



# DINAMIKA GOVERNANCE JURNAL ILMU ADMINISTRASI NEGARA

DOI: <http://ejournal.upnjatim.ac.id/index.php/jdg/article/view/4043>

## IMPLEMENTATION OF THE KOTAKU PROGRAM IN SLUM MANAGEMENT IN TABALONG REGENCY

**Muhamad Yusuf<sup>1</sup>**

Fakultas Ilmu Sosial dan Politik, Universitas Muhammadiyah  
Palangka Raya<sup>1</sup>

[m.yusuf@umpr.ac.id](mailto:m.yusuf@umpr.ac.id)

### ARTICLE INFORMATION

#### Article history:

Received date: 25 Agustus 2023

Revised date: 26 September 2023

Accepted date: 2 April 2023

### ABSTRACT

*The KOTAKU program is a national program with the aim of increasing access to infrastructure and services in urban slum settlements. Tabalong Regency is one of the areas that has received the implementation of the KOTAKU Program. This study aims to analyze the implementation of the KOTAKU Program in Tabalong District with the perspective of Ripley and Franklin Compliance and What's Happening. This study uses a qualitative method. The results of this study indicate that it is not optimal and running well in the implementation of the KOTAKU Program in Tabalong Regency. The results showed that the actors involved were not yet optimal, such as several self-help groups, the clarity of the goals of the KOTAKU program which were felt to be clear and the program implementing actors in Tabalong Regency had understood the program objectives. The development of policies, coordination and communication ran smoothly and effectively, the participation of the people of Tabalong Regency was good by supporting and participating in program implementation. From the influencing factors, namely funds which are felt to have not been able to overcome the problems and the condition of the area which is quite complicated is the main obstacle.*

*Keywords: KOTAKU Program, Policy Implementation*

### ABSTRAKSI

Program KOTAKU merupakan program nasional dengan tujuan meningkatkan akses infrastruktur dan pelayanan pada pemukiman kumuh perkotaan. Kabupaten Tabalong merupakan salah satu wilayah yang mendapat implementasi Program KOTAKU. Penelitian ini bertujuan untuk menganalisis implementasi Program KOTAKU di Kabupaten Tabalong dengan perspektif milik Ripley dan Franklin Compliance and What's happening. Penelitian ini menggunakan metode kualitatif. Hasil penelitian ini menunjukkan belum optimal dan berjalan dengan baik pada Implementasi Program KOTAKU di Kabupaten Tabalong. Hasil penelitian menunjukkan bahwa belum optimalnya aktor yang terlibat seperti beberapa Kelompok Swadaya Masyarakat, kejelasan tujuan Program KOTAKU yang dirasa sudah jelas dan aktor pelaksana program di Kabupaten Tabalong telah memahami tujuan program. Perkembangan kebijakan, koordinasi, dan komunikasi berjalan lancar dan efektif, partisipasi masyarakat Kabupaten Tabalong yang baik dengan mendukung serta berpartisipasi pada pelaksanaan program. Dari faktor yang mempengaruhi yaitu dana yang dirasa belum dapat mengatasi permasalahan serta kondisi wilayah yang cukup rumit menjadi kendala utamanya. Kata Kunci: Program KOTAKU, Implementasi Kebijakan

### INTRODUCTION

The slum area is a condition where in a city with a high population density, the poor live in general. In almost every country there are slum areas where the residents' homes are very uncondusive and unstructured, making it difficult to access roads for large vehicles such as fire extinguishers, ambulances, and garbage trucks, resulting in a lack of support in handling slum

cities.

The slum environment in urban areas is a big enough problem, because the city area is at the center of the rate of population growth or urbanization. Slum settlements in Indonesia itself occur due to economic conditions where residents of small villages or urban areas move to big cities or capital cities and settle down with the aim of seeking better economic activities.

The need for facilities and infrastructure in urban areas with areas that have not been met. Thus, the government made an innovation and strategy related to housing and housing development which was contained in the 2020-2024 National Mid-Term Development Plan (RPJMN) and sustainable development until 2023 (Setianingtias et al., 2019).

The Indonesian government to meet the Millennium Development Goals (MDGs) target is working on dealing with slum areas as stated in the (RPJMN) regarding the maintenance of slum areas and emphasizing slum settlements of 10,000 hectares related to fulfilling access to drinking water, fulfillment of road access, sanitation, and solid waste decent (Risnawati, 2022).

