

## KOTAKU PROGRAM EVALUATION FOR SLUM AREA MANAGEMENT IN KAMPUNG BUGIS

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### Abstract

#### Keywords:

KOTAKU,  
Policy Evaluation,  
Slum Area,  
Program Implementation,  
Kampung Bugis

*This study evaluates the implementation of the Kota Tanpa Kumuh (KOTAKU) Program in addressing inadequate housing conditions in Kampung Bugis, Tanjungpinang City. A descriptive qualitative approach was employed, using in-depth interviews, field observations, and document analysis as primary data collection methods. The evaluation framework applied was William N. Dunn's six criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Findings reveal significant achievements in improving basic infrastructure such as neighborhood roads, drainage systems, and sanitation facilities, although some aspects, notably waste management and fire protection, remain inadequate. Benefits distribution was uneven across targeted areas, yet community participation was notably high, reflecting strong responsiveness to the program. The study concludes that while the KOTAKU Program was efficient and aligned with local needs, its sustainability depends on continued inter-agency collaboration and community engagement. Policy recommendations include enhancing waste management systems, improving fire protection infrastructure, and strengthening long-term community capacity building initiatives.*

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### INTRODUCTION

Urbanization in Indonesia has been accelerating significantly, with the national urban population projected to reach 60% by 2025, 63.4% by 2030, and 66.6% by 2035 (Badan Pusat Statistik [BPS], 2025). This rapid demographic shift has contributed to the expansion of slum settlements in various urban areas, often resulting from inadequate spatial planning and limited infrastructure capacity (United Nations Human Settlements Programme [UN-Habitat], 2016). Slums are typically characterized by high population density, substandard housing, limited access to clean water, poor sanitation, and



inadequate basic infrastructure. Such conditions present serious challenges to creating inclusive, sustainable, and livable cities.

In response to these challenges, the Indonesian government launched the Kota Tanpa Kumuh (KOTAKU) Program in 2016 as a strategic initiative under the “100-0-100” movement, which aims for 100% access to safe drinking water, 0% slum areas, and 100% adequate sanitation (Kementerian Pekerjaan Umum dan Perumahan Rakyat [PUPR], 2020). The program is implemented through multi-level collaboration involving central and local governments, communities, and international development partners, with financial and technical support from the World Bank. The KOTAKU Program focuses on slum upgrading through infrastructure improvement, community empowerment, and institutional strengthening while also preventing the emergence of new slum areas (Program KOTAKU, 2020).

Despite its national scope, the success of the KOTAKU Program varies across regions. In some areas, including those that have received substantial intervention, several slum-related issues persist, particularly in waste management, fire protection, and equitable distribution of benefits (Anisa, 2023). These disparities highlight the importance of localized evaluations to capture the program’s actual performance at the community level. Kampung Bugis in Tanjungpinang City, designated as a priority intervention area in 2014, is one such location where the KOTAKU Program has been implemented but still faces significant infrastructural and environmental challenges.

Given this context, this study aims to evaluate the KOTAKU Program’s implementation in Kampung Bugis using William N. Dunn’s (2003) six evaluation criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. By focusing on this framework, the research seeks to provide a comprehensive assessment that reflects both the achievements and shortcomings of the program, offering actionable insights for policy improvement and sustainable urban development. The findings are expected to contribute to policy refinement at the municipal level while enriching the broader discourse on slum management strategies in Indonesia.

## LITERATURE REVIEW

Public policy evaluation is a systematic process for assessing the relevance, effectiveness, efficiency, and impact of policies and programs (Dunn, 2003). Dunn’s framework, widely applied in program assessments, consists of six key criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Effectiveness measures the extent to which program objectives are achieved, while efficiency assesses the optimal use of resources in attaining results. Adequacy considers whether the outcomes sufficiently address the targeted problems, equity evaluates the fairness in benefit distribution, responsiveness gauges the program’s alignment with stakeholder needs, and appropriateness examines the relevance and rationality of program objectives (Fachrunissa, 2021). This multidimensional approach enables evaluators to capture not only program outputs but also the quality and sustainability of outcomes.

Several studies have assessed the KOTAKU Program using these criteria, revealing both notable successes and persistent challenges. For example, Noviliyani (2023) found that while the program achieved high effectiveness in infrastructure upgrading, it fell short in ensuring equitable benefit distribution and sustaining improvements in waste management systems. These findings suggest that despite the program’s robust planning and multi-stakeholder approach, localized factors such as

community capacity, environmental conditions, and inter-agency coordination can significantly influence results.

The case of Kampung Bugis offers a unique perspective within this body of literature. As a coastal settlement characterized by stilt housing over tidal waters, Kampung Bugis presents distinct infrastructural and environmental challenges that differ from inland urban slums. Issues such as tidal flooding, limited road access, and high vulnerability to environmental hazards necessitate tailored intervention strategies. Evaluating the KOTAKU Program in this context not only provides insights into the program's adaptability but also informs the development of slum upgrading models for similar coastal communities in Indonesia.

## METHODOLOGY

This study employed a qualitative descriptive research design to provide an in-depth evaluation of the KOTAKU Program in Kampung Bugis. A qualitative approach was deemed appropriate as it allows for a comprehensive understanding of social phenomena, stakeholder perceptions, and program impacts within their real-life context. The research site, Kampung Bugis, is one of the designated slum areas in Tanjungpinang City targeted by the KOTAKU Program since 2016. Its unique geographical setting as a coastal settlement with high environmental vulnerability made it an ideal case for exploring both the program's achievements and its limitations.

