

Analysis of the Role of Community Participation in the Successful Implementation of the City without Slums (Kotaku) Program in Rambung Village in Binjai District South of Binjai City

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Abstract

This research focuses on field research and the methods used in this study are descriptive of qualitative and quantitative analysis. The data was mainly obtained from respondents with purposive sampling techniques, based on questionnaires and interview results as primary data, while also equipped with secondary data. The results of the research study showed that the policy of drafting a general spatial plan of Pati City in practice turned out to be some differences with normative. The form of community participation is dominated by the form of input / suggestion / proposal and donation of information / data. It can be concluded that the method of community participation in the activities of Kota Without Slums (Kotaku) in Rambung Dalam Village, is an obligation that must be implemented by the government, because of the demands of decentralization in regional autonomy that wants the government to play a role with other stakeholders in development planning. While the goal of community empowerment that wants to be achieved with participation itself has not been realized. So that the goals of development programs involving community participation can be achieved and the resulting planning activities can be used fully as a reference in development, it is necessary to apply the principle of transparency at every stage and improvements are made to the process of implementing government policies, as the ideal concept applies normatively.

Keywords

community participation; kotaku program; implementation of the city



I. Introduction

The problem of poverty can only be solved if the government formulates policies that favor the poor and its implementation requires intervention and coordination from all parties. Answering these challenges, in handling the problem of poverty experienced by Indonesian people by empowering the community stage, the president has issued Presidential Regulation No. 15 of 2010 on Accelerating Poverty Reduction and Regulation of the Minister of Home Affairs No. 42 of 2010 on The Coordination Team for Poverty Reduction (TKPK) of Provinces and Regencies / Cities. The task of the crime scene team is to formulate concrete measures in poverty reduction through the "National Community Empowerment Program" (PNPM), which has now changed its name to the City Without Slums (KOTAKU) program. This program is an instrument in accelerating poverty reduction and expanding employment opportunities in the region.

One of the target areas of the City without Slum Program (KOTAKU) is Rambung Dalam Village, South Binjai Subdistrict, Binjai City, North Sumatra Province, is one of the areas that focus on being targeted by kotaku program.

The reason for the selection of this location is because Rambung Dalam Village has the potential of social capital (such as; kegotong royongan, care, deliberation, empowerment and others) which is good enough for the economic improvement of its people and also for problems in the infrastructure in the environment of Rambung Dalam Village which aims to launch economic access, education and others. Education is a very important human need because education has a duty to prepare Human Resources (HR) for the development of the nation and state (Pradana et al, 2020). According to Astuti et al (2019) Education is an obligation of every human being that must be pursued to hold responsibilities and try to produce progress in knowledge and experience for the lives of every individual. Education is one of the efforts to improve the ability of human intelligence, thus he is able to improve the quality of his life (Saleh and Mujahiddin, 2020). It is hoped that through the KOTAKU Program, it can increase community participation and the ability of the community to manage resources better, thus affecting the improvement of people's living standards.

II. Review of Literature

2.1 Community Participation

According to fao in Mikkelsen (2003: 64) the study of participation, namely:

- a. Participation is the voluntary contribution of the community to the project without taking part in decision making.
- b. Participation is the government (sensitizing) of the community to increase the willingness to receive and the ability to respond to development projects.
- c. Participation is an active process, which means that a person or group is related, taking initiative and exercising its freedom to do so.
- d. Participation is the establishment of dialogue between the local community and the staff who prepare, implement, monitor the project, in order to obtain information about the local context, and social impacts.
- e. Participation is voluntary involvement by society in its own determined change.
- f. Participation is the involvement of people in their self-development, life, and environment.

Community participation is very closely related to the power or rights of the community, especially in decision making in the stage of problem identification, seeking problem solving up to the implementation of various activities (Panudju, 1999: 71). According to Siahaan (2002: 4), community participation has social, political, planning and other advantages, namely:

1. From a social point of view, the main advantage is to activate urban populations that tend to be individualistic, unmited and in extreme cases alienated. In this process of participation, it simultaneously promotes the spirit of community and a sense of cooperation and engagement.
2. Politically, participation promotes participatory rather than representative democracy as the democratic right of everyone and thus the public in general, to participate in the decision-making process. Public participation will also help councils and other decision-makers to get a clearer picture of the demands and aspirations of their constituents or all parties to be affected, and the sensitivity of decision-making can be maximised if handled appropriately.
3. In terms of planning, participation provides a forum for exchanging ideas and priorities, assessment of public interest in its dynamics and acceptance of planning proposals.