The KOTAKU program is a strategic program from the Directorate General of Cipta Karya, Ministry of Public Works and Public Housing to accelerate the condition of slum settlements in urban areas. The KOTAKU program has been implemented in 271 Regencies/Cities in 34 Provinces. This is supported by the basis of Law No. 1 of 2011 concerning housing and residential areas to ensure the realization of livable and affordable housing in a healthy, clean, orderly, structured and sustainable environment, and in Article 94 it is mandated to prevent or improve the quality of housing. slums and slum settlements in order to improve the quality of people's lives.

The creation of the KOTAKU program in Tabalong Regency is a support for the realization of a livable and sustainable residential area and is supported by the Regional Government in its implementation by collaborating with the community when implementing the program. As a basis for planning to improve the quality of slum settlements in Tabalong Regency as support for the national slum settlement program, the Tabalong Regency Government issued a Regent's Decree Number 188.45/189/2018 concerning the implementation of slum settlement locations in Tabalong Regency with an area of 289,794 Ha divided into 41 Villages and 12 District in Tabalong Regency (Abdurrahman & Suriyani, 2022).

Every person has some degree of cognitive or informational constraints, which makes it difficult for them to comprehend how social problems originate and for them to make fully reasonable decisions. As a result, it is quite likely that when a policy is created, adjustments are made as a result of the flaws in the original plan, which were brought about by the particular policy maker's

inadequate capacity or reason to foresee unforeseen events. Therefore, a change in policy is required to make the preceding policy better (Setyoko & Wijaya, 2022).

Tabalong Regency with the area that has been planned from the Regent's Decree where this is a densely populated area and is on a riverbank and close to the center of Tanjung city so based on this, the researchers tried to look at the conditions in the field that made obstacles and influenced the results of the KOTAKU program which included drainage, piled up garbage, to road access that is not suitable for the community as beneficiaries of the program's implementation (Rahmani et al., 2020).

Based on this description and description, in order to further study the implementation of the program in the field as well as the supporting and inhibiting factors, plus the existence of a big discourse regarding the relocation of the capital in the Province of Kalimantan, this research is interesting to study with the aim of analyzing the implementation of the KOTAKU program in tackling the area. slums in Tabalong Regency.

The process of moving the capital city is one of the strategic efforts made by the government on a global scale systematically to maintain national integrity and government governance toward the life of the people of the nation and state. The new capital city is planned to be moved by the government in the hope of implementing a good and conducive state system (Saputra et al., 2023).

## **LITERATURE REVIEW**

### **Public Policy**

Policy which means handling public problems or government administration (William N. Dunn, 2003). Public policy is a form of government choice in acting or not acting. In an effort to achieve a state goal, it is necessary to make decisions in the form of action or not to take action because achieving a goal has the same impact as the steps in doing something for society (Dye, 1969). Meanwhile, opinion according to (Mustari, 2015) public policy is the government's authority to carry out its duties and functions in relations with the public. While the opinion of (Pressman et al., 2013) public policy is the initial conditions and consequences that have been predicted, public policy can be distinguished from the form of private policy. Then it can be influenced by the involvement of non-government factors.

### **Implementation**

Implementation is what happens to the enacted law which results in program authorization,

program policies, benefits, and a real kind (Ripley & Franklin, 1986). Meanwhile, according to (Grindle, 2017) implementation is generally in the form of links that make it easier for policy objectives to be realized as a result of government programs. Implementation refers to actions in achieving the goals set in a decision. Implementation is an action to achieve the goals set in a decision.

This action is to turn decisions into operational patterns and try to achieve major changes as mutually decided. Implementation is also an effort to understand what should happen after the program is implemented (Soepardi, 2005). The traits of the implementing agency have a big impact on how well the policy is put into practice. This topic cannot be isolated from the bureaucratic structure without first taking a look at the traits of the institutions that implement policies. This is critical because the effectiveness of policy implementation will be significantly impacted by the selection of implementing agencies with the appropriate qualities (Ma'muri et al., 2022).

Institutions and structures are crucial tools in the implementation of policies because they help achieve objectives effectively and efficiently, as envisaged (Kusumaningsih et al., 2022).

