

IMPLEMENTATION OF SLUM AREA ARRANGEMENT TO CREATE A HEALTHY ENVIRONMENT IN DKI JAKARTA, INDONESIA

SUHARDIN¹, DEDEH MARYANI², GATOT HERY DJATMIKO³ & PANDJI SUKMANA⁴

¹Doctoral Program in Public Administration, Universitas Prof. Dr. Moestopo (Beragama), Jakarta, Indonesia

^{2,3,4}Universitas Prof. Dr. Moestopo (Beragama), Jakarta, Indonesia

<https://doi.org/10.37602/IJSSMR.2026.9418>

ABSTRACT

The issue of slum areas in DKI Jakarta Province remains a strategic concern in urban development. Population growth, land scarcity, and unequal access to basic facilities and infrastructure have led to the emergence of uninhabitable settlements. Efforts to revitalize slum areas are crucial for creating a healthy, safe, and sustainable environment. This study aims to analyze policies, execution, and factors influencing the implementation of slum area revitalization in DKI Jakarta Province. This study employs a descriptive qualitative approach and a case study method across five administrative regions: Central Jakarta, South Jakarta, North Jakarta, East Jakarta, and West Jakarta, as well as the Thousand Islands Regency. Data collection was conducted through in-depth interviews with relevant informants, field observations, and document analysis. Data analysis utilized the Edward III policy implementation model, focusing on four key variables: communication, resources, disposition (attitude of implementers), and bureaucratic structure. Research findings indicate that the revitalization of slum areas in DKI Jakarta has not yet reached optimal levels, primarily due to ineffective stakeholder collaboration, limited community participation, and constraints regarding budget and human resources. However, in areas such as South Jakarta and Central Jakarta, stakeholder collaboration has functioned quite effectively in the execution of environmental improvement programs. Policy communication and the commitment of implementers are the key determinants of the program's successful implementation.

Keywords: policy implementation, healthy environment, Slum area improvement.

1.0 INTRODUCTION

The average proportion of slum areas in DKI Jakarta Province stands at 9.351%, indicating that the extent of such areas remains significant. Consequently, the author deems it necessary to research the issue of slum area management in DKI Jakarta Province, as the matter requires serious attention from the government in collaboration with other stakeholders—particularly through community participation. In Indonesian society, a home reflects an individual's socioeconomic status, health, and cultural background. Residing in a home with a healthy environment is a key factor in achieving optimal health. In terms of housing facilities, homes that are unfit for habitation can potentially compromise the health of the family members living within them.

According to Law of the Republic of Indonesia Number 1 of 2011 concerning Housing and Settlement Areas, a slum settlement is defined as a settlement unfit for habitation due to

disorganized building layouts, high building density, and substandard building quality, facilities, and infrastructure (Statistics Indonesia – DKI Jakarta Province, 2011).

Furthermore, data from Statistics Indonesia (BPS) for DKI Jakarta Province (2017) identified 445 *Rukun Warga* (RW)—or community units—as slum areas. This figure shows a reduction in the number of slum RWs over a seven-year period, dropping to 77 RWs by 2024. These data demonstrate the government's—specifically the DKI Jakarta Province Public Housing and Settlement Agency (DPRKP)—commitment and effective performance. Nevertheless, the government and the community must continue efforts to reduce the number of slum areas, as the current figure remains relatively high at 9.351%.

Governor's Regulation Number 90 of 2018 concerning the Improvement of Slum Settlement Quality was established as the basis for programs and activities aimed at reducing slum areas. This regulation was subsequently updated by Governor's Regulation of DKI Jakarta Province Number 33 of 2024 concerning the Improvement of Settlement Quality. This is further reinforced by DKI Jakarta Provincial Governor Regulation Number 24 of 2025 concerning the Improvement of Slum Housing Quality through Housing Construction and Renovation.

The revitalization of slum areas in the Special Capital Region (DKI) of Jakarta is a key priority program aimed at creating a healthy, safe, and sustainable environment. The issue of slum areas involves not only the physical aspects of settlements but also social, economic, institutional, and environmental dimensions. The DKI Jakarta Provincial Government is striving to address these complex challenges through various programs—such as the Slum-Free City (KOTAKU) initiative and the Settlement Environment Arrangement Plan (RPLP)—as well as through cross-sector collaboration.

However, the implementation of slum revitalization efforts still faces various challenges, including land scarcity, suboptimal inter-agency collaboration, and low community participation in certain areas. At the same time, significant opportunities have emerged thanks to central government policy support, advancements in information technology, and a growing public awareness regarding the importance of a healthy environment. To fully understand the conditions and policy direction regarding slum revitalization in DKI Jakarta, a comprehensive analysis is required to identify the most suitable implementation models for the region.