4. Another advantage and public participation is the possibility of achieving a closer relationship between citizens and city authorities and replacing their behavior into behavior

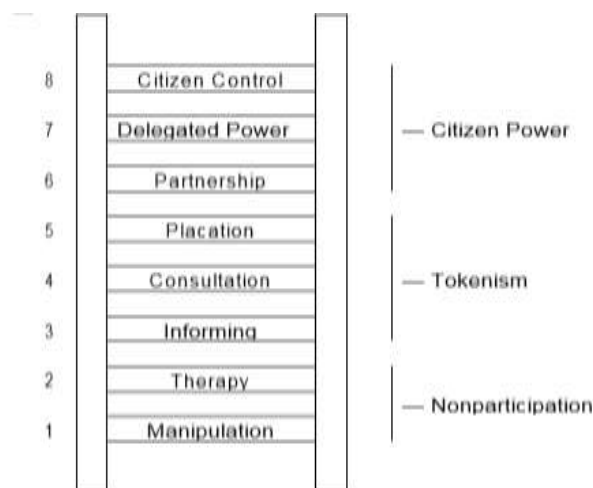
Santosa and Heroepoetri (2005:5) also summarize the benefits of community participation as follows: towards a more responsible society, improving the learning process, surrounding feeling alienated, eliciting support and acceptance of government plans, creating political awareness, decisions from participation results reflect the needs and desires of the community, become a source of useful information, and are a commitment of the democratic system.

2.2 Factors Affecting Community Participation

According to Slamet (1993:97,137-143), the internal factors that influence community participation are gender, age, education level, income level, and livelihood. Internal factors come from the individual himself. Theoretically, an individual's behavior is closely related or determined by sociological traits, namely Gender, Age, Education Level, Income Level, Livelihood. Meanwhile, external factors can be said to be bettors (stakeholders), namely all interested parties and have influence on the program (Sunarti, 2003: 79). The external factors in the implementation of this KOTAKU program are: Government, Consultant Planner, and Private (Developer, NGO).

2.3 Community Participation Rate

According to Sherry Arnstein (1969) in her paper contained in the Journal of the American Institute of Planners entitled "A Ladder of Citizen Participation", that there are 8 ladders of participation rates based on the level of community power in providing planning influence, as figure 2.1 is the following:



Sumber: Arnstein (1969)

Figure 1. Eight Ladders of Community Participation Rate

2.4 Community Empowerment Program of Cities without Slums (KOTAKU)

KOTAKU Profile

The Poverty Reduction Program has been running since 1999 with the P2KP program which then in 2007 developed with the National Program of Empowerment of Urban Independent Communities (PNPM-MP) where this program refers to tridaya namely: Social, Economic and Infrastructure. In 2015 the Pnpm Mandiri Urban Program was renamed P2KP, a Settlement Quality Improvement Program that focuses on improving

the cauldron of slums. And in 2016 precisely in April P2KKP changed its name with the City without Slum Program (KOTAKU) this program focuses more on one slum.

a. Understanding KOTAKU Program

Based on Law No. 1 of 2011 on Housing and Residential Areas it is explained that slums are settlements that are not habitable because of building irregularities, high levels of building density, and the quality of buildings and facilities and infrastructure that do not qualify, while slum housing is housing that has decreased the quality of function as a place of residence.

b. KOTAKU Program Objectives

The goal of the KOTAKU program is to improve access to basic infrastructure and services in urban slums to support the realization of livable, productive and sustainable urban settlements. The achievement of kotaku program objectives is measured by formulating indicators of success performance and program achievement targets that will contribute to the achievement of the 2015-2019 National Medium Term Development Plan (RPJMN) target, namely the alleviation of urban slums to 0 percent.

The basic principles applied in the implementation of the KOTAKU Program are: Local Government as skipper, comprehensive and outcome-oriented planning (achievement of program goals), synchronization of planning and budgeting, participatory, creative and innovative, good governance and investment in slum handling in addition to supporting the development of the city must also be able to increase the capacity and carrying capacity of the environment.

c. KOTAKU Program Handling Pattern

In accordance with the purpose of the program, the handling of slums referred to in the KOTAKU Program not only overcomes existing squalor, but also to prevent the growth of new squalor. The scope of slum handling work in the KOTAKU Program based on the quality conditions of existing settlements can be divided into three handling patterns, which refers to Law No. 1 of 2011 on Housing and Residential Areas, namely: prevention, improved quality and management.

