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Implementation of Slum Settlement Management Policies in the District of Lima Puluh Kota Pekanbaru

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ABSTRAK

Penelitian ini bertujuan untuk mengetahui dan menjelaskan implementasi kebijakan penanganan permukiman kumuh di Lima Puluh Kota Pekanbaru. Penelitian ini menggunakan metode kualitatif dengan pendekatan deskriptif yang bertujuan untuk menggambarkan hubungan antar fenomena yang diselidiki. Analisis data kualitatif dilakukan secara interaktif dan berlangsung terus menerus sampai tuntas sehingga datanya jenuh. Hasil studi menunjukkan bahwa sumber daya pemerintah terbatas dalam melaksanakan penanganan permukiman kumuh. Untuk itu perlu adanya kerjasama antara pemerintah dan swasta. Peran swasta juga mencakup kontribusi dana melalui investasi swasta yang bermanfaat untuk mendukung proses penanganan permukiman kumuh. Pemantauan dan evaluasi sektor swasta juga berkontribusi untuk mempertahankan hasil yang diperoleh melalui proyek pemberdayaan masyarakat dari sebagian keuntungan dari investasi swasta yang telah beroperasi dan meningkatkan jumlah anggaran sesuai kebutuhan lapangan.

ABSTRACT

This study aimed to determine and explain the implementation of policies for handling slum settlements in Lima Puluh Kota Pekanbaru. This research uses a qualitative method with a descriptive approach that aims to describe the relationship between the phenomena investigated. Qualitative data analysis is carried out interactively and takes place continuously until complete so that the data is saturated. The study results indicate that the government's resources are limited in implementing the handling of slum settlements. For this reason, there is a need for collaboration between the government and the private sector. The role of the private sector also includes the contribution of funds through private investments that are beneficial to support the process of handling slum settlements. The monitoring and evaluation of the private sector also contribute to maintaining the results obtained through community empowerment projects from some of the profits from private investments that have been operating and increasing the amount of the budget by field needs.

INTRODUCTION

Implementation refers to Actions to achieve the goals that have been set in a decision. This action seeks to turn these decisions into operational patterns and aims to fulfill major or minor changes as previously decided. Implementation is essentially also an effort to understand what should happen after the program is implemented. (Deddy, 2016). In practical terms,

implementation is the process of implementing fundamental decisions. The process consists of several stages, namely:

   a. Stages of ratification of laws and regulations
   b. Implementation of decisions by implementing agencies
   c. The willingness of the target group to carry out the decision
   d. The real impact of the decision, whether desired or not
   e. The impact of the decision as expected by the implementing agency
   f. Efforts to improve policies or laws and regulations

Furthermore, according to (Goggin, M. L., Bowman, A. O. M., & Lester, 1990), "as a result, then implementation concerns the action of how far the direction that has been programmed is really satisfying (Nawi, 2018). Horn (Arifin, 2014), "means implementation as actions taken by either individuals or government or private groups directed at achieving the goals outlined in the policy.

In this study, Pressman and Wildavsky (Winarno, 2002) suggested that: "Implementation as to carry out, accomplish, fulfill, produce, complete" So etymologically implementation can be intended as an activity related to completing a job with the use of suggestions (tools) to obtain results." With this, it states that four factors affect implementation performance according to (Hamdi, 2014), namely:

   a. Environmental conditions (environmental conditions)
   b. Relationships between organizations (inter-organizational relationship)
   c. Resources (resources)
   d. Characteristics of implementing agencies (characteristic implementing agencies)

One of the problems in implementing the policy is handling slum settlements, which are carried out mainly in each region and the residential area itself. Slum settlements nationally in Indonesia are increasing rapidly along with the increasing number of residents in urban areas. The growing flow of urbanization that is not accompanied by the city's carrying capacity and the city's readiness is one of the triggers for the problem of slum settlements. This condition causes environmental issues, especially in the city center where slum areas and environments will be created. The emergence of slums and squatters can damage riverbanks and the coastal regions, public spaces, pedestrian environments, and ecological discontinuity City.