Urban areas are typically characterized by high-intensity activity hubs and populations engaged in urban-centric activities. Urban populations generally exceed those of rural areas. This population growth drives the demand for decent, healthy housing among low-income residents and urban dwellers who struggle to meet their daily needs, including the need for adequate shelter.

Low incomes, unmet needs, and the desire to own a home or apartment lead urban residents to seek alternative housing solutions, such as building on land owned by others or undertaking unregulated construction on government-owned land. When administration—whether implemented by government bodies, private organizations, or individuals—is carried out effectively and systematically, it fosters good governance. All programs and activities undertaken by an organization—including development administration initiatives such as the upgrading of slum areas—must be executed well. This aligns with Fayol (1949), whose

classical administrative theory formulated 14 principles for organizational efficiency, including the division of work (specialization), authority, discipline, unity of direction, fair remuneration, the scalar chain (hierarchy), order, personnel management, initiative, and teamwork. This perspective is further supported by Tarumingkeng et al. (n.d.), referencing Gulick (1937), who developed the POSDCORB model to define the core functions of sound administration: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting. Additionally, Silalahi (1992) reinforced this by characterizing administration as a systematic group work process aimed at achieving specific goals, defined by key attributes: the presence of a group (at least two people), cooperation, division of tasks, a sequential process, guidance/leadership/supervision, and clearly defined objectives.

Given the issuance of gubernatorial regulations focused on upgrading slum settlements—which serve as the legal basis for implementing these improvement programs—it is essential to conduct annual evaluations of the implementation process and outcomes. These evaluations will provide the data necessary to plan for the transformation of slum environments into healthier living spaces in the years to come. The Urban and Regional Development Institute (URDI), acting as the expert team for the initiative, conducted a series of activities—including preliminary data screening (secondary data) and site surveys (sampling 46 slum-designated *Rukun Warga* or community units)—with data verified by the Sub-agency for Housing and Settlement Areas (PKP) across the cities and regencies of DKI Jakarta. These activities revealed that the reporting system was not functioning effectively, creating a risk of invalid data. Consequently, the author believes it is essential to cross-check the team's data to inform future policy-making regarding slum area improvement programs.

Observing trends over the years, many people from other regions seek to live in Jakarta; from their perspective, the national capital—with its extensive facilities—offers the hope of a better life compared to their home regions. This perception is supported by the presence of adequate economic infrastructure. Furthermore, factors such as convenient transportation, greater employment opportunities than in rural areas, sufficient public amenities, and the concentration of economic hubs serve as key attractions drawing migrants to DKI Jakarta. To remain close to their jobs, migrants who secure employment in the province often choose to reside nearby, a practice that has led to the proliferation of slum settlements. This aligns with the view expressed by Ridlo (2020), who noted that the rapid growth of trade, industrial, and service sectors has driven an increased demand for residential land.

This issue concerns housing and settlements that are substandard in terms of health standards. Consequently, the DKI Jakarta Provincial Government is implementing a phased program to improve the environmental quality of these slum areas by constructing simple yet habitable vertical housing (low-cost apartments). Achieving this goal requires accurate data for both development planning and the evaluation of previously implemented housing programs. In addition to data from the URDI survey, the information used is derived from the National Socio-Economic Survey (Susenas) conducted by Statistics Indonesia (BPS) in March 2022.

Slum areas are typically characterized by inadequate infrastructure, poor sanitation, high population density, and limited access to basic services such as clean water, electricity, and healthcare facilities. These conditions not only create an unsuitable living environment but also contribute to high rates of infectious diseases—such as diarrhea and dengue fever—often

caused by poor sanitation and waste management. Addressing housing issues and slum settlements requires more than just infrastructure construction; it must be balanced with social and economic interventions. This aligns with the findings of Wardani et al. (2019), who noted that urban housing and settlement development generally faces challenges regarding the poor quality and insufficient quantity of settlement infrastructure, resulting in a low quality of life for residents.

A city serves as a hub for various human activities—social, economic, and political—concentrated within a specific spatial layout on land defined by established administrative boundaries. Furthermore, Zulkarnaini et al. (2019) and Ridlo (2020) describe a city as a densely populated settlement area situated on limited urban land, typically characterized by a non-agrarian nature. Urban development does not always yield positive outcomes; it can also have negative impacts, such as the emergence of slum settlements around the city center. As Indonesia's center of government, economy, and culture, Jakarta holds a distinct appeal for newcomers from various regions. Rising urbanization has driven population growth and led to the emergence of informal settlements—or slums—across the capital. These settlements not only reflect social inequality but also pose significant challenges in creating a healthy and livable environment.

