THE IMPLEMENTATION OF SLUM AND SQUATTER IMPROVEMENT PROGRAMS, IN THE RIVER BASINS OF YOGYAKARTA

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Faturrochman*

Introduction

The problem of slums and squatters in the Yogakarta town, which are mainly located in the river basins, has been so alarming. There are some issues as to why the problem of slums is closely related to the urban development policies. First, the density of population in these areas is growing higher. In the two main rivers of Yogakarta, the Code and Winongo, the density is 142.95 people/Ha and 132.46 people/Ha respectively whereas the total density for the regency is about 130 people/Ha. Second, the quality of

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Populasi, 8(2), 1995

ISSN: 0953 - 0292
The Implementation of Slum

Policy and programs

In 1984/1985, the government launched the first Kampung Improvement Program (KIP) in Terban kampong, the northern part of Cirebon, with aid funding from the World Bank. This program was aimed at overcoming further kampong deterioration by improving kampong physical environment and its sanitation. Pavements, storm water drainage, squating toilet systems (jamban kelapa), clean water facilities, and sewage systems were built with the KIP funding. The kampong conditions have been improved in some parts of the slum. But the influx of rural people residing in the slum areas was never ended. They came to Cirebon, Prawato, and the southern part of
noth the squatters altogether since much of the environmental ulation was indicted. But the dents who were backed by Romo unggu, an architect and Catholic 3 that the city was simply unacceptable ase they were still able to enjoy ing in the area without flood treat es. The government could not ng areas. Romo Mangun was able to prove that the area was able to convince people to grade the kampong through a 1. Finally, government gave up the iction plan and even responded sively to their opinions. There after, ivement launched new projects in the kampongs. Apart from the F. there have been many projects hich are aimed at improving the ng conditions in the slums along the er basins:

**Slum Areas Social Rehabilitation** (Rehabilitasi Sosial Daerah Kumuh, RSDK):
The objectives are to improve the settlements and cleanliness of the environment, to stimulate community's responsibility for their environment and to enhance local community institutions. The target groups are the poor families who have poor housing. Practically, implementation of project is the project renovating poor housing through a self-help mechanism.

**Productif Keluarga Miskin,** USEP-KM):

The main objective is to increase households' income and to harmonize social relationship among the community members.

The project goes to the women of poor families through PKR (Women’s Family Welfare Institution). Subsequent projects also involve the Youth Institutions. USEP-KM allocates a stimulating fund in order to increase the income of the households in the slums.

3. **Community Venture Projects** (Pembinaan Usaha Kesejahteraan Sosial Masyarakat, PUKSM):

It is intended to improve housing quality, to improve the skills of poor people and to enhance the role of local community institutions. Instructors are assigned to train the poor so that they will hopefully be able to create their own jobs. The project also provides funds for small ventures for the poor.

4. **Vocational Training Project** (Pnovek Peningkatan Keterampilan Tenaga Kerja, PPVT):

It is also a training project to increase the youth skills and to improve households' income. The vocational training includes electronics and sewing skills. The recipients also get funds and equipment to start their own businesses.

5. **Healthy River Project** (Proyek Kali Bersih, Prosabu):

The objective is to minimize the impact of household sewerage which flows to the rivers. It only includes the provision of better project also monitors the water quality along the rivers.

6. **Urban Settlement Improvement Project** (Proyek Penyehatan Lingkungan Permukiman Kota, PPLK):

The project has similar objectives as the Prokasih, but it emphasizes more on physical facilities such as drainage, footpaths, garbage bins and public toilets.

7. **Environment and Settlement Health Project** (Proyek Pembenihan Lingkungan dan Permukiman, PKL):

The project is executed by the local branch of the Department of Health. The objective is to improve the quality of community’s health. It is implemented through the provision of squatter, public toilets, the monitoring of epidemic diseases, water pollution and noise.