Regulation of the Minister of Public Works and Public Housing (PUPR) Number 2 of 2016 article 26 paragraph (2) concerning the pattern of handling slum settlements, including restoration, rejuvenation, and resettlement. The three managing designs will be adapted to the slum area. The restoration practice is carried out to repair or rebuild slum housing and slum settlements into decent housing and accommodations. Rejuvenation is carried out to create better housing, housing, and payment conditions to protect the safety and security of residents and the surrounding community. Meanwhile, resettlement is carried out to realize better housing, housing, and settlement needs to protect the safety and security of residents and the community. In the pattern of handling slum settlements carried out by the City Government by

its authority by involving the role of the community.

Looking at current conditions, data from the Ministry of National Development Planning/Bappenas in 2017 shows that around 11.6% of households out of 64.1 million homes in Indonesia live in uninhabitable housing conditions, 10.8 million households share a house. There is 38,431 ha of urban slum areas out of 4,108 rooms spread across cities/districts throughout Indonesia. Public access to essential urban services, indicators of slums, such as clean water, sanitation, solid waste, and drainage networks, is still low. Meanwhile, the urban population in Indonesia increased sharply from 49.8% (2010) to 53.6% of the total population. In 2035, it is estimated that the urban population will reach 66.6% of the entire population of Indonesia so that the area of urban slum areas is estimated to continue to increase if there is no form of innovative and targeted treatment.

From the empirical data above, efforts and handling are needed from the Government in overcoming slum settlements because if left unchecked, it will have a negative impact, especially on the decline in environmental quality, health, crime, and if left unchecked, it will develop and be challenging to handle. Therefore, the Government has set the handling of slum settlements as a national target through Presidential Regulation Number 2 of 2015 concerning the 2015-2019 National Medium-Term Development Plan (RPJM). In the 2015-2019 RPJMN, it is stated that one of the targets for the development of residential areas is the achievement of alleviating urban slums to 0 ha through the handling of 38,431 ha of slum areas which are part of the Directorate General of Human Settlements (DJCK) Program of the Ministry of Public Works and Public Housing (Kemen. PUPR). In the next five years (2015-2019) will be focused on realizing livable settlements until 100-0-100 activity programs are achieved, namely 100 percent universal access to drinking water, 0 percent reducing slum areas, 100 being able to create good sanitation. This program is implemented in 34 provinces in Indonesia.

One of the cities affected by the slum-free city program in Indonesia in the city of Pekanbaru. Pekanbaru City is the capital of Riau Province which has 12 sub-districts and 58 villages. As a city developing along with its strategic position and role in the regional context of Riau Province and Nationally. Pekanbaru is one of the cities that can experience an increase in the flow of urbanization. In one year, the population of Pekanbaru city increased by 4.06%, the population data in 2016 was 1,064,566 people, and in 2017 there were 1,091,088 people. Pekanbaru city population growth in 2017 was 2.49%, higher than the national average population growth, which was only 1.19% (Pekanbaru City in Figures, 2018).

Based on the decision of the Mayor of Pekanbaru number 151 of 2016 concerning the determination of the location of housing and slum areas in the city of Pekanbaru, covering eight sites in 6 sub-districts of 12 sub-districts in Pekanbaru City. So all policies regarding the handling of slum areas must be implemented with local government policies and must be enforced as well as possible.

The high population growth in Pekanbaru is also inseparable from urban problems, especially slum settlements, the provision of drinking water, the provision of sanitation services, liquid waste and waste management, building and environmental management, and poverty. Based on BPS data, in 2013, only about 58.11% of households in Pekanbaru city had their own house. The rest are in contract/lease status, rent-free and official residences. Thus, the housing backlog in Pekanbaru city reached 57.12%, or around 136 thousand houses. With the high number of housing shortages and the low level of community income in the city of Pekanbaru, it becomes a severe problem for the city government because there are many pockets of poverty in the middle of the city and the proliferation of illegal houses and slums settlements in the city of Pekanbaru.