III. Research Method

This research uses quantitative methods with descriptive analysis (Hasan, 2002: 22). The data collection technique in this study using questionnaires is closed and open, the population in this study is the villagers / villages in the spatial planning area of Rambung Dalam Village which includes 7 environments. Sampling technique or sampling technique that will be used in this study is non-random sampling that is Purposive Sampling with a total sample of 39 family heads. The analysis methods that will be used in more detail are identifying the role of community participation in the successful implementation of the City Without Slums (KOTAKU) program, the method of analysis of the form of community participation in the KOTAKU Program in Rambung Village in Binjai City, and the method of analyzing the level of community participation in the implementation of the KOTAKU program.

IV. Results and Discussion

Geographically the slum deliniation/area of Rambung Village is adjacent to the Mencirim river, one of the major rivers that divide the city of Binjai. Astronomically the slum deliniation area/priority area of Rambung Dalam Village is located between 03035'264' E East Longitude (BT) and 98029'649' N North Latitude (LU). Land use in Rambung Dalam Village is divided into several types, including housing/settlements, vacant land, oil palm plantations, cemeteries, shop houses and educational facilities. Most of the land use in the form of vacant land reaches 40.1 Ha and land use for the smallest area is a shop house with a land area of 0.011 Ha. Typology of slum housing and slums in Rambung Village in South Binjai Subdistrict is a grouping of slum housing and slums based on the location according to bioregion.

4.1 Analysis of Forms of Community Participation

a. Form of Community Participation at the Stage of Networking Community Aspirations I

Based on the results of frequency distribution calculations, it can be known that forms of community participation in the implementation of the KOTAKU program in Rambung Dalam Village, at this stage mostly in the form of input/suggestion/proposal contributions as many as 48 people (51.6%). Then followed by the donation of information /data as many as 21 people (22.6%), then other forms as many as 20 people (21.5%), and as listeners as many as 4 people (4.3%), and there is no help clarifying the right to space. In this case, what is meant by other forms is in addition to providing input/advice/proposal donations also contribute information/data.

b. Form of Community Participation at the Stage of Networking Community Aspirations II

Based on the results of frequency distribution calculations can be known forms of community participation in the implementation of the KOTAKU program in Rambung Dalam Village, at this stage mostly in the form of input/suggestion/proposal contributions as many as 44 people (47.3%). Then followed by other forms as many as 28 people (30.1%), information/data donations as many as 17 people (18.3%), and as listeners as many as 4 people (4.3%), and nothing in the form of help clarifying the right to space. In this case, what is meant by other forms is in addition to providing input/advice/proposal donations also contribute information/data.

c. Form of Community Participation at the Seminar Stage of the Draft Plan

Based on the results of frequency distribution calculations can be known forms of community participation in the implementation of the KOTAKU program in Rambung Dalam Village, at this stage most are still in the form of input/suggestion/proposal contributions as many as 49 people (52.6%). Then followed by the donation of information/data as many as 20 people (21.5%), other forms as many as 16 people (17.2%), as listeners as many as 4 people (4.93%), and assistance clarifying the right to space as many as 2 people (2.2%), as well as the submission of objections to the plan of 2 people (2.2%). In this case, what is meant by other forms is in addition to providing input/advice/proposal donations also contribute information/data.

d. Forms of Community Participation at All Stages

Based on the results of the Analysis of the form of community participation at the Community Aspiration Networking stage I, the Community Aspiration Networking stage II, and the Draft Plan Seminar stage, it can be studied the form of community participation on average from the three stages. The form of community participation at all stages is in principle the same as the form at each stage. The most dominant form of participation is the form of input / suggestion / proposal donation, followed by the form of information / data donation, and other forms. This shows that most of the people involved in the implementation of KOTAKU program in Rambung Village in contributing input, and only a small percentage who do not contribute input because only as listeners only.

This means that there is already a willingness and ability of the people involved to express their opinions. Willingness to participate is related to motivation to make changes, while the ability to participate relates to human resources and learning skills. From the results of the Analysis it is explained that there are various forms of community participation in the implementation of KOTAKU program in Rambung Dalam Village, both at the Community Aspiration Networking stage I, the Community Aspiration Networking stage II, and the Draft Plan Seminar stage. And the form of community participation at all stages is in principle the same as the form at each stage, which is dominated by the form of input / advice / proposal and the form of information / data donation.

