



MERDEKA BELAJAR-KAMPUS MERDEKA IN DEVELOPING BUSINESS THE ANALYSIS OF A POLICY IMPLEMENTATION: SLUM FREE URBAN PROGRAM (KOTAKU) IN BINJAI CITY

by

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ABSTRACT

Slum-free Urban Program (KOTAKU) is arranged by the Directorate General of Human Settlements, Presidential Regulation Number 2 of 2015, which instructs the development and expansion of urban regions by handling the residential environment's quality. The research shows that Binjai City has 21 Urban Villages included in the slums residential area. They are Tanah Merah, Bhakti Karya, Tanah Seribu, Puji Dadi, Binjai Estate, Rambung Barat, Rambung Timur, Timbang Langkat, Sumber Mulyorejo, Sumber Karya, Bandar Sinembah, Limau Mungkur, Paya Roba, Suka Maju, Suka Ramai, Tangsi, Satria, Berngam, Pekan Binjai, Damai, and Cengkeh Turi. The KOTAKU program gets its fund from the Kotaku program, Regional Budget (APBD), and communities' funds to manage the program. In this research, the methodology used was the descriptive method using a qualitative approach to focus on the current issues or phenomena during the research. The research shows the decrease of slums residential area from 315.6 Ha to 224.57 Ha. The implementation of the KOTAKU program has a resistor factor: the lack of socialization from the government regarding the program and the lack of community participation in the development process. This research concludes that the implementation of the KOTAKU program in Binjai City has corresponded to the local people requirements, and it creates a decrease of residential slums area to 30%. This research provides a recommendation: the government needs to make more socialization regarding the program and conduct direct coordination to the community to increase people's participation to run the KOTAKU program. The suggestion for future research is to conduct a bottom-up strategy so that many people are actively involved in the program

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1. INTRODUCTION

A city is an area becoming the center for various activities, such as economy, society and culture, and other activities that have encountered physical development progress in which administratively it has been set its areas boundaries. If a city's economy is increasingly advanced, urbanization will also be increasing in which the Urban village resident move up to the downtown to get a job and better life than before. Therefore, a town's population is increasing and causing the residential area to become unorganized or called a slums area.

Slums area become part of the poverty issues in the urban area, according to the 1945 Constitution article 48 paragraph 1, stating that: "everyone has the right to live prosperous, physically and spiritually, to live by, and earn

decent and healthy living environment, and also entitled to gain health service." This paragraph explains that the community has the right to get a good and sensible home for living which was the basic right that the government must fulfill.

As for the Presidential Regulation Number 2 of 2015 regarding the National Mid-Term Development Plan of 2015-2019, instruct the development and expansion of urban areas by the handling residential environment's quality, that is, improving the quality in slums areas, preventing the development of new slums area, and sustainable living environment. In the National Mid-Term Development Plan 2015-2019, it is mentioned that one of the development targets in developing residential areas is by achieving 0 acres of slums area in the urban region.

2. LITERATURE REVIEW

2.1. The Definition of Public Policy

A public policy has varied definitions depending on who defines it so that it cannot be generalized into one satisfying representative definition. Several experts' background of the word "Public policy" provides their definitions by donating their scientific expertise. There would be no misinterpretation for such a concept; there are some opinions regarding the term in the following. Frederickson and Hart, in Tangkilisan (2003:19), argue that policy is an action leading to the objective proposed by someone, group, or government in a certain environment in conjunction with a certain obstacle at the same time seek opportunities to achieve goals or create the desired intention. Later on, according to Carl Friedrich (in Suharto, 2005:3):

A policy is an action leading to the objective proposed by someone, group or government, in a certain environment in conjunction to handle certain obstacles simultaneously to seek opportunities to achieve goals or create the desired intention.

Another opinion was proposed by Dunn in Pasolong (2013:39). Public policy is a series of interrelated choices made by government agencies or officials in areas related to governmental tasks, such as defense and security, energy, health, education, public welfare, crime, traffic, and others. Thomas R. Dye (in Islamy, 2000:18) defines public policy as "Is whatever governments choose to do or not to do." The statement contains the meaning of a decision to take action or not to take action, so even silence can be considered a policy.