The above policy alternatives can be categorized as an incremental approach in the sense that they are supposed to make gradual improvements of the existing conditions without a drastic or structural policy. However, there are actually some alternative programs intended to overcome the rampant slum areas which are very holistic in terms of their magnitude, consequences social change to the cost incurred and the work volume. Usually these programs are planned, organized and controlled directly by the central or provincial government. More structural programs will only be described very concisely as there are some reasons as to why the programs are not practically implementable in the area although they have been quite successful in some other areas of Indonesia.

### Table 1. Implemented Projects in Sample Area

<table>
<thead>
<tr>
<th>Kampong</th>
<th>KIP</th>
<th>USEP</th>
<th>RSDK</th>
<th>PUKSM</th>
<th>PKT</th>
<th>Prokasih</th>
<th>PPLK</th>
<th>PKL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Terban</td>
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<td>91/92</td>
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<td>90/91</td>
<td>93/94</td>
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<tr>
<td>Gogonan</td>
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<td>-</td>
<td>92/93</td>
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<td>93/94</td>
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<tr>
<td>Rumoi</td>
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<td>93/94</td>
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<td>91/92</td>
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<tr>
<td>Karzeput</td>
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<td>-</td>
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<td>93/94</td>
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<tr>
<td>Ngupas</td>
<td>91/94</td>
<td>-</td>
<td>94/95</td>
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<tr>
<td>Prauwodirjan</td>
<td>93/94</td>
<td>89/90</td>
<td>92/93</td>
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<td>91/92</td>
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<tr>
<td>Bronokamaljo</td>
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<td>91/92</td>
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<td>Patunggulian</td>
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<td>91/92</td>
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</tbody>
</table>

### 1. The transmigration

This has been a massive program which constitutes an alternative policy to deal with the issue of unbalanced population in Indonesia. Transmigration is based on the national target to move inhabitants from densely
The Implementation of Slum

Participation can be indicated by the degree of involvement by the community in supporting the additional fund set aside the budget by the government. This system works in RSDK projects in certain locations such as in Prawirodirdjo (Coke river basin) and Gedongkilwo (Winong river basin). The government did not directly build the houses in these two kampungos. Instead, the officials built some kind of pilot project in the area and gave the fund directly to the local cooperatives. The owners of the pilot project houses were obliged to return the fund through an amortization mechanism to the local cooperatives. These local institutions were obviously able to manage the fund on their own. After the pilot project has been successfully implemented, the community will then resolve and regenerate the fund through local savings and borrowing cooperative. From the initial 16 houses built in 1988, the community was able to build 44 houses in 1991 (Local Agency for Public Works, 1995). It may be true that the increasing capability of the community is simply because of the increase in their income or economic capability. However, it also appears that the RSDK project has contributed to initialize more concern among the people about the necessity of building better environment and housing.

RSDK succeeded in the implementation of this project as well as the other projects such as the healthy river project. The less successful project is USEP-KM. However, the community participation is mostly evident in RSDK projects but not in the others. It indicates that...
There are several reasons to explain why community attention to continue the project is weak. First, the projects seem to be a package delivered by government to the community. Second, as a consequence, the community tends to be an object rather than the subject. In other words, there is lack of sense of ownership. Third, projects such as Social-Economic Enhancement and Vocational Training need to continue with the relevant projects, for instance, marketing training. Consequently, after attaining production skills, trainees cannot sell their produce in a market which is becoming increasingly competitive every other day. Finally they should stop economic activities in the post training period.

So far, community needs and participation have been the most crucial factors determining the effectiveness of the project implementation. As far as the community participation is concerned, there are some community aspiration which should be considered by policy makers:

- Although flooding in Winongo and Code river is not perceived as a threat, the effort to overcome problems caused by floods, namely the risks of the area that would be wiped out by the flood and the risk of properties damaged, is imperative. Therefore, the secure feeling among the residents is very important to be more actively involved in improving their quality of life.

- The established land status is also important for the residents in the river basin areas. They wish that the government would guarantee that some of their houses are semi-permanent and permanent, they still have the impression that they live in prohibited areas.