Informal settlements in Jakarta are typically situated along riverbanks, railway lines, or on undeveloped land informally occupied by low-income communities. They are characterized by poor structural conditions, cramped spaces, and high population density. Many households in these areas lack access to basic services such as clean water, sanitation, and adequate electricity. Narrow access roads often hinder the passage of emergency vehicles and other public service providers.

Coastal informal settlements, such as those in North Jakarta, face environmental threats like flooding and industrial pollution. Meanwhile, communities along the banks of the Ciliwung River and its tributaries are threatened by annual flooding, which exacerbates the already difficult conditions in these settlements. Beyond environmental vulnerabilities, these areas also grapple with social issues, including low educational attainment, unemployment, and limited access to healthcare facilities.

The existence of informal settlements presents a major challenge for the local government, prompting the launch of initiatives such as *Kampung* (neighborhood) improvement and urban renewal programs. However, addressing these areas requires a more inclusive and participatory approach that engages local communities in the planning and implementation of development projects. Transforming informal settlements into livable environments is a crucial step toward creating an inclusive, sustainable, and humane Jakarta.

At the same time, these settlements possess complex social and cultural dimensions. Many residents are low-income individuals who rely on the informal economy for their livelihoods. Relocation or redevelopment efforts that fail to consider these social aspects often worsen their economic situation, potentially creating a new cycle of poverty. On the other hand, newcomers often lack adequate knowledge and resources. Consequently, they seek affordable housing near their workplaces, such as factories and commercial hubs. This phenomenon has impacted the prevalence of slum settlements over the years.

Addressing the issue of slum settlements in the DKI Jakarta Province is a matter of great urgency, particularly given that urbanization and the emergence of urban slums are global phenomena affecting both developed and developing nations. By the year 2000, the urban population in developing countries had increased more than fivefold compared to 1920. This trend is supported by Yudohusodo (1991), who noted a clear correlation between urban population size and GDP per capita, observing that urbanization tends to rise alongside a nation's economic growth.

Furthermore, Tambunan (1991) identified three general categories of spatial patterns for urban slums: in metropolitan cities, these settlements are typically located around the Central Business District (CBD) and commercial centers, or just beyond the outer perimeter of the Civic Center (CC). To underscore the importance of addressing slum areas in DKI Jakarta, data from the 2022 National Socio-Economic Survey (SUSENAS) reveals that 56.13% of households in the province reside in homes they own. Meanwhile, 25.47% of households live in rented or leased properties, and 16.93% occupy rent-free housing.

A closer examination of housing occupancy status across the province's regencies and cities reveals that Central Jakarta is the only area where less than half (47.70%) of households live in owner-occupied homes. In all other areas, the rate of homeownership exceeds 50%, with the highest figure—ranging between 70% and 80%—recorded in the Thousand Islands Regency (Kabupaten Kepulauan Seribu).

2.0 LITERATURE REVIEW

In the field of public administration, development management is classified as a "middle-range theory"—a theory that bridges the "Grand Theory" of public administration (encompassing concepts such as the state, bureaucracy, and governance) with the tangible realities of development (program planning, implementation, and evaluation). This concept of middle-range theory aligns with the ideas of Robert K. Merton, who emphasized that middle-range theories are more practical and easier to apply than grand theories, which tend to be abstract (Merton, 1968). Development management is defined as the systematic management of resources utilized for development—employing management functions to ensure that development goals are achieved effectively, efficiently, equitably, and sustainably (Siagian, 2003; Tjokroamidjojo, 2001; Riyadi & Bratakusumah, 2004). Development management fits the characteristics of a middle-range theory because it is grounded in management and public administration theories (grand theory), focuses on the implementation of development policies and programs, possesses operational concepts, dimensions, and indicators, and can be empirically tested through policy and regional development studies (Parsons, 1995). Area structuring (*penataan kawasan*) is the process of planning, controlling, and managing the space of a specific area in an integrated manner; it aims to enhance environmental quality, socio-economic functions, and regional sustainability through public policy interventions (Jayadinata, 1999; Yunus, 2008; Law No. 26 of 2007 on Spatial Planning). Edward III (cited in Subarsono, 2011) posits that policy implementation is influenced by four variables:

1. Communication. Successful policy implementation relies heavily on the implementer's ability to communicate effectively with the target group. A sound communication process helps minimize potential distortions during implementation.