### **Program Implementation Concept**

According to (Ripley & Franklin, 1986) the concept of compiling problems related to program implementation, there are two approaches to assessing the implementation of a program:

#### 1. Compliance

The level of compliance from subordinates to superiors or heads and implementor compliance with regulations is a measure of the success of policy implementation. The implementation of the policy will be successful if the implementers obey and comply with the applicable regulations. There are two indicators in the compliance approach, namely:

- a. The behavior of a responsible person.
- b. Understanding of the person in charge of implementation of the policy.

#### 2. What's Happening and Why

The what's happening dimension was put forward by (Ripley & Franklin, 1986), namely:

- a. The number of actors involved. In the implementation action, the more complete the program is, the more actors are involved.
- b. The clarity of a program determines the

- c. understanding of the actors involved in it.
- c. The complexity of the program affects the ambiguity of the rules.
- d. Program participation includes participation from the community and the participation of the government to play a role from all related actors.
- e. Where the achievement of the program is not directly related to the implementation of the program so that it becomes an obstacle to the implementation that has been arranged before.

### **Slums**

Slum settlements are areas where people live and live in these areas are very bad. Incompatibility with applicable housing standards, facilities and infrastructure, starting from building density, healthy housing, sanitation, road access and clean water (Kurniasih, 2007). Meanwhile, according to (Sinulingga, 1999) slums are an environment and place to live with a function as a place to live or a family development facility, but are not suitable for habitation because of poor population density, infrastructure, educational facilities and public health.

### **Slum Characteristics**

According to (PUPR, 2016) there are criteria for slum settlements, namely:

1. Building, is a residential building which is a place for people to live, seen from the irregularity of the building, the density of buildings, the quality of the building which is not conditional.
2. Environmental Access, access roads that do not serve or fulfill all residential accesses and poor quality roads.
3. Provision of drinking water, unavailability of good drinking water, does not meet standards, and does not meet the water needs of every household.
4. Drainage, an area that cannot drain water runoff, causing puddles exceeding 30 cm for 2 hours, causing various diseases due to contamination with solid and liquid waste.
5. Wastewater, infrastructure systems that do not comply with applicable technical standards.
6. Waste Management, a waste management system that does not comply with applicable standards and does not adhere to the 3R system (Reduce, reuse, recycle).
7. Fire protection, unavailability of natural and artificial water sources, as well as access to fire extinguishers which are blocked and even impassable.

## KOTAKU Program

The KOTAKU program is a program that is implemented simultaneously in Indonesia on the basis of handling slum areas by integrating various kinds of resources and funding. The KOTAKU program aims to build an integrated system for handling slum areas, in which collaboration between leaders and stakeholders is created in program planning and implementation.

The aim of the KOTAKU program is to improve basic infrastructure and services in urban slum settlements in supporting livable, productive and sustainable settlements. This goal has two meanings, firstly to improve people's access to infrastructure, secondly to public service facilities by using the What's Happening and Why perspective put forward by (Ripley & Franklin, 1986), namely the actors involved, clarity of purpose, program development and complexity, participation, and uncontrollable factors.

## METHODS

### Type of Research

This study uses a qualitative method, this approach focuses on the context and the individual as a whole. By making direct observations in the field as supporting material in this study (Sugiyono, 2018). The location of this research is in Tabalong Regency by focusing on 3 sub-districts, namely Banua Lawas District, Kelua District, and Tanjung District, because 2022 is the target of the Province and Tabalong Regency Government.

### Data Source

The types of data in this study are:

#### 1. Primary data

It is a source of data taken directly by observation and in-depth interviews (Moleong, 2010).

#### 2. Secondary data

Is data taken from literacy from various sources, journals, books, magazines, newspapers, and so on and to strengthen the findings, it is collected through interviews with informants.

### Informant

NO	INFORMANT
1.	Head of Settlement and Utilities Infrastructure and Facilities (PSU) Department of Housing, Settlements, and Land Affairs of Tabalong Regency
2.	Facilitator KOTAKU Program

3.	Camat Banua Lawas
4.	Camat Kelua
5.	Camat Tanjung

## RESULT AND DISCUSSION

### The Actors Involved

In the proprietary theory (Ripley & Franklin, 1986) suggests that in implementation, the actors involved in the implementation process play an important role in the public policy process. Basically, the determination of patterns and the distribution of policies carried out by the bureaucracy in the process tends to be conflictive.

