

The Implementation of Collaborative Urban Governance in City Without Slums Program (Kotaku) in Pasuruan, Indonesia

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ABSTRACT

This paper aims to explain and create a model of Collaborative Urban Governance in the implementation of the City without Slums Program (KOTAKU). This study uses a qualitative research method. This study revealed that the implementation of the City without Slums Program (KOTAKU) has not shown the collaboration between stakeholders. The implementation of the KOTAKU Program was not well implemented. It is indicated by the existence of urban slums which tend to increase. There was no involvement of working groups between (POKJA), who served as program implementers, and the lack of community involvement in the KOTAKU Program. Moreover, the absence of community leaders, program implementers are not flexible to the community, and the lack of communication between stakeholders. Therefore, by using data analysis sourced from interviews and questionnaires, this paper formulates the Collaborative Urban Governance model. The model emphasizes the integration of stakeholders, strengthening norms, local government institutional structures, community awareness, and culture to create a City without Slums.

Keywords: collaborative urban governance, city without slums program, community development

1. INTRODUCTION

The Ministry of Public Works and Public Housing (PUPR) created a City without Slums program (KOTAKU) [1], as a strategy to accelerate the handling of slums nationally. To improve the quality of slums and to prevent slums, which refers to the mandate of the 1945 Constitution and the Development Plan National Medium Term (RPJMN) 2015 - 2019. Considering the nature of the work and the scale of achievement, collaboration between the governments from the central level to the village/village level, the private sector, the community, and related parties is needed. Collaborative Urban Governance is very important to do. This is to achieve the goals of harmonious, harmonious, and sustainable KOTAKU. Collaborative involvement of government stakeholders, industry managers, and the community is a must. Thus, a Collaborative Urban Governance model is needed that involves various stakeholders [4].

In managing KOTAKU, the development of KOTAKU contributed greatly to economic growth. The implementation of the KOTAKU program is controlled by the Regional Government and involves various parties such as university elements, NGOs, private parties and community elements, so that the stages of implementing the KOTAKU program at the district/city level in parallel/serial will coincide with the stages of the KOTAKU program activities at the kelurahan/village level. Not running the KOTAKU program will negatively impact the development

of urban areas on the environment. This is characterized by, among others, disruption to cleanliness and the emergence of various environmental pollutions which are detrimental to the people who live in slum areas.

2. LITERATURE REVIEW

2.1. Understanding the KOTAKU Program

The chronological KOTAKU program began with the Urban Poverty Alleviation Project (P2KP), 1996 – 2006 [2], which aimed at building democratic community institutions, learning about development planning and implementation, and good governance. In 2007 - 2014, the National Program for Independent Community Empowerment (PNPN), aimed at building democratic community institutions, learning planning and implementing development in the context of poverty reduction. In 2015, the Urban Slum Management Program (P2KKP), aimed at realizing better quality facilities, infrastructure and public utilities in achieving the goals of the settlement area development sector. In 2016-2021, the City without Slums Program (KOTAKU) aims to improve the quality of slums and prevent new slums. The KOTAKU indicators consist of: 1. Increasing access to infrastructure and basic services in urban slums; 2. Decreasing area of slums; 3. Establishing and functioning of district/city PKP Working Group; 4. the compilation of plans for handling

slums at the district/city level and integrated community level.

2.2. Management of the KOTAKU Program

The KOTAKU program refers to Presidential Regulation No. 2 of 2015 concerning the National Medium-Term Development Plan for 2015-2019 mandating the development and development of urban areas through handling the quality of the settlement environment, namely improving the quality of slums, preventing the growth and development of new slums, and sustainable livelihoods. Until 2016 there were still 35,291 hectares of urban slums located in almost all regions of Indonesia according to the results of the calculation of the reduction in the size of urban slums implemented by the Directorate General of Human Settlements. Slums are still a challenge for district/city governments, because besides being a problem, on the other hand, it turns out to be one of the pillars that support the city's economy. Given the nature of the work and scale of achievement, collaboration between the governments from the central level to the village/village level, the private sector, the community, and other related parties is needed. As one step towards realizing the 2015-2019 RPJMN target, namely cities without slums in 2019, the Directorate General of Human Settlements initiated the collaboration platform development through the City without Slums Program (KOTAKU). The KOTAKU program supports the Regional Government as the holder of control in handling slums and preparing the community as the subject of development through revitalizing the role of the Community Self-Reliance Agency (BKM). The policy direction of the KOTAKU program is to build a system, facilitation of Local Government and Community Facilitation (community-based). Regional Government as controller/captain. Increasing community participation through revitalizing the role of the Community Self-Reliance Agency (BKM), and in turn collaboration of slum handlers [3].