For this reason, the Government issued Pekanbaru City Regional Regulation (Perda) Number 13 of 2016 concerning the prevention and improvement of the quality of slum housing and slum settlements. In its implementation, the policy must be carried out properly by existing stakeholders. Every approach for handling slum areas in the city of Pekanbaru must be carried out across sectors by their respective duties and functions.

Based on data from the Pekanbaru City Regional Development Planning Agency in 2017, the slum area in Pekanbaru City is 113.56 ha spread over 19 urban villages, eight regions, and six sub-districts. More detailed data on slum areas in Lima Puluh District can be seen in the following table:

Table 1. Area of Slum Areas in Fifty Districts in 2020

No	Area (Ha)	RT/RW	Slum area RT (HA)	Ward	Districts
1		RT001-RW001	0,43	Pesisir	Lima Puluh
	6,4	RT002-RW001	2,17	Pesisir	Lima Puluh
		RT004-RW002	2,81	Pesisir	Lima Puluh
		RT003-RW008	0,62	Pesisir	Lima Puluh
		RT001-RW002	0,38	Pesisir	Lima Puluh
2		RT 002-RW001	0,52	Rintis	Lima Puluh
	9,5	RT 004-RW 002	1,07	Rintis	Lima Puluh
		RT 004-RW 001	0,57	Rintis	Lima Puluh
		RT 002-RW 002	0,48	Rintis	Lima Puluh
		RT 003-RW 002	1,33	Rintis	Lima Puluh

No	Area (Ha)	RT/RW	Slum area RT (HA)	Ward	Districts
		RT 001-RW 002	1,11	Rintis	Lima Puluh
		RT 005-RW 001	0,19	Rintis	Lima Puluh
		RT 001-RW 001	0,56	Rintis	Lima Puluh
		RT 003-RW 001	1,91	Rintis	Lima Puluh
		RT 003-RW 003	1,57	Rintis	Lima Puluh
		RT 004-RW 003	0,18	Rintis	Lima Puluh
3	7,1	RT008-RW005	2,68	Tanjung Rhu	Lima Puluh
		RT007-RW005	3,61	Tanjung Rhu	Lima Puluh
		RT003-RW005	0,82	Tanjung Rhu	Lima Puluh

Source: Dinas PUPR Kota Pekanbaru, 2021

The table above provides an overview of the slum areas in the fifty sub-districts of Pekanbaru City. However, even though the regional regulation on slums already exists, slum settlements are still found in the city of Pekanbaru, as can be seen in the Lima Puluh sub-district, which is included in the heavy slum category, where this sub-district is the center of water transportation. In the surrounding area and as a trading center. In this area, there is a Duku River passenger port with a relatively high level of service both domestically and internationally, especially the Pekanbaru-Malaysia transit which results in excessive activity on the banks of the river, so that the problem of waste in the vicinity of the river basin (DAS) is unavoidable. Therefore, it is difficult for people to get fresh air, clean water, very dense and uninhabitable population settlements. The existing housing does not have a building permit because its location is close to the river's edge.

Data obtained from the Regional Development Planning Agency (Bappeda) of Pekanbaru City acquired the area of the slum area in Lima Puluh District is:

Table 2. Table of slum areas in Lima Puluh District

Region Name	Initial slum area (ha) (2017)	Ward	Districts	Realization of slum settlement (Ha) (2020)	Percentage of slum settlement %
Kawasan Kumuh Pesisir	6,4	Pesisir	Lima Puluh	5	68%
	9,5	Rintis	Lima Puluh	7	28,5%

Region Name	Initial slum area (ha) (2017)	Ward	Districts	Realization of slum settlement (Ha) (2020)	Percentage of slum settlement %
	7,1	Tanjung Rhu	Lima Puluh	6,5	51%

Source : Bappeda (2021)

According to data from the Public Housing and Settlement Areas (Perkim) Pekanbaru City, there were 897 RTs in the delivery area in Pekanbaru City. Pekanbaru city government needs to create a livable, productive, and sustainable place and create and run the Kotaku program, especially in the fifty sub-district, which looks like it is still more comprehensive than other sub-districts in the city of Pekanbaru.