4.2 Community Participation Rate Analysis

a. Analysis of Attendance Levels in Meetings

Based on the level of attendance in meetings / meetings, most people attended the meeting and expressed what is needed by the community, which is as many as 56 people (60.2%), then followed by respondents attending and having a dialogue / question and answer with the government as many as 21 people (22.6%), respondents attended and gave some influence on what was planned as many as 12 people (12.9%), and respondents were present only as many as 4 people (4.3%). There is no level of attendance for the following reasons: advising for the benefit of the government, dividing planning responsibilities with the government, being given the overflow of authority to make dominant decisions throughout the plan, and having full power to plan, implement and supervise plans.

b. Liveliness Analysis Submits Inputs/Suggestions

Based on the activeness in expressing input / suggestions / proposals, most respondents provide input because for the benefit of the community, as many as 43 people (46.2%), then provide input by means of two-way dialogue with the government as many as 22 people (23.7%), give input and proposals are considered according to their needs as many as 15 people (16.1%), provide input and achieve common interests with the government as many as 9 people (9.7%), and people do not give input / suggestions / proposals as many as 4 people (4.3%). There is no level of activeness in expressing input / suggestions / proposals for the following reasons, namely: giving input for the benefit of the government only, having the authority to make dominant decisions throughout the plan, and having full power to plan, implement and supervise the plan.

c. Analysis of Engagement in Establishing Plan Concepts

Based on involvement in establishing the concept of the plan, most people participated in establishing the concept of the plan because it was in the interests of the community, as many as 42 people (45.2%), then participated in active discussions in

establishing the concept of the plan as many as 30 people (32.3%), participated in establishing the concept and giving some influence to the concept of the plan as many as 11 people (11.8%), participated in establishing the concept of the plan and sharing responsibility with the government as many as 6 people (6.4%), and people did not participate in the concept of the plan as many as 4 people (4.3%). No one is involved in establishing the concept of the plan for the following reasons, namely: It is in the interests of the government only, it is in the interests of the plan and has the authority to make the dominant decision in the whole plan, and participates in establishing the concept of the plan and has full power to plan, implement and supervise the plan.

d. Analysis of Engagement in Giving Approval to the Draft Plan

Based on the involvement of giving approval to the draft plan, everyone gives his approval and no one does not give his approval. Most people give their approval because it is in the interests of the community as many as 32 people (34.4%), then give their approval because there has been a two-way dialogue with the government as many as 29 people (31.2%), give their approval because the public's proposal is considered as many as 23 people (24.7%), and give their approval because there has been a common interest with the government as many as 9 people (9.7%). No one is involved in giving approval to a draft plan for the following reasons: giving consent but in the interests of the government only, giving consent after being given the authority to make the dominant decision on the whole plan, and giving consent after being given full power to plan, implement and oversee the plan.

e. Analysis of Overall Community Participation Rates

The level of community participation in the implementation of the KOTAKU program in Rambung Dalam Village can be known by summing the score of each variable as outlined above, namely the variable level of attendance in meetings / meetings, the activeness of expressing input / suggestions / proposals, involvement in determining the concept of the plan, and the involvement of giving approval to the plan design. From the results of the analysis explained that the level of community participation in the implementation of the KOTAKU program in Rambung Dalam Village is at the fourth level of the eight Arnstein participation ladder, which is at the Consultation level. At the level of consultation this is included in the degree of tokenism / award or Degree of Tokenism.

4.3 Analysis of Factors Affecting Community Participation

a. Analysis of Internal Factors

Internal factors that influence community participation include factors derived from the individual person's own, including gender, age, education, employment, and income. Based on the results of frequency distribution calculations, the gender factor of people involved in the implementation of the KOTAKU program in Rambung Dalam Village consists of the dominant male sex as many as 89 people (95.7%) and women as many as 4 people (3.9%). From the table above shows that the participation given by a man and a woman is different. This is due to the existence of a social layering system formed in society, which distinguishes positions and derajad between men and women. Based on the calculation of the distribution of the frequency of people's age, it was obtained that most people have the age of more than 50 years, namely as many as 43 people (46.2 years), followed by people aged 41-50 years, as many as 37 people (39.8%), people aged 31-40 years as many as 13 people (14%), and no one aged 20-30 years. From the calculation above it is seen that the participating communities are all classified as productive age (15-