2. Resources. Even when a policy has been communicated clearly and consistently, successful implementation still requires adequate resources. Without the support of resources—whether human or financial—implementation will not proceed optimally. The competence of implementers, for instance, is a crucial factor in ensuring that policies are applied effectively.
3. Disposition. The temperament and character of implementers—such as commitment, honesty, and a democratic mindset—play a major role in the success of policy implementation. Implementers with a positive disposition will carry out policies in accordance with the policymakers' expectations. Conversely, if implementers hold differing attitudes or views, the implementation process risks becoming ineffective.
4. Bureaucratic Structure. The bureaucratic structure responsible for executing policies significantly impacts implementation effectiveness. Elements such as Standard Operating Procedures (SOPs) and organizational fragmentation must be appropriately designed. Excessively long organizational structures and complex bureaucratic procedures (red tape) can hinder flexibility and weaken oversight, thereby reducing organizational efficiency.

According to Edward III (cited in Budi Winarno, 2008), the policy communication process is influenced by three key factors:

- a. Transmission. Before a decision can be implemented, implementing officials must be aware that the decision has been made and that its execution has been ordered. Without effective transmission, implementation cannot begin.
- b. Clarity. For a policy to be implemented as intended, implementation guidelines must be clearly received by those responsible for execution. Instructions that are vague, non-specific, or fail to clarify when and how a program should be carried out can impede implementation.
- c. Consistency. Implementation orders must be consistent and free from contradiction. Even if orders are clearly communicated, conflicting content makes it difficult for implementers to perform their duties effectively, resulting in ineffective policy implementation.

3.0 RESEARCH METHOD

This study was conducted in the DKI Jakarta Province, focusing on five (5) administrative cities and one (1) regency, namely:

1. Central Jakarta Administrative City,
2. North Jakarta Administrative City,
3. West Jakarta Administrative City,
4. South Jakarta Administrative City,
5. East Jakarta Administrative City, and
6. Thousand Islands Regency.

The selection of these six areas is based on considerations regarding the varied characteristics of slum areas, the scope of revitalization programs already implemented or currently underway, and the representation of dense urban zones (Central, North, West, South, and East Jakarta) as

well as the Thousand Islands Regency. This diversity is expected to provide a comprehensive overview of slum revitalization implementation and its impact on achieving a healthy environment. The research will span a period of one year and two months, running from early February 2025 to the end of April 2026.

The study employs a descriptive qualitative approach aimed at providing an in-depth description of the processes, dynamics, and outcomes of slum revitalization efforts in the context of creating a healthy environment within the DKI Jakarta Province. This approach was selected because the phenomenon under study is complex, multidimensional, and highly contextual, meaning it cannot be fully understood through numbers or quantitative data alone.

The research focuses on gaining a deep understanding of policies, the actors involved, and community experiences during the slum revitalization process. Consequently, qualitative methods allow for the exploration of perceptions, practices, obstacles, and successes from the perspectives of various stakeholders, such as local government, program implementers, and the local community. Data collection relies on direct field observation, in-depth interviews, policy and program documentation, and literature reviews. Data analysis is conducted inductively through processes of categorization, interpretation, and deriving meaning from field findings. Through this design, the study aims to provide a comprehensive and reflective picture of the effectiveness of slum revitalization in supporting the creation of a healthy environment in DKI Jakarta Province. The subjects of this study are the actors, stakeholders, and beneficiaries directly or indirectly involved in the slum area upgrading process, including:

1. Local government officials or personnel (at provincial and city/regency levels) responsible for housing/settlements, the environment, planning, and health.
2. Slum upgrading program implementation teams, comprising government personnel, consultants, private sector entities, NGOs, and partner organizations.
3. Community leaders and residents living in the slum areas, who are the primary targets of the upgrading program.
4. Representatives of civil society organizations or local communities involved in the planning and monitoring of upgrading activities.
5. Private sector entities or development partners, where relevant—such as developers or Corporate Social Responsibility (CSR) program donors.

4.0 RESULTS AND DISCUSSION

Hasil penelitian menunjukkan bahwa implementasi kebijakan penataan kawasan kumuh di Efforts in the Special Capital Region (DKI) of Jakarta have been carried out in stages through various local government programs, such as upgrading basic infrastructure, providing decent housing, and empowering the community. However, success rates vary significantly across regions. South Jakarta and Central Jakarta generally show greater progress in slum area revitalization, whereas North Jakarta, West Jakarta, and parts of East Jakarta continue to face challenges—particularly regarding land constraints, population density, and low community participation.