2.3. Collaborative Urban Governance

Collaborative Urban Government is one model for managing cities with more democratic governance. As stated by Healey, Elwood, et al. stated that: Through recent changes in urban governance practices, citizens and community organizations assume greater responsibility for planning and service provision at the local level [4]. The collaborative approach emphasizes the importance of building new policy discourses about the quality of places, developing collaboration among stakeholders in policy development and delivery, expanding stakeholder involvement outside the traditional power elite, recognizing various forms of local knowledge, and building rich social networks as resources institutional capital through which new initiatives can be taken quickly and lawfully [5]. Then form a continuum of neoliberalism starting from projects for the transformation of radical systems from state socialism to market capitalism, through shifting basic regimes in capitalism, to policy adjustments that are more

limited ones intended to maintain other types of accumulation regimes and their modes of regulation [6]. Collaborative urban planning is a useful approach and the next step in the evolution of inclusiveness in public decision making. This includes greater collaboration between institutions, businesses and civil society to achieve more open and better decision making. This involves providing the means to engage individuals and organizations outside the government through structures and mechanisms that support effective relations across the public, private and community sectors as they collaborate in decision making [7].

3. RESEARCH METHODS

This research uses a qualitative research approach. Data analysis was performed based on field notes which were then reduced, described, analyzed, and interpreted [8]. Data from this study were collected using the following methods: interviews, focus group discussions (FGD), and documentation.

This research begins with the problem of less optimal Planning, Organizing, Controlling, Actuating, which impacts on land degradation. For this reason, optimal watershed management is needed with the support of environmental policies. For this reason, commitment from the regional government is needed. With the FGD method, a Collaborative Urban Governance model is obtained, which involves local governments, the community, and the private sector in implementing the KOTAKU program.

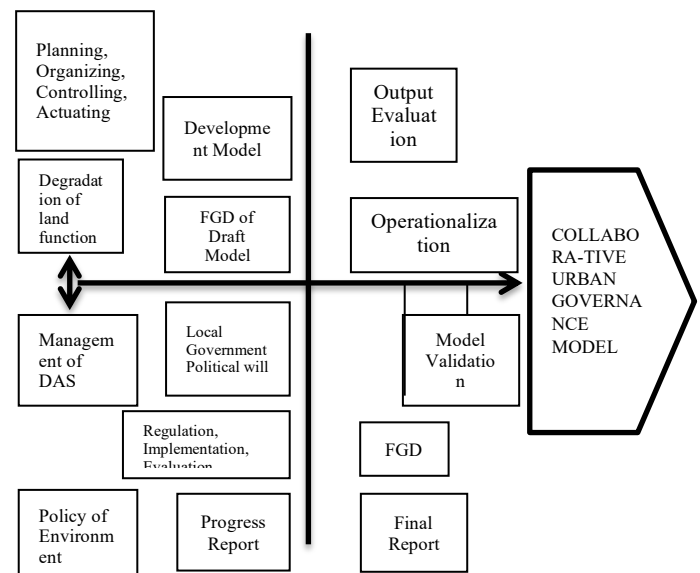


Figure 1 Flow of research

4. RESULTS AND DISCUSSION

In the implementation of the KOTAKU Program in Pasuruan City or several other Regencies/Cities using the Top-Down approach and also the Bottom-up approach, however, the implementation of the KOTAKU Program can

use the Hybrid (Synthesis) approach in its implementation [9]. With these three approaches, it can be easier for writers to explain the implementation of the KOTAKU Program at the Regency/City level, especially in the Mayangan Village, Panggungrejo District, Pasuruan City.