64 years). Of these productive ages the dominant mature age (over 50 years) is 46.2%. This indicates a seniority in participating. Based on the results of the calculation of the distribution of the frequency of people's education, it was obtained that most people had high school or sederajad education as many as 53 people (57%), then followed by people with Bachelor education as many as 22 people (23.7%), people with Baccalaureate education / Diploma as many as 14 people (15%), people with junior or sederajad graduate education as many as 4 people (4.3%), and no one who was educated from elementary school or sederajad.

b. Analysis of External Factors

These external factors are the role of the government in the development and provision of information to the community, the role of consultant planners, and the role of private parties (Developers, NGOs). The result of the distribution of the frequency of external factors in the form of the role of the government in the development and provision of information to the public, namely that most respondents argue that the development and provision of information by the government is still lacking (the percentage of coaching and information provision is only 1%-33%), with the number of people as many as 93 people (64.5%) and the rest stated that the role of the government is sufficient (percentage of coaching and information as much as 34%-66%), 33 people (35.5%). Based on the results of the frequency distribution of the role of planner consultants showed that the majority of respondents stated that the consultant planners were sufficient to pay attention and accommodate the aspirational aspirations (percentage of attention and accommodation aspirations around 34%-66%), with the number of respondents 47 people (50.5%), while 43 respondents (46.3%) stated that planner consultants were very attentive and accommodated community aspirations (percentage of attention and accommodation aspirations over 66 percent).), and only 3 respondents (3.2%) stated that consultant planners pay less attention and accommodate the aspirations of the community, and no one states that planner consultants do not play a role at all. From the results of the analysis of external factors explained by most people argue that the role of government in the development and provision of information is still lacking, the role of consultant planners is sufficient and very attentive and accommodates the aspirations of the community, as well as the role of private parties are still less involved.

4.4 Analysis of the Relationship between the Form Factors of Community Participation and Community Participation Rate

To find out the relationship between internal factors and the shape and level of community participation, statistical tests are conducted using cross tabulation (crosstab) of several variables that exist with attention to chi square values. After the chi square test is then seen the value of chi square calculate compared to the table value with a significance level of 0.1. From the comparison of these values shows the relationship between the two variables.

a. Relationship between Factors and Forms of Community Participation

Based on the calculation of cross tabulation between internal variables with forms of community participation at the Community Aspiration Networking stage I, the Community Aspiration Networking stage II, and the Draft Plan Seminar stage showed that all influence variables and affected variables had no significant relationship, except income variables at the Community Aspiration Networking stage II. The relationship between participation and income variables means that the form of community participation is strongly influenced by

people's income factors, because the magnitude of income levels will provide greater opportunities for the community to participate. A sufficient level of income will affect people's free time because they are no longer preoccupied with seeking additional income so that they are more active to be involved in development, for example in terms of attending meetings. From the results of the cross tabulation test, it can be concluded that the form of community participation at all stages is strongly influenced by the role factor of the consultant. While the role factor of government and private role does not have an influence on the form of participation. The role of consultant planners can be said to be a bridge to absorb the aspirations of the community in order to be included as one of the main considerations in the city plan. Based on cross tabulation tests showed that the form of community participation in the implementation of kotaku program in Rambung Dalam Village was strongly influenced by people's income factors and the role factor of planner consultants.

b. Relationship between Factors and Community Participation Rates

Based on the calculation of cross-tabulation between internal variables and community participation rate variables, it shows that all influence variables and variables affected do not have a significant relationship, except between income variables with attendance rate variables in meetings and between education and income variables with activeness in providing input / suggestions / proposals, have a significant relationship. From the results of the cross tabulation test, it can be explained that the level of community participation in the attendance level variable in the meeting is strongly influenced by the income variable. While the level of community participation in the activeness variables of input / suggestion / proposal is strongly influenced by the variables of education and income. Meanwhile, the results of cross-tabulation calculations between external factors and the level of community participation in the meeting level variables, the activeness of suggestions/ suggestions, involvement in setting the concept of the plan, and the involvement of giving approval to the draft plan, show that only the role variables of the planner consultant have a significant relationship on all participation rate variables. The relationship between the participation rate and the variable role of the consultant, means that the level of community participation is strongly influenced by the role of the consultant planner. From the cross tabulation test showed that the level of community participation in the implementation of kotaku program in Rambung Dalam Village was strongly influenced by people's education factors, people's income factors, and the role factor of planner consultants.