Research Findings on the Implementation of Slum Area Revitalization Policies to Create a Healthy Environment in the Special Capital Region of Jakarta: A Study Covering Central

Jakarta, West Jakarta, East Jakarta, South Jakarta, North Jakarta, and the Thousand Islands Regency.

The research indicates that the implementation of slum area revitalization policies in the Special Capital Region of Jakarta is progressing, particularly regarding regulations and basic infrastructure development. Nevertheless, discrepancies remain between established regulations and their actual implementation on the ground, especially concerning policy information dissemination, inter-agency cooperation, workforce capabilities, and community involvement.

These findings align with the theories of Edwards III (2014) and Huberman & Miles (1994), which emphasize the importance of organizational, managerial, and participatory aspects in successful policy implementation. Detailed research findings are presented below.

1. Implementation of the Slum Area Improvement Policy in DKI Jakarta Province

a. Communication Dimension

The improvement of slum areas in DKI Jakarta Province is governed by the DKI Jakarta Governor's Regulation regarding settlement improvement—specifically Governor's Regulation No. 33 of 2024 on Settlement Quality Improvement. Several articles within this regulation outline the objectives and the operational procedures for officials addressing slum areas in the province. Article 7 details the steps for addressing slum areas slated for improvement, including community proposals and assessments by the local government, particularly the Settlement Agency. Furthermore, Article 8 mandates that the government re-examines locations every five years to evaluate whether there have been changes in slum conditions. Article 9 empowers mayors or regents to designate the locations most urgently in need of improvement. Additionally, Article 17 outlines various components of strategic planning, such as vision, problem analysis, strategies, funding, and implementation schedules. Articles 24–27 further explain the application and management of funds, demonstrating the policy's comprehensive approach. This indicates a focus not only on physical aspects but also on social and economic dimensions. Thus, the regulation provides legal certainty and technical guidelines for the implementation of the settlement area management program.

These provisions have been adhered to by the team designated in the DKI Jakarta Provincial Governor's Decree. This aligns with the findings from the author's interviews with research informants, which generally correspond to the content of DKI Jakarta Provincial Governor's Regulation No. 33 of 2024.

According to the informants—including the Head of the Settlement Agency and the Head of the Environmental Agency—the rules outlined in the regulation have been optimally communicated to both the officials involved in the Slum Area Improvement program and the target groups (the community). Nevertheless, there remains a segment of the public that does not fully understand the planned Slum Area Improvement program. This is evident from several research findings indicating that public awareness and engagement regarding the program remain insufficient; in other words, the community tends to remain passive. For instance, research on public participation in the Manggarai Urban shows that such participation remains very low (Demeria MS: 2019).

Furthermore, regarding communication conducted by the DKI Jakarta Government—specifically the Housing and Environment Agency—mayors, regents, and sub-district heads overseeing areas included in the Slum Area Improvement Program generally reported having received clear information.

Based on the analysis of the communication dimension, it can be concluded that inter-agency collaboration is suboptimal, hindering effective communication—particularly vertical communication. Insights gathered from various informants suggest a need to incorporate dimensions of collaboration and Betawi culture, alongside the need for adaptation among urban residents hailing from diverse regions across Indonesia.

b. Resource Dimension

The government personnel assigned to the slum area revitalization program team are generally competent; however, effective collaboration—particularly among relevant agencies—has yet to be established. Furthermore, there is still an overlap in the main duties and functions of the respective agencies. Marlina (2025) notes that this situation leads to the program missing its targets, especially regarding technical aspects requiring multi-stakeholder collaboration—such as drainage, sanitation, environmental infrastructure, and land rights issues—as well as socio-economic aspects identified in the research.

Additionally, Marlina (2025) states that although the DKI Jakarta Provincial Housing and Settlement Agency serves as the primary coordinator for the slum revitalization program, inter-agency cooperation involving departments such as the Environmental Agency and the Public Order Agency (Satpol PP) remains limited. This situation aligns with the author's interviews with informants and research findings indicating that the lack of program integration across government agencies is an issue requiring improved cooperation and collaboration.

Regarding funding, the program relies heavily on the State Budget (APBN); however, budget disbursement is frequently delayed, thereby hindering the implementation of program activities. Funding is also sourced from the Regional Budget (APBD) and other supporting funds, specifically the Special Allocation Fund (DAK). These funds finance physical activities—such as basic infrastructure construction and the provision of decent housing—as well as non-physical activities supporting the revitalization program. However, in field implementation, the frequent delays in APBN disbursement—alongside other factors—have caused shifts in the schedules for both physical and non-physical activities, resulting in assistance to residents not being delivered according to the planned timeline.