From the table above, it can be seen that the implementation of the slum settlement policy has not run as expected. In addition, from the author's observations in the field, it can be seen that the implementation of handling slum settlements in Lima Puluh Kota District is still not running optimally. Based on the research background that has been described previously, the research problems can be formulated, namely:

RQ: How is implementing the policy for handling slums in the District of Lima Puluh Kota Pekanbaru?
RQ: What obstacles cause the ineffective handling of slum settlements in Lima Puluh Kota Pekanbaru?

LITERATURE REVIEW

Previous research is an attempt by researchers to find comparisons and next time to find new inspiration for further research beside Therefore, previous studies help researchers in positioning research as well as show the originality of the study.

Fujiastuti, A., & Sunarti (2011) with the title Policy Implementation Handling of Slums in the Coastal Area of Pekalongan City. Result of his research says the implementation of settlement handling policies slums in the Pekalongan Coastal area in the acceleration program in 2010 has had implementation procedures and has provided physical changes and benefits but still not able to overcome the slums caused because of the rob. The perceived benefits cannot be separated from the availability implementer, funds, and attitude of the implementer (Dunn, 2003).

Further research by (Harun, N. I., & Haras, 2019) with the title Policy Implementation Handling Slums in Gorontalo Regency. Result of his research says first, the implementation of quality improvement programs slum settlements and the handling of housing and payments that have been implemented and built firmly to realize the national target namely, the 2015-2019 RPJMN. This program involves all the elements for implementation of the program, although there are

still some shortcomings in performance, such as, the government prioritizes the handling of slums that located on the outskirts of town. Second, the lack of public will only depend on government assistance without developing quality own environment.

Then Novianto, A., Ridhah, T., & Yunindyawats, 2019) with the title Restoration of Slums As a Tourism Village Case Study of Colorful Villages in Palembang. The results of his research said that the implementation of the Restoration program in Slums are based on the actions and wishes of a community that is appreciated by the government so that the performance of Restoration delivers the desired results, and the Restoration Program includes from the implementation of gotong royong activities and the objectives of the implementation of The Slum Restoration Program. With the Program Restoration, which has a positive impact, such as changes in social aspects, economic aspects, and environmental aspects. Other research, recommend that the improvement of city slum through participatory based settlement is needed (Ramadhan, 2020).

Based on the research above, it can be concluded that there are several differences in terms of the approach taken, the author's research uses a descriptive approach while the use of theory uses each mutually exclusive theory different in the effort to implement policies to deal with slums carried out in particular in each of those areas and residential areas alone. This study uses Grindle's theory to analyze slum settlements to see the content and context of slum settlement policies that previous researchers have never done.

RESEARCH METHODS

This type of research is a qualitative approach with a descriptive method. Researchers try to reveal the facts by the existing reality without intervening in the conditions that occur. In qualitative research, with descriptive method is a type of research that aims to make a descriptive (picture) and the relationship between the phenomena investigated. The descriptive analysis does not provide treatment, manipulation, or change on the independent variables but describes a condition as it is. This is based on the consideration that the researcher wants to understand, examine in-depth and explain in this paper the Implementation of Slum Settlement Management Policies in Lima Puluh Kota Pekanbaru and the problems found and solutions.