3. RESEARCH METHOD

3.1. Research Type

The research type used in this research was a descriptive research type using a qualitative approach. Strauss and Cobin (Sugiyono. 2009) convey that qualitative research is the study that discovers findings that cannot be applied using statistical procedure or measurement.

Bungin and Creswell in Nana, (2013:33) the descriptive qualitative method is a qualitative method type mostly influenced by quantitative views. This research aims to illustrate by describing the result through depicting the implementation of activity in developing slum-free urban programs (Kotaku) using various issues of the existing phenomenon.

Therefore, the research will be filled with data quotes obtained by the researchers from the informants to describe information describing the presentation of the report. Such reports can be from the interview script, notes, photographs, personal documents, records or memos, and other official documents. In the research writing, the researchers analyze the data and explore as much as possible to describe it as authentic as it can be. As a result, it can obtain an explanation and description for the research topic conforming to the research title "Slum free urban development program (Kotaku) to increase the quality of slums residential in Binjai City."

3.2. Research Location

This research was conducted in Binjai City, North Sumatera Province. This area was considered appropriate to research because Binjai City is one of the cities selected for the slum-free urban program with the objective to increase urban residential quality. In addition, the writers were interested in studying the area because of several considerations and reasons. The KOTAKU program's implementation has a resistor factor: the lack of socialization from the government related to the program and the lack of people participating in the development process.

3.3. Research Informant

It reveals that the research instrument is useful to obtain the required data by the researchers while collecting information in the field. The instrument used in this research was an observation sheet, a smartphone camera for the observation method, and interview guidance for the interview method.

As for the informant in this research was consisted of key informants and additional informants. The ones who become the key informants are:

- a. Head of the Human Settlements Division of the Public Works and Spatial Planning Office in Binjai City
- b. Head of Housing and Settlement Department of Housing and Settlement Areas

- c. Coordinator Team of Kotaku Program in Binjai City
Meanwhile, the additional informants are:
- Non-Governmental Organization.
 - Community

3.4. Data Collection Technique

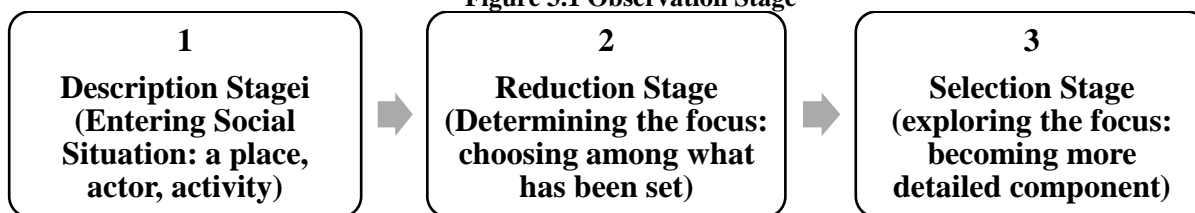
The data collection technique is a method used by the researcher to obtain data in this study. In this research, the writers choose qualitative research type, and the data must be obtained thoroughly, clear, and specific. The data is obtained through a process called data collection. According to Nazir (2011:174), data collection is the systematic and standard procedure to obtain the required data. Without knowing the data collection technique, the researchers would not obtain the standard data to meet the requirement. The data collection technique has its strengths and weaknesses to obtain accurate, relevant, and accountable data, and the writers collect the data or information from the key informants corresponding to the research predetermined focus.

Generally, four data collection techniques, e.g., observation, interview, questionnaire, documentation, and triangulation. In this research, the writers used the following data collections:

1. Observation

Kartono in Imam Gunawan (2013:143) defines that observation as an intentional and systematic study about social phenomena and psychological symptoms using the observational method and taking notes. Subsequently, according to Spradley (in Sugiyono, 2014:230), the observation stages are shown as follows:

Figure 3.1 Observation Stage



Source: Spradley (in Sugiyono, 2014:230)

From the above chart, it can be explained that in the first stage, i.e., the description stage, by entering a certain social environment as the research object. The research has not brought the issue of the research, so that it needs to make a whole and general exploration, conducting description on all observable, felt, and heard aspects. The research generates the first conclusion to describe what has been met in the field.

In the reduction chart, the researchers narrow the focus to certain aspects. The researchers conducted the taxonomical analysis to find the focus of the research, but it has not been structured. So, in this stage, the writers make the deduction.