4.5 Analysis of stakeholder role in implementation of KOTAKU program in Rambung Village

In this sub-chapter discussed about the role of stakeholders in the implementation of the KOTAKU program in Rambung Dalam Village. And to find out the role of stakeholders in each stage of the kotaku program implementation process in Rambung Dalam Village, can be seen in the following explanation:

- a. At the preparation stage with the announcement of the kotaku program implementation plan in Rambung Dalam Village. At this stage the most instrumental is the government through BAPPEDA, as the person in charge of activities tasked with providing announcement information to the public / private, agencies / agencies and Camat. While the role of the public and private sector only as the recipient of the announcement.
- b. At the stage of determining the direction of development with the activities of networking the aspirations of the community I and II. At this stage the role of

government is also still very dominant while the role of society and private sector is relatively low.

- c. The stage of formulating the plan with seminar / semilocal activities and the announcement of the draft plan. The stage of setting the plan with the preparation of local regulation draft activities and RPLP (Settlement Environmental Structuring Plan). At this stage the role of the government is very dominating and there is no participation from the public or the private sector at all.

It can be explained that the role of each development actor (stakeholder) in the implementation of the KOTAKU program in Rambung Dalam Village is still dominated by the role of the government, while the role of the public and private sector is relatively not too large.

4.6 Participation Rate Analysis of Development Outcomes

In this sub chapter diAnalysis about the relationship between the level of community participation in the implementation of the KOTAKU program in Rambung Dalam Village to the results of development, namely that the level of community participation in the implementation of the KOTAKU program in Rambung Dalam Village will affect the activities produced. It can be explained that with the level of community participation that only reaches the level of consultation, it will have an effect on the resulting RPLP. As a result, RPLP that has been produced, is not fully used as a reference for development both by the government, private and the public. It is evident that there are still irregularities in the utilization of space by the public and private sector, and there are still implementation of development programs by the government that are not in accordance with the directives in RPLP.

4.7 Comprehensive Analysis of Community Participation

Related to the theory of conscientization (justice) in which there is an understanding of balance and equality, it was not found in the implementation of the KOTAKU program in Rambung Dalam Village. Because what happens is imbalance and inequality is related to the dominance of the role of government rather than the role of society and the private sector. Inequality occurs because the communication process between the government and the public and the private sector does not work well. This approach will work well if participation initiatives arise from the awareness of people who have been empowered and equal in ability. For this reason, the education process is an effort to achieve this, one of which is by providing sufficient information and socialization.

Because there is a discrepancy in the process or there is a difference in the participation process in actual practice with the Permendagri, this situation will at least have an effect on the form and level of community participation. Because of such a participation process, the resulting forms of participation are dominated by input/suggestions/suggestions and information/data contributions, with the percentage reaching 74%. With a fairly large percentage, it shows that there is a willingness and ability of the community to participate. From the analysis of the role of each stakeholder in the implementation of the KOTAKU program in Rambung Dalam Village, it is found that the role of each development actor (stakeholder) is still dominated by the role of the government, while the role of the community and the private sector is relatively not too large. This is evident from the level of community participation that has only reached the level of consultation but has not been able to reach the degree of citizen power, and also the nature of the involvement of the community and the private sector is still at the initiative of the government, not on the initiative of the community itself. By looking at

this situation, the goal of participation to synergize all resources to support the planning process has not been achieved. In other words, the purpose of determining a collective agreement to decide future actions is also not optimal because of the dominance of the government's role. The low role of the community and the private sector will result in low support and commitment, and will affect the activities that have been produced, or may result in inconsistencies in the use of plans.

V. Conclusion

The form of community participation in the implementation of the Kotaku program in Rambung Dalam Village is strongly influenced by the respondent's income factor and the planning consultant's role factor. The planning consultant's role factor shows a stronger influence than the income factor, as indicated by a higher contingency coefficient (CC).

The factors in the form of community participation in the implementation of the KOTAKU program in Rambung Dalam Village are strongly influenced by the respondent's education factor, the respondent's income factor, and the planning consultant's role factor greatly influences the level of community participation in the implementation of the KOTAKU program in Rambung Dalam Village.

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