- Topographic conditions in the river basin areas have some disadvantages for the people to tackle the environmental problems with their limited financial resources. Therefore, the funding aid from the government to improve environmental facility is eagerly needed by the community to encourage their participation to maintain and sustain their environment.

- Because of the changes that have been going on in the kampungs, the urban drainage and sanitation in the river basins are not well taken care of. Almost 85 per cent of the outlets that were initially built in the open space are now in very dense housing area (Local Agency for Public Works, 1993). The residents are certainly annoyed because the drainage and sanitation facilities cannot function.

The skills and capability of the migrant residents are generally low and that is precisely the constraint for them to grab better economic opportunities. Thus, skill and managerial training programs should be conducted more seriously so that they are able to improve on their welfare and find a better location settlement.

The government understands that community participation is a crucial element. However, local bureaucrats and administrators do not know how to include community members in the projects. Learning from the successful implementation of Slum departments is not easy. Usually each department has to show its existence. On the other hand, the budget and scope of the program is rarely sufficient to improve on the quality of settlement. More drastically, projects were conducted sporadically. Policy makers and program implementers have never tried to evaluate accurately and they have never had continuous programs based on the evaluation.

Concluding remarks

The settlement improvement programs include physical and non-physical aspects in which the earlier aspect seems to be more successful in its implementation. Some programs emphasize the latter aspects, many programs have not succeeded yet. If the program essentially stimulates community members to improve their quality of life, rather than completely

<table>
<thead>
<tr>
<th>Projects</th>
<th>Formulation</th>
<th>Financing</th>
<th>Operation</th>
<th>Mediation</th>
<th>Resultant</th>
<th>Performance (Rank)</th>
</tr>
</thead>
<tbody>
<tr>
<td>KIP</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>5 (V)</td>
</tr>
<tr>
<td>RSDKP</td>
<td>4</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>5</td>
<td>21 (I)</td>
</tr>
<tr>
<td>PUJKSM</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>9 (IV)</td>
</tr>
<tr>
<td>USEP-KM</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>11 (III)</td>
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<tr>
<td>PPKT</td>
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<td>1</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>9 (V)</td>
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<tr>
<td>Prokash</td>
<td>2</td>
<td>2</td>
<td>5</td>
<td>5</td>
<td>2</td>
<td>16 (III)</td>
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<td>PPFR</td>
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<td>1</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>7 (VII)</td>
</tr>
<tr>
<td>PKLP</td>
<td>1</td>
<td>2</td>
<td>1</td>
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<td>1</td>
<td>6 (VIII)</td>
</tr>
</tbody>
</table>

Notes:
1) Very low, 2) Low, 3) Fair, 4) High, 5) Very high
Abstract

The development in the management of women's body has both, individually and socially, become an important indicator of the shift which is currently taking place widely in everyday life. Body care which has an orientation towards health, body form and appearance, clearly explains the subordination of women mainly because the body expressions directly reproduces the domestic status of women and their values which are in a way, identical with tenderness, delicateness, softness, beauty and attractiveness. Socially and politically, the women's body has become an instrument in the reproduction of power and authority in the structure of the relationship between women and men, women and the nation, or women and capitalism. This paper will endeavour to explain that in the production and reproduction of these relationships, the reality of women's lives must be thoroughly understood.

Pendahuluan

Dalam kehidupan sehari-hari, kita sangat terbiasa melihat usaha-usaha aktif untuk menekankan kedudukan dan memposisikan peran wanita. Secara fisik, wanita dikelola dengan memaksa wanita melakukannya hampir yang berat secara fisik yang dapat menyisakan tindihnya. Wanita didera dalam berbagai pekerjaan, seperti sebagai buruh dalam pembuatan jalan, buruh angkat, buruh seksi, buruh rumah tangga, yang semuanya tanpa penghargaan (ekonomi dan sosial) yang jelas dan pasti. Di sini tampil bahwa sama sekali tidak ada konsistensi dalam memperlakukan wanita. Di satu pihak kita menganggap wanita sebagai makhluk yang lemah; di pihak lain kita membiarkan (dalam