Data collection was conducted between February and April 2025 using three primary methods: in-depth interviews, direct observations, and document analysis. A total of eight key informants were purposively selected, comprising officials from the Tanjungpinang City Department of Housing and Settlements, local government representatives, community leaders, and residents who directly experienced the program's interventions. Interviews were guided by semi-structured questions based on Dunn's (2003) evaluation criteria. Direct observations focused on the physical condition of infrastructure, including roads, drainage, sanitation facilities, waste management systems, and fire protection equipment. Document analysis involved reviewing policy documents, program reports, and statistical data provided by the KOTAKU implementing team and local government agencies.

The data analysis followed Miles and Huberman's (1994) interactive model, which consists of three concurrent activities: data condensation, data display, and conclusion drawing/verification. This iterative process allowed the researcher to continuously refine interpretations and ensure the credibility of findings. Triangulation was applied by cross-checking data from interviews, observations, and documents to enhance validity (Patton, 2015). Ethical considerations were addressed by obtaining informed consent from all participants and ensuring confidentiality of responses. The study's methodological rigor aims to produce findings that are both contextually grounded and applicable to broader discussions on slum upgrading policies in Indonesia.

## RESULTS AND DISCUSSION

The implementation of the KOTAKU Program in Kampung Bugis has brought measurable improvements to several key infrastructure components. Field observations and interviews revealed that the most significant achievements were in the construction of neighborhood roads, the installation of drainage systems, and the provision of communal sanitation facilities. These interventions have enhanced accessibility, reduced

flooding in certain areas, and improved public hygiene. However, despite these gains, substantial gaps remain, particularly in waste management and fire protection infrastructure. These shortcomings align with findings from the KOTAKU program's technical assessment in Tanjungpinang City, which indicated that many infrastructure components still failed to meet technical standards (Program KOTAKU, 2020).

The following table summarizes the slum indicators and parameters for Kampung Bugis, highlighting the conditions that justified its selection as a priority intervention area under the KOTAKU Program.

**Table 1 : Indicators and Parameters of the KOTAKU Program in Kampung Bugis**

Criteria/Indicator	Parameter	Percentage (%)
Building Conditions	• Irregular Building Layout	41
	• Non-compliance with Building Standards	25
Road Conditions	• Unserved Road Network	33
	• Poor Road Surface Quality	29
Water Supply	• No Access to Safe Water	14
	• Insufficient Water Supply	18
Drainage	Poor Rainwater Drainage	8
Wastewater Management	Non-compliant Wastewater System	59
Waste Management	• Non-compliant Waste Facilities	93
	• Poor Waste Management	31
	• Unmaintained Waste Facilities	93
Fire Protection	• No Fire Protection Facilities	61
	• No Fire Protection Equipment	99

The data show that waste management poses the most critical challenge, with 93% of facilities not meeting compliance standards and an equal percentage of existing facilities poorly maintained. Fire protection infrastructure is also severely lacking, with almost complete absence of equipment (99%) and facilities (61%). These conditions not only hinder the overall adequacy of the program but also pose significant safety and health risks to the community.

In terms of equity, program benefits were not evenly distributed across all households, with some areas receiving more infrastructure investment than others. However, community participation emerged as a strong point of the program. Residents were actively involved in planning and implementing certain activities, indicating high responsiveness and alignment with local needs. This suggests that while technical and infrastructural challenges remain, the program has succeeded in fostering social engagement a critical factor for long-term sustainability.

The efficiency of the KOTAKU Program in Kampung Bugis can be observed in its ability to maximize the use of limited funds, often through leveraging community labor and local resources. Nevertheless, the sustainability of these outcomes depends heavily on consistent inter-agency coordination, regular maintenance of infrastructure, and continuous community capacity building (Program KOTAKU, 2020). Without addressing the pressing issues in waste management and fire protection, the program's long-term impact could be compromised.

## CONCLUSION

This study concludes that the KOTAKU Program in Kampung Bugis has achieved partial success in upgrading slum infrastructure, particularly in road improvement, drainage construction, and the provision of communal sanitation facilities. These developments have contributed to better accessibility, reduced flooding, and improved hygiene conditions for residents. However, the program's overall adequacy remains constrained by persistent issues in waste management and fire protection, both of which present significant environmental and safety hazards.

In terms of equity and responsiveness, the program demonstrated strengths in engaging the community in planning and implementation, ensuring that interventions were aligned with local needs. Nevertheless, disparities in the distribution of infrastructure investments highlight the need for more equitable allocation of resources. Efficiency was reflected in the program's ability to optimize limited funds through community involvement, yet its long-term sustainability will require stronger institutional coordination and consistent maintenance efforts.

Applying Dunn's (2003) evaluation criteria has shown that while the KOTAKU Program in Kampung Bugis meets several objectives, it requires targeted improvements to fully achieve its intended goals. The findings underscore the importance of integrating technical, social, and institutional strategies to address complex slum conditions, particularly in coastal settlements with unique environmental challenges. Policymakers should prioritize waste management reform, fire protection measures, and community capacity building to ensure the program's sustainability and replicability in similar contexts.

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