The informant or research resource is someone who has information about the object of research. In determining the informants using a purposive technique, chosen with specific considerations and goals that master an object under study. The sources in this study were determined based on the criteria. The explanation is as follows:
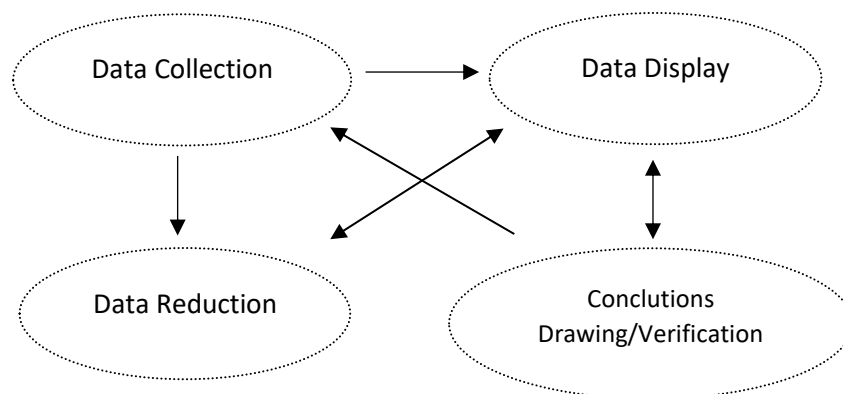
Table 3. Research Informants

No	Informants	Required data	Amount
1	Bidang Sarana dan Prasarana Dinas PUPR Kota Pekanbaru	City spatial policy	1

No	Informants	Required data	Amount
2	Seksi Kawasan Permukiman Perkim Pekanbaru	Handling of slums	1
3	Kasi Sosial Camat Lima Puluh	Handling of slums Society participation	1
4	Seksi Sosial Lurah	Handling of slums Society participation	1
5	TIPP	Residential environmental planning Handling of slums	1
6	BKM/LKM	Handling of slums Society participation	1
7	Fasilitator Kotaku	Handling of slums	1
		Total	7

Source: Processed by the author, 2021

They are collecting data in this study sourced from primary data and secondary data. The validity of the data obtained is done using data triangulation, namely by comparing information or data in different ways. Researchers use interview, observation, and survey methods to get reliable information, truth, and a complete picture of certain information in qualitative research. (Milles et al., 2014) Researchers use an interactive model in data analysis whose elements include data reduction, presentation of data (data display), and conclusions drawing/verifying. The flow of data analysis techniques can be seen as shown below:

Source: Processed by the author, 2021

RESULTS AND DISCUSSIONS

Slum areas are considered a city disease that must be overcome. Population growth is the main factor that drives the growth of settlements. At the same time, the socio-economic conditions of the community and the ability of city managers will determine the quality of the realized settlements. Slums are a product of population growth in poverty and the lack of government to control growth and provide adequate urban services.

RQ: *Implementation of Slum Settlement Management Policy in Lima Puluh Kota Pekanbaru*

As one of the developing areas, Pekanbaru City cannot be separated from slum settlements. Based on the Mayor's Decree Number 151 of 2016 concerning the Determination of Housing and Slums in Pekanbaru City, seven areas in Pekanbaru City, including several urban villages as slum settlements, are determined.

With slum settlements in Pekanbaru City, the central government carried out an assignment with a deconcentration scheme in the KOTAKU program in Pekanbaru City. The Central Government initially made this Kotaku policy, namely the Ministry of Public Works and Public Housing, Directorate General of Human Settlements. The state is associated with guaranteeing the life of every citizen in addition to maintaining order and peace, especially in the District of Lima Puluh Kota Pekanbaru.

Slums are a product of population growth in poverty and the lack of government to control growth and provide adequate urban services. The Slum Settlement Management Policy in Lima Puluh Kota Pekanbaru can increase their welfare and occur by the current situation, which is calculated from various aspects for the fulfillment of sustainable public health. This policy is expected to positively impact the community so that they can carry out daily activities with maximum health levels and by current conditions, especially in Lima Puluh Kota Pekanbaru.

