unfit to be habitable. Rejuvenation shows the efforts of the Provincial Government of Jakarta in accommodating the needs of the Petogogan community for the needs of residential neighborhoods that are habitable. The fourth indicator is the accountability media carried out periodically. The accountability of financial issues and the progress of the physical implementation of the development of KampungDeret is entirely handed over to consultants who are reported periodically to the Housing and Building Agency so that the public claims to be unaware of the question of accountability. Based on this, it can be seen that there are accountability reports carried out periodically by the consultant, but no media informs the accountability report to the public.

On the principle of transparency, the first indicator to be seen is access to information on the amount of budget allocated for a slum settlement activity. Information on the budget allocation that has been spent for the implementation of the KampungDeret Program is not published in detail by the Housing and Building Agency as well as the allocation for the implementation of the KampungDeret Program in Petogogan. This is because there is no interest to publish. However, the public can access information on the amount of budget allocation by asking directly to the Housing and Building Agency. The second indicator is the openness in procedures and requirements of program participation. In the Governor Regulation No. 64 of 2013 mentioned criteria and requirements of objects that can get home improvement assistance. In determining the location of the implementation of KampungDeret, the Housing and Building Agency disseminates information to the mayor to propose the location to be built. The Housing and Building Agency also provides guidance on the location criteria that may be proposed by the mayor which can then be disseminated to the community to know the information if they want to follow the program. The third indicator is the openness in the cost and time required to follow the program. In the implementation of KampungDeret in Petogogan, through the Chair of the Community Group, the Petogogan community was informed that the cost of the development of KampungDeret Petogogan came from the assistance of the Provincial Government of Jakarta sourced from the Regional Revenue and Expenditure Budget. Also, the timing of the development of KampungDeret in Petogogan is also informed to the community, which is planned for 3-4 months so that the community is asked to rent other settlement temporarily during the development process. Users and other stakeholders can understand the fourth indicator of procedure and regulatory requirements. Based on the interviews conducted with one of the residents, it was found that the people were quite familiar with the procedures

and regulations related to the implementation of the KampungDeret Program. Residents explained about the KampungDeret Program, criteria, and indicators that can be said to be slim and can follow the program. The familiarity of the community to the procedure shows that the Housing and Building Agency openly provides clear information to stakeholders.

The fifth indicator is the ease of obtaining information about program procedures and requirements. Procedures and requirements regarding the KampungDeret Program are described in detail in Governor Regulation No. 64 of 2013. The public can access information about the KampungDeret Program through the Provincial Government of Jakarta website, i.e., jakarta.go.id. Also, the Provincial Government of Jakarta also conducted a socialization to introduce the program and the presence of agents in the community, namely the public actor as a liaison agent between the government and the community. The sixth indicator seen is the ease of obtaining information about the financing and time required for the implementation of the program. Information on the financing of the KampungDeret Program or home improvement assistance is described in Governor Regulation No. 64 of 2013 which can be accessed through the Provincial Government of Jakarta portal. In the Governor Regulation, it is explained that the source of funding for the KampungDeret Program comes from the Regional Revenue and Expenditure Budget which is an indirect spending group and is included in the type of social assistance expenditure. Disbursement of home improvement assistance is done through the beneficiary account. The time of fund disbursement and implementation is done as many as three stages. The seventh indicator is the openness of the work unit and officials authorized to provide an understanding of the program. Regarding providing an understanding of the KampungDeret Program, the Housing and Building Agency is assisted by its staffs to socialize first with the community. The Housing and Building Agency together with the mayor, head of sub-district, and community actors provided information on what and how the KampungDeret Program will be conducted in Petogogan. Meanwhile, according to the urban planning expert who became the informant in this research, in the implementation of KampungDeret Program, there is a lack of transparency about the people who are entitled to get assistance from the land ownership status is not clear. Second, the transparency in the use of the budget. Also, transparency can also be seen in the absence of evaluation or monitoring of programs that have been implemented.