In the sub-aspect of the actors involved, namely from government circles, the Tabalong Regency Housing and Residential Area Working Group collaborated with various OPDs. From the private sector, namely the Mandiri Kotaku team of facilitators and askot, while on the community side, there are self-help groups involved in the implementation of the KOTAKU program. Based on research that occurred in the field, the actors in implementing the KOTAKU program in Tabalong Regency had carried out their respective duties according to their duties and functions in the existing provisions. Actors that play a central role in this program are community self-help groups and program facilitators. But in it there are still various internal problems because many still have a dominant role, one of which is Bappeda, as well as the people of Tabalong Regency, especially some self-help groups, which are still not active enough to burden other self-help groups, resulting in less effectiveness of the program.

### Clarity of Purpose

The aims of the Kotaku program are clearly stated in the Decree of the Directorate General of Human Settlements No. 40 of 2016 regarding the objectives of the KOTAKU program in improving service infrastructure in slum settlements that are livable, productive and sustainable and elaborated on the outputs that are the expectations of program implementers to achieve the goals.

In terms of understanding the program objectives set, the implementor really understands the results of implementing activities with a total zero slum area with various indicators such as building conditions, road access, availability of clean drinking water, waste and waste management as well as drainage and fire safety.

### Policy Development and Complexity

In the aspect of the policy development of the KOTAKU program, the implementation of the

program has developments and changes in regulations regarding improving the quality of slum settlements which in its implementation have resulted in changes in output.

Regarding the procedures for implementing the KOTAKU program which consists of various stages from preparation to sustainability. At each stage which consists of various activities associated with Ripley and Franklin's theory the results are quite complicated because each stage consists of several stages of items that must be worked on. In Tabalong Regency, procedures have been carried out where activities have been carried out at the preparation, planning and implementation stages. However, in the final stage, namely sustainability related to maintenance, it has not gone well and optimally due to the lack of awareness in operational activities and uneven maintenance due to the inactivity of several Non-Governmental Organizations.

### **Participation in the Program**

In Ripley and Franklin's theory, there is participation in the program and it becomes an aspect of what's happening. In Tabalong Regency, community participation related to the implementation of the KOTAKU program can be said to be good and according to plan. The community is actively involved as a workforce in mutual cooperation as well as in the Non-Governmental Organization Group as a consumption supply for workers. Free participation or voluntary involvement in an activity in Tabalong Regency, namely by giving part of the land for infrastructure development, in addition to participation in the form of labor and finances.

### **Factors Influencing Implementation**

The source of funds for the KOTAKU Program in Tabalong Regency is the main factor influencing program implementation. The source of funds provided by the government of Tabalong Regency amounted to 1 billion rupiah. Meanwhile, based on the results in the field, the budget funds provided by the government were deemed insufficient to overcome the problem, as evidenced by various problems from road access and sanitation as well as preventing firefighters from being unable to access various points.

In terms of socio-cultural conditions, the people of Tabalong Regency who hold a culture of gotong royong are still a positive driving factor. Meanwhile, from an economic perspective, community members find it difficult and object to various needs, such as being active and caring, and the lack of garbage dues because there are still

many residents of Tabalong Regency who are not yet prosperous. So it can be concluded that the problems with the solid waste system are not yet good and need development, supervision so that it runs and is sustainable.

### **CONCLUSION**

Based on the research, it can be concluded that the implementation of the KOTAKU program in Tabalong Regency has not been fully successful, when viewed from the perspective of what's happening. Where the actors involved, the development of the program has not gone well. In terms of the actors involved, it has not run optimally. As well as the sustainability of the program is still not running well. In addition, the drainage conditions were still not good and the regional layout was considered not included in the development goals, this was also felt due to the geographical conditions which were quite complicated, but overall it was related to the economic conditions of the community which created obstacles and obstacles in the implementation of the KOTAKU Program in Tabalong Regency.