The implementation of the slum revitalization program, particularly regarding technical aspects, involves not only government personnel but also consultants and the target community groups. Limited human resources in this context have impacted the provision of facilities and infrastructure, leading to delays and a failure to effectively meet the intended targets. This structure aims to combine administrative strength, technical expertise, and construction capabilities to ensure the successful implementation of the slum settlement quality improvement program. Based on interviews with informants, observations, and document reviews—drawing from both previous research and program implementation reports—it can be concluded that the implementation of the slum area revitalization program in DKI Jakarta

Province has not yet been optimal. Regarding the resource dimension, it is evident that various resources remain limited and their utilization has not been maximized.

c. Disposition Dimension

Although Standard Operating Procedures (SOPs) have not yet been formally codified in a Gubernatorial Regulation, the team's Decree (SK)—detailing the personnel involved as well as their respective functions and duties—has been communicated by the team leader. Similarly, a decree has been issued designating the third party responsible for carrying out physical construction in the slum areas. Furthermore, a Gubernatorial decree specifies which slum areas are slated for revitalization each year. Consequently, affected communities are required to comply with the regulations issued by the DKI Jakarta Provincial Government. Based on the analysis of the disposition dimension, it can be concluded that these slum revitalization programs are generally understood by stakeholders, although many members of the public still lack a full understanding of them.

d. Bureaucratic Structure Dimension

Rustiadi Y. et al. (2021) state that in the implementation of slum area improvement policies, the decision-making process generally follows a top-down approach; this means that decisions and program plans are formulated by the government without actively involving residents from the outset. Consequently, resident initiative remains low because they are excluded from strategic decision-making stages, receiving information only after policies have been finalized. This results in policies that fail to adequately address the needs and aspirations of the local community. Residents are invited only during final stages—such as dissemination sessions or passive consultations—rather than participating as partners in selecting the plan. This aligns with findings from interviews with informants, specifically the leaders of the target groups designated to receive the program.

The organizational structure of the team involved in this program is clearly defined by the Governor's Regulation regarding the Slum Area Improvement program in DKI Jakarta. Similarly, the chain of command and the functions of all team members are clearly established. However, because the program also involves the independent relocation of residents, community empowerment efforts—such as skills training—remain limited. This impacts the community's ability to independently improve their well-being after their settlement areas have been upgraded. Programs like *Kotaku* (a collaborative slum improvement initiative) do include community capacity-building efforts, yet they remain focused primarily on infrastructure development or physical projects rather than the sustainable economic empowerment or job skills required by the community.

Based on the description of the Bureaucratic Structure dimension, it can be concluded that while the bureaucratic structure is clear, the lack of program integration among government agencies creates obstacles that the team must address.

In addition to the dimensions and indicators identified by George C. Edwards III, the author also identified dimensions emerging from informant responses—specifically, the importance of effective collaboration among the five components of the "pentahelix" model: government (Public Housing and Settlement Agency, Health Agency, and Environmental Agency); third

parties (private sector); the community; and academia (higher education institutions). ...and social media (journalists, netizens, Instagram, Facebook, TikTok, etc.). Furthermore, the adaptation of urban dwellers or migrants from other regions to Jakarta has not yet aligned with the specific characteristics of the DKI Jakarta Province—whether regarding the nature of its society or the phenomena and programs currently being pursued by the DKI Jakarta Provincial Government. This is evidenced by the low level of participation among migrants in the implementation of policies addressing slum areas—the very environments where these migrants reside.

2. Challenges faced and efforts undertaken by the DKI Jakarta Provincial Government to address the obstacles in reorganizing these slum areas.

Based on the author's interviews with various informants—including government officials and affected community members—several challenges were identified, as follows:

a. Challenges regarding the Communication dimension

1. The frequency of vertical communication remains very low, resulting in many community members failing to grasp the importance of this program. Yet, the program aims to improve community welfare by enhancing the quality of the residential environment and boosting socio-economic conditions, which in turn affects overall quality of life. Therefore, the government needs to increase the frequency of vertical communication with affected communities so that they fully understand the significance of the program's implementation.
2. Information conveyed by the DKI Jakarta Provincial Government to mayors, sub-district heads (*camat*), and urban village heads (*lurah*) must be clear to prevent discrepancies in perception among them.

b. Challenges regarding the Resource dimension

1. Limitations in government human resources—specifically the number of staff involved in the program—combined with the low skill levels of the affected community (particularly urban migrants from various regions who struggle to adapt to Betawi culture), create obstacles for program implementation.
2. Persistent delays in funding from the State Budget (APBN) result in corresponding delays in program implementation.

c. Challenges regarding the Disposition dimension

Although team members currently work according to their respective duties and roles as outlined in the Governor's Decree appointing the implementation team, future conflicts could arise because these roles have not been formally codified in a Governor's Regulation (such as a decree on Standard Operating Procedures/SOPs).

d. Challenges regarding the Bureaucratic Structure dimension

1. "Sectoral ego" persists among the various government agencies involved in handling this program. Consequently, collaboration is crucial to avoid overlapping activities—

which lead to budgetary waste when the same activity is funded separately by different agencies.