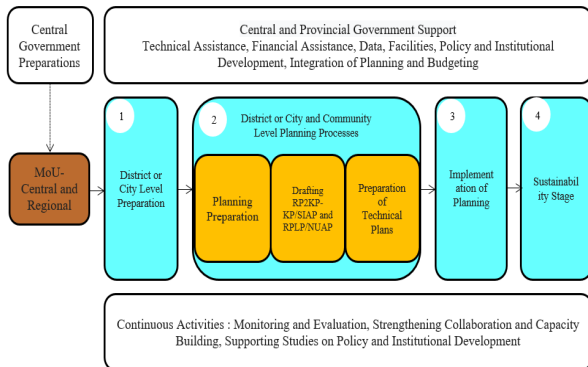


Figure 2 Organization of The KOTAKU Program At The City And Community Level

The implementation of the KOTAKU program at the city and community level begins with the preparation and MoU between the central government and regional governments. Settlement of slum problems in Pasuruan City itself is resolved through two similar programs, namely the City without Slums Program (KOTAKU) and the Neighborhood Upgrading and Shelter Project (NUSP) Program Phase 2. The government's seriousness in resolving slums is visible from both programs. The two programs have similarities in technical implementation in the field, starting from the preparation stage to the sustainability stage. The differentiator, in this case, is related to funding and also the actors involved in it including the program consultant. At the city level the Pasuruan City Housing and Settlement office indeed holds full control in the implementation of the program, but the right hand (consultant) implementing the two programs is different (Figure 2). Inhibiting factors in the implementation of the City without Slums Program (KOTAKU) in the Infrastructure Development Model.

- a. Inflexibility in the implementation of the KOTAKU Program.
In fact, in the field, the existence of community institutions (BKM) whose job is to act as a liaison between program implementers and the community is limited in scope and is not even considered to be their existence. Community involvement is relatively minimal, only certain people are involved. The inputs from BKM have also not been heard, even though these inputs, if realized, would facilitate the running of the KOTAKU Program in Mayangan Village. The Askot Mandiri Team in Pasuruan City only relied on their technical team not seeing what was needed by the community.
- b. Lack of Communication or Coordination among Stakeholders
We need to know that every activity that involves more than one person/institution must have intensive communication or coordination applied continuously. The purpose of the communication or coordination is so that the activities carried out can run following the

expectations of the actors involved. The facts in the field mentioned that for the KOTAKU Program in Pasuruan City there was a lack of communication or coordination between the institutions concerned. This results in the implementation of the KOTAKU Program not running as expected and the results are not optimal. It is very unfortunate if the implementation of the program that should be able to provide more benefits to the community to solve urban slum problems leaves a bad impression [10]. The lack of involvement of private parties

- c. Community involvement in this matter is needed, considering that the KOTAKU Program is purely from the community and for the community. Existing decisions must involve the community more, therefore it is expected that the community can participate fully in each of the existing stages. Indeed, that the people here participate independently without any reward later, at least with them being involved from the beginning to the end of the process the community must feel the importance of protecting the surrounding environment.

5. CONCLUSION

This study concludes that the implementation of the KOTAKU program can be carried out through a Collaboration Urban Governance model. Three institutions that must collaborate are the regional government, the private sector, and the people living in slums. The implementation of the My City program is not only dominated by the government, but must also involve other parties, namely the community and the private sector. In the implementation of policies that are synthetic or hybrid must be implemented.

The implementation of the KOTAKU Program consists of four stages, namely the preparation phase, the planning stage, the implementation phase, and the sustainability phase. Each of these stages should provide good results for the implementation of the program, the results of the preparation stage, namely the formation of PKP Working Groups who should implement the KOTAKU Program by collaborating with other stakeholders including the community. The absence of meetings after the PKP Working Group was formed, indicating that the PKP Working Group did not carry out what was supposed to be its responsibility.

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