In the third stage, selection, the researchers explain the focus found so that the data are more detailed than ever. The researchers get the characteristics, contrast, differences, and similarities among the categories and find the relation between one category with the other categories. In this stage, the writers are expected to obtain a thorough understanding (hypothesis) of the research.

The observation was described or categorized by Junkers and Gold in Bambang Rudito and Melia Famiola (2013: 91-94), as follows:

1. Complete/full participation

Researchers must be directly involved with all the existing activities within the social institutions they observe, how do members of the institutions behave, but they still have the purpose of conducting the research.

2. Participant as observer

The member of the social system acted as the observer/researcher. The researchers observed the situation which familiar to them.

3. Observer as participant

In this role, the researcher must arrange their actions so that they can collect and obtain the data optimally.

4. Complete/full observer

In this role, the researchers will not directly contact the research object.

Thus, in this study, the researchers used observer research as participants, in which the researchers were involved with daily activities as a source of research data—the Development of Slum free Urban Program (Kotaku) in Binjai City. While writing, the researcher participates in the activity conducted by the data sources and shares the joys

and sorrows. In doing so, the data obtained will be better complete, sharp, and know everything emerging from the behavior of the informants.

4. RESEARCH DISCUSSION AND RESULT

1. General Description of Slum free Urban Program

1. Legal Foundation

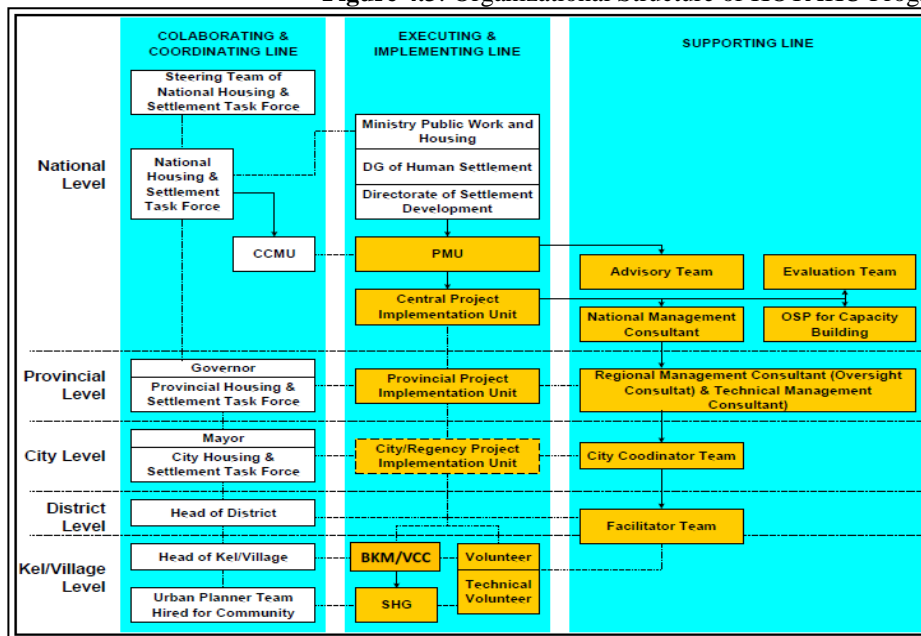
The regulations forming the foundation for the implementation of the Slum free City Program are as follows:

1. Housing and Settlement Areas Act Number 1 of 2011.
2. Government Regulation No. 14 of 2016 concerning the Implementation of Housing and Settlement Areas.
3. Ministry of Public Works and Public Housing Regulation Number 2 of 2016 concerning Quality Improvement of Slum Housing and Slum Settlements.

2. Organizational Structure

The Slum free Urban Program is a companion consultant under the Ministry of Public Works and Public Housing which was tasked to assist the community at the urban village level and assist the government activities at the municipal level to strengthen the community capacity and help to carry out activities for handling slums in urban areas. In detail, the working relationship between the project/program executor's elements of the community level can be seen in Figure 4.2. Outside of this organizational structure, other stakeholders such as the business sector, State-owned Companies, and parties related to the handling of slums areas in the concerned cities are also involved in the planning, implementation, and control.