The policy of the Slum Settlement Policy Program in Lima Puluh Kota Pekanbaru can improve environmental and public health problems and make the area better or cleaner again. This policy must be understood by all parties so that later they are aware of implementing this policy as well as possible and can be implemented as well as possible (Wahab., 1991).

The types and benefits that will be generated are an assessment of the achievement of the standards and policy targets that have been set at the beginning (Nugroho, 2014), which are determined in the problems and implementation of policies for handling slum areas. The author emphasizes seeking information from the government, who better understands the main task and function than the community on the Policy for Handling Slums in the District of Lima Puluh Kota Pekanbaru. Found in various provinces, regencies, or cities throughout Indonesia. The program run by the Ministry to overcome the problem of slums is the City Without Slums Program.

Slum Settlement Handling Policy in Lima Puluh Kota Pekanbaru) Indeed there are still some implementers who ignore the existing rules. In addition, based on the procedures for supervising and controlling slum settlements in Pekanbaru City, the next step that needs to be taken about the authority of the Pekanbaru City Settlement and Human Settlements Housing Service in supervising and controlling slum settlements is reporting on program activities that have been implemented. This is by the tasks of the Pokja-PKP, namely: Reporting the progress of the implementation of tasks and achievement of results to the Regent/Mayor periodically.

An increase in the number of people who get slum environmental problems and there must be a determination of areas that can improve the community's welfare again. The existence of Pokja PKP has an important role. Because the handling of slum settlements is multi-actor and multi-sectoral, the approach to handling slums cannot be carried out only with business as usual. This makes the coordination forum very necessary. This Pokja PKP will be a coordinating forum that supports collaboration in handling slum settlements. The Pokja PKP ensures the synchronization of vertical and horizontal policies across sectors/agencies and practical cooperation between stakeholders (government, community, consultants, business world, universities, NGOs, and other parties).

Human resources in implementing the Slum Settlement Management Policy in the Lima Puluh Subdistrict of Pekanbaru City have a budget from the Pekanbaru City Regional Budget that already exists and needs to be carried out by the existing main tasks and functions. (Yuliani et al., 2020) The funding cannot be denied one of the essential things in the implementation of activities. Intensively inadequate budget availability will not implement some of the Slum Settlement Management Policy activities in Pekanbaru City.

RQ: What obstacles cause the ineffective handling of slum settlements in Lima Puluh Kota Pekanbaru?

Some of the obstacles encountered related to the implementation of the Slum Settlement Management Policy in the Lima Puluh Kota Pekanbaru District were:

1. Lack of running program budget Financial limitations, financial resources that are not supportive or sufficient will significantly affect the development process. The backpack of the official budget is an obstacle faced by local governments; like it or not, the service must try to increase partnerships with the private sector even though it is not optimal. Financial limitations, financial resources that are not supportive or sufficient will significantly affect the development process (Hernimawati et al., 2018). The backpack of the official budget is an obstacle faced by local governments; like it or not, the service must try to increase partnerships with the private sector.

2. LackLack of public awareness in maintaining the facilities that have been built in Lima Puluh District.

3. Public awareness to maintain the facilities provided by the government is still not good. This can be seen from the community still destroying public facilities and still using vehicles that exceed the capacity of the roads that have been built. Community involvement in the KOTAKU Program has not fully supported the implementation of the objectives of the KOTAKU Program because, in the process of implementing this policy, there are still many obstacles and disturbances faced. This also happens because of the uniformity of people's mindsets.

CONCLUSIONS

Based on The results of the research that have been discussed in the previous chapter can be concluded as follows:

1. The research results on the implementation of the Slum Settlement Management Policy in the Lima Puluh Kota Pekanbaru District have been implemented. However, the government is still not optimal in the performance of socialization to the community to improve the welfare and life of the community in handling slum areas or settlements in a better direction.

2. There are inhibiting factors for implementing the Slum Settlement Policy in Lima Puluh Kota Pekanbaru: There is still a lack of budget for the program. And public awareness.

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