### **REFERENCES**

- Abdurrahman, & Suriyani, E. (2022). Implementasi Program Kotaku (Kota Tanpa Kumuh) Dalam Mengatasi Permukiman Kumuh Di Kelurahan Belimbing Rayakecamatan Murung Pudak Kabupaten Tabalong. *Japb*, 5(1), 1–14.
- Dye, T. R. (1969). Executive power and public policy in the states. *Western Political Quarterly*, 22(4), 926–939.  
<https://doi.org/10.1177/106591296902200414>
- Grindle, M. (2017). Politics and policy implementation in the third world. In *Politics and Policy Implementation in the Third World*.
- Kurniasih, S. (2007). Usaha Perbaikan Pemukiman Kumuh Di Petukangan Utara-Jakarta Selatan. *Universitas Budi Luhur*.
- Kusumaningsih, O., Saputra, A. S., Sutikno, C., & Mujib. (2022). Implementation of the Jogo Tonggo Program in Karangnangka Village Kedungbanteng District Kabupaten Banyumas. *Dinamika Governance: Jurnal Ilmu Administrasi Negara*, 12(02), 227–234.
- Ma'muri, J., Suryoto, Saputra, A. S., & Lestari, M. (2022). Implementation of Village-Owned Enterprises ( BUMDes ) in Sibalung Village, Kemranjen District, Banyumas Regency. *Dinamika Governance: Jurnal Ilmu Administrasi Negara*, 12(02).
- Moleong, L. J. (2010). *Metodologi Penelitian*

- Kualitatif.*
- Mustari, N. (2015). Pemahaman Kebijakan Publik (Formulasi, Implementasi dan Evaluasi Kebijakan Publik). In *Kebijakan Publik Deliberatif* (Vol. 1).
- Pressman, J. L., Wildavsky, A. B., & Wegrich, K. (2013). Oxford Handbooks Online. *Choice Reviews Online*, 50(11), 50-5912-50-5912. <https://doi.org/10.5860/choice.50-5912>
- PUPR. (2016). Peningkatan Kualitas Terhadap Perumahan Kumuh dan Permukiman Kumuh. *Peraturan Menteri*, 6(August), 128.
- Rahmani, M. R., Arifin, J., & Rijali, S. (2020). Implementasi Program Kotaku (Kota Tanpa Kumuh) Dalam Mengatasi Pemukiman Kumuh di Kelurahan Agung Kecamatan Tanjung Kabupaten Tabalong. *JAPB: Jurnal Mahasiswa Administrasi Publik Dan Administrasi Bisnis*, 3(1), 196–212. <http://stiatabalong.ac.id/ojs3/index.php/JAPB/article/view/248>
- Ripley, R. B., & Franklin, G. A. (1986). 'Police Implementation and Bureaucracy.' In *Chicago-Illionis* (p. 15). Brooks/Cole.
- Risnawati, K. (2022). Analisis Konsep Pencegahan Permukiman Kumuh Di Kabupaten Soppeng. *Jurnal Al Hadarah Al Islamiyah*, 2(2), 38–52.
- Saputra, A. S., Hamid, S., & Harryarsana, I. G. K. B. (2023). Policy Formulation Process on Indonesian Capital City Development East Kalimantan. *Jurnal Pemikiran Administrasi Negara*.
- Setianingias, R., Baiquni, M., & Kurniawan, A. (2019). Pemodelan Indikator Tujuan Pembangunan Berkelanjutan di Indonesia. *Jurnal Ekonomi Dan Pembangunan*, 27(2 SE-Article). <https://doi.org/10.14203/JEP.27.2.2019.61-74>
- Setyoko, P. I., & Wijaya, S. S. (2022). Policy Change: Refocusing Local Government Budgets in Response to Covid-19. *KnE Social Sciences*. <https://doi.org/10.18502/kss.v7i9.10986>
- Sinulingga, B. D. (1999). *Pembangunan kota: tinjauan regional dan lokal*. Pustaka Sinar Harapan. <https://books.google.co.id/books?id=PXzaAAAAAAAJ>
- Soepardi, E. M. (2005). Pengaruh Perumusan dan Implementasi Strategi Terhadap Kinerja Keuangan (Survei Pada BUMN yang Menderita Kerugian). *MIMBAR: Jurnal Sosial Dan Pembangunan*, 21(3), 440–452. <https://ejournal.unisba.ac.id/index.php/mimbar/article/view/187>
- Sugiyono. (2018). Metode Penelitian Kuantitatif, Kualitatif dan R & D. *Bandung: Alfabeta*, 15(2010).
- William N. Dunn. (2003). *Pengantar Analisis Kebijakan Publik* (p. 710). Gadjah Mada University Press.