Figure 4.3: Organizational Structure of KOTAKU Program



Source: Handbook of KOTAKU Program Profile, 2019

The person in charge and program organizer at the national level is the Ministry of Public Works and Public Housing (PUPR) through the Directorate General of Human Settlements; Ministry of PUPR assigns a Project Management Unit (PMU) to be responsible for overall project coordination, management, financial administration, control, and reporting. In the project management, the PMU will be assisted by Work Units in the central, provincial and municipal levels and work closely with Work Units (Satker)/Commitment Making Officers (PPK) at the provincial and municipal levels. As one of the facilitators to encourage collaboration and coordination in the national, provincial, and municipal levels, a Working Group on Housing and Settlement Areas (Pokja PKP) was formed to ensure vertical and horizontal policy synchronization across sectors/agencies and effective collaboration between stakeholders (government, community, consultants, the business sector, universities, non-governmental organizations, and other parties). The housing and settlement area working group (Pokja PKP) consists of policymakers and technical staff from various institutions/sectors who oversee various units related to slums area, housing, land, clean water, sanitation, and data management affairs.

5. CLOSING

5.1. Conclusion

1. The implementation of the Kotaku program policy was an effort of the municipal government to improve the quality of slum settlements in Binja City. Based on Marilee S. Grindle's theory in reducing slum settlements are:
 - a. Implementation of Slum-Free City Program Policies in Binjai City was related to the concerned parties to the policy.
 - b. Implementation of Slum-Free City Program Policies in Binjai City was related to the usefulness obtained.
 - c. Implementation of Slum-Free City Program Policies in Binjai City was related to the degree of desired changes the changes want to achieve.
 - d. Implementation of Slum-Free City Program Policies in Binjai City was related to the location of the decision-making.
 - e. Implementation of Slum-Free City Program Policies in Binjai City was related to the program's implementation.
 - f. Implementation of Slum-Free City Program Policies in Binjai City was related to the resources applied.
 - g. Implementation of Slum-Free City Program Policies in Binjai City was related to the involved actor's authority, interest, and program.
 - h. Implementation of Slum-Free City Program Policies in Binjai City was related to the institution characteristic and the ruling authority.
2. Implementation of Slum-Free City Program Policies in Binjai City was related to the conformity level and the responses from the implementation.
3. The resistor and constraint factor in implementing slum-free urban program policy in Binjai City is that.

Many problems occurred in implementing the slum-free urban program. The lack of active community participation during the environmental area data collection process was due to a lack of socialization from the government regarding the launching of a slum-free urban program. Community participation in the slum-free urban program is carried out through:

- a. Community participation in decision-making can be seen in several involvements such as The community is involved in making decisions to determine the location of the development, attending meetings, and contributing to some ideas.
- b. Community participation during the implementation can be seen in several community involvements. The people are involved in contributing their workforce in the project development. Some others donate their funds, providing food and drinks for the people involved in their construction project.
- c. Community participation during the evaluation can be seen in several community involvements such as The community is involved in monitoring the program's implementation, and the community evaluates the arising problems. Oftentimes, problems arise when repairing the roads. Elevating the road makes the residents afraid that when the rains come down, the water will flow into their homes people's homes.
- d. Community participation in enjoying the results can be seen in several community involvements such as people feel comfortable and relaxed when the roads are now good and flat, and people do not have to worry if the heavy rain pouring down because the water discharge will not be as much as before when there was no Kotaku program.

5.2. Suggestion

In achieving the successful implementation of the slum-free urban program policy, especially in creating the slums-free in Binjai City, it is necessary to improve the quality or improvement to various aspects, particularly to improve the performance of the implementors and change people's mindset towards understanding the aims and objectives of implementing the slum-free urban program. Suggestions that can be given related to the implementation of the slum-free urban program/without slums (KOTAKU) in decreasing the slums area in Binjai city are:

1. It is necessary to increase community participation entirely; in this case, the government must carry out direct coordination and expand and intensity of socialization to the community. This way is intended so that many more people will be actively involved and more comprehensive.
2. It is necessary to increase the assistance volume by the government for the community, and this is to respond to the community's condition in which mostly, they are below the economic level.

3. Involving the people and community leaders in the development process must be further enhanced in every development process, from the preparation, planning, implementation, and evaluation stages to the utilization to the outcome and maintenance.
4. The Village Deliberation is a forum for the community to plan what is needed in infrastructure development. The government must always notice the deliberation results because it contains all the people's aspirations in the community as their input to execute the development programs.

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