2. Lack of program integration among the relevant government agencies.

3. An appropriate implementation model for managing slum area revitalization within the DKI Jakarta Provincial Government.

Based on the points outlined in 2.1 and 2.2 above, interview findings reveal that collaboration among agencies and stakeholders is crucial. Therefore, all government agencies involved in slum revitalization—specifically the DKI Jakarta Provincial Housing and Settlement Agency and the DKI Jakarta Provincial Environmental Agency—must collaborate intensively on these revitalization programs. Furthermore, all team members designated in the Governor's Decree for the DKI Jakarta slum revitalization project must be active and carry out their respective duties promptly.

Collaboration should take place at least once a month to monitor the progress of the slum revitalization policy implementation program. Additionally, the team composition must reflect a balance between the two agencies to ensure an equitable distribution of responsibilities. For instance, if a key role is held by a representative from the DKI Jakarta Provincial Housing and Settlement Agency, the corresponding counterpart should be from the DKI Jakarta Provincial Environmental Agency; a similar balance between the two agencies should be maintained for all other team members.

5.0 CONCLUSION

Based on the research findings and discussion, the following conclusions can be drawn:

1. Implementation of the Slum Area Improvement Policy in DKI Jakarta Province

- a. Communication dimension: Inter-agency collaboration is currently inadequate, hindering effective communication—particularly vertical communication.
- b. Resource dimension: Limitations persist regarding human resources, budget, and facilities and infrastructure.
- c. Disposition dimension: Incomplete Standard Operating Procedures (SOPs) mean that not all stakeholders fully understand the implementation mechanisms of the slum improvement program.
- d. Bureaucratic structure dimension: While the bureaucratic structure is clear, there is a lack of program integration between relevant government agencies—specifically the DKI Jakarta Provincial Housing and Settlement Agency and the DKI Jakarta Provincial Environmental Agency.

2. Obstacles faced by the DKI Jakarta Provincial Government in implementing the slum area improvement policy

- a. Communication: The frequency of both horizontal and vertical communication remains very low; consequently, not all team members fully understand the program's implementation, and many community members fail to grasp the program's importance.

- b. Human resource limitations: A shortage of capable government personnel has hindered optimal program implementation. Furthermore, the low quality of human resources in slum areas—specifically among urban residents struggling to adapt to the local culture—has slowed the program's completion. Additionally, delays in funding from the State Budget (APBN) have impacted program execution.
- c. Sectoral ego: Relevant government agencies continue to exhibit "sectoral ego," resulting in a lack of overall program integration.
- d. Incomplete SOPs: Unclear implementation mechanisms have led to overlapping activities among the various teams from different agencies involved in the program.

3. An appropriate implementation model for addressing slum area improvement in DKI Jakarta Province

Based on findings from interviews and observations, the author identifies collaboration and adaptation as crucial elements. Therefore, the author proposes expanding George C. Edwards III's policy implementation model into six dimensions: Communication, Resources, Disposition/Attitude, Bureaucratic Structure, Collaboration, and Adaptation. Consequently, the inclusion of collaboration and adaptation warrants the attention of stakeholders, particularly the government, which serves as the leading sector. Thus, this new model builds upon the existing framework—specifically the policy implementation model proposed by George C. Edwards III—which serves as the analytical lens for this study.

5.1 Recommendations

Based on the conclusions above, the author offers the following recommendations regarding the research findings:

1. Implementation of the Slum Area Improvement Policy in DKI Jakarta Province

- a. Communication regarding the slum improvement program in DKI Jakarta—specifically the dissemination of information through briefings and outreach—needs to occur more frequently. This ensures that all stakeholders fully understand their respective roles within the program.
- b. Human resource capacity needs to be enhanced through various environment-related training programs. Furthermore, effective collaboration among all stakeholders is essential, as is intensive consultation with the central government to ensure timely funding from the State Budget (APBN). Additionally, the utilization of facilities and infrastructure supporting the slum improvement program needs to be optimized.
- c. Regional leadership—specifically the Governor of DKI Jakarta—needs to direct all relevant agencies to plan their respective programs in an integrated manner to prevent overlapping activities and funding.
- d. Standard Operating Procedures (SOPs) must be established for all programs, including the slum improvement initiative. This will clarify implementation mechanisms and define the specific responsibilities of each team member in ensuring the program's success.