The fourth principle is the principle of responsiveness. The first indicator to be seen is the presence or absence of complaints from the community regarding the program. The Petogogan community complained about the narrowness of built houses, the distance between adjacent houses, the absence of adequate drying places, the substantial expense of completing unfinished house construction, poor quality of buildings and environmental conditions, poor water quality, and land tenure issues that remain unclear. The second indicator is the attitude of the bureaucratic apparatus in responding to complaints from the public. In response to public complaints, the government is not responsive. In the effort to obtain the status of land owned, it is seen that inter-government agencies throw each other responsibility. On the other hand, related to clean water problem also no improvement made by the Provincial Government of Jakarta. The third indicator is the use of complaints from service users as a reference to improve the implementation of the program. The number of complaints from the community regarding the implementation of the program to be one of the reasons for the evaluation of the policies underlying the KampungDeret Program as an effort to improve the implementation of the program. The fourth indicator is the various actions of the bureaucratic apparatus to provide service satisfaction in the future. The action of the Housing and Building Agency to provide the satisfaction of service in the future is to conduct policy evaluation. On the other hand, in the problems Petogogan society complained about the results of the program implementation, the Housing and Building Agency did not respond as an attempt to address the problem. Unresponsive of the agency shows that there is no action of the Housing and Building Agency in giving the satisfaction of service to Petogogan community who follow the program.

On the principle of efficiency, the first indicator is about the certainty of implementation costs to be provided to the community and which must be issued by the community. In the implementation of KampungDeret Program, it is explained in detail the calculation of monetary aid that will be obtained by the community that is by the area of the beneficiary's house. The Petogogan community is not charged

for the implementation of the KampungDeret Program. The second indicator is the certainty of program execution time. In the Governor Regulation No. 64 of 2013, there is no time for implementation of the program. On the other hand, the Housing and Building Agency determines the execution time determined for 3-4 months. The implementation of the KampungDeret Program in Petogogan was delayed by up to six months due to technical obstacles in the field. The next indicator is that it does not require much effort in following the program. Petogogan community does not need much energy in following the program. The community only participates in the program socialization, while the consultant does the development. The fourth indicator is the cost of implementation that lightens the community. The cost of implementing the KampungDeret Program using the grants derived from the Regional Revenue and Expenditure Budget. The Petogogan community gets funding to repair their own houses without having to pay their expenses so that it can alleviate the community. The fifth indicator is the execution time that lightens the community. The implementation time of the KampungDeret Program in Petogogan which retreats up to 6-8 months is quite burdensome to the citizens because the residents have to rent another house longer with the cost of rent is quite expensive. The sixth indicator is the provision of aid or program by the bureaucracy without any coercive action to the public to spend extra cost of program implementation. The KampungDeret program is a program of assisting in home improvement from the Regional Revenue and Expenditure Budget. The community is not required to pay for the expenses, so it is known that there is no coercion for the community to incur additional costs.

4. Conclusions

In the implementation of KampungDeret Program in Petogogan, there has been community participation. The participation of the community one of them is shown from the participation of community leaders as a development committee of Kampung Deret Petogogan. On the other hand, seen from the implementation of the principle of accountability, this study shows that the community does not receive periodic reporting related to the use of funds received in the implementation of the program. Also, the implementation of the Kampung Deret Program in Petogogan is inefficient when viewed from the timeliness. Inefficiency happens because of constrained problems of providing difficult construction materials provided quickly. Despite the establishment of a habitable environment, there are unresolved issues and anxiety that is the status of land ownership.

Based on research conducted, the researcher suggested before the development program of Kampung Deret should be done carefully so that the results obtained can be maximized. In the planning should be done land consolidation in advance so that the issue of land ownership and the future building is not a problem. The second thing to note, namely the need for clear publication of the program budget allocation so that people know the allocation of aid received. In addition, researchers also see the need for collaboration with various other agencies in the Provincial Government of Jakarta in socializing and implementing the program. The researcher also suggested to the Provincial Government of Jakarta to pay attention to the legality aspect in undertaking the rejuvenation of slums, especially in the case of land and building ownership.

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