2. Obstacles faced by the DKI Jakarta Provincial Government in implementing the slum area improvement policy

- a. The frequency of team meetings needs to be increased. This applies from the initial preparation meetings through to the periodic progress evaluations (held at least every two weeks) and the final comprehensive evaluation upon program completion to assess the achievement of the slum improvement program's goals and objectives. Similarly, outreach to the program's target beneficiaries—residents living in slum areas—must continue until they fully understand the importance of the slum improvement program;
- b. Specifically regarding the socioeconomic aspects of slum area revitalization—aimed at improving the residents' standard of living—it is essential to implement well-planned annual training programs tailored to their interests and needs. These programs should enhance their knowledge and skills, serving as a foundation to facilitate employment and support the fulfillment of their families' needs;
- c. The DKI Jakarta Provincial Development Planning Agency, in collaboration with the Regional House of Representatives (DPRD) regarding slum revitalization, must rigorously verify on-the-ground conditions. This ensures that revitalization efforts are integrated across relevant agencies, thereby avoiding activity overlap and preventing redundant costs;
- d. Standard Operating Procedures (SOPs) must be as comprehensive as possible, clearly outlining activity types, responsible personnel, schedules, and required budgets so that all team members and stakeholders are fully informed.

3. An appropriate implementation model for addressing slum area revitalization in DKI Jakarta Province

George C. Edwards III's policy implementation model, enhanced by a collaboration dimension—which must be earnestly executed by all stakeholders—and a focus on urban community adaptation. Residents must gain a deep understanding of the program's benefits, ensuring they secure housing within an environment that allows them to safely pursue activities to meet their socioeconomic, sociocultural, and sociopolitical needs.

REFERENCES

1. Badan Pusat Statistik Provinsi DKI Jakarta. (2021). Provinsi DKI Jakarta Dalam Angka 2021.
2. Bappeda.jakarta.go.id, <https://bappeda.jakarta.go.id/dokumen-renana>, DKI Jakarta 2020-2022<https://jakarta.bps.go.id/indicator/7/178/1/jumlah->
3. Instruksi Presiden Nomor 5 Tahun 1990 tentang Peremajaan Permukiman Kumuh yang Berada di Atas Tanah Negara memuat instruksi kepada para menteri dan pejabat terkait untuk melaksanakan peremajaan permukiman kumuh di daerah perkotaan, terutama yang berada di atas tanah Negara di seluruh Indonesia, sesuai dengan pedoman .
4. Krisandriyana, M., Astuti, W., & Fitria Rini, E. (2019). Faktor Yang Mempengaruhi Keberadaan Kawasan Permukiman Kumuh Di Surakarta. *Desa-Kota*, 1(1), 24. <https://doi.org/10.20961/desa-kota.v1i1.14418.24-33>
5. Ridlo, M. A. (2020). Permukiman Liar (Squatter Settlement) Di Jalur Kereta Api Kota Semarang. *Jurnal Planologi*, 17(2), 150. <https://doi.org/10.30659/jpsa.v17i2.12790>
6. Tambunan, R. (1991). *Hunian Liar dan Pemerintah: Antara Toleransi dan Represi* (JIIS vol. 1). Jakarta: PAU-IS-UI & PT Gramedia. Teferi,

7. Undang-undang Republik Indonesia Nomor. 1 Tahun 2011 tentang Perumahan dan Kawasan Permukiman.
8. Wardani, Y. K., Herwangi, Y., & Sarwadi, A. (2019). Peran Struktur Sosial dalam Pembangunan Sarana Prasarana Permukiman Perkotaan (Studi Kasus: PLPBK Kelurahan Karangwaru Kecamatan Tegalrejo Kota Yogyakarta). *Jurnal Ilmu Pemerintahan Widya Praja*, 44(1), 1–20. <https://doi.org/10.33701/jipwp.v44i1.215>
9. Yudohusodo, Siswono, (1991). *Rumah Untuk Seluruh Rakyat*, INKOPPOL, Jakarta. Undang-Undang RI No.16 Tahun 1985 tentang Rumah Susun.
10. Zulkarnaini, W. R., Elfindri, E., & Sari, D. T. (2019). Faktor-Faktor yang Mempengaruhi Permukiman Kumuh di Kota Bukittinggi. *Jurnal Planologi*, 16(2), 169. <https://doi.org/10.30659/jpsa.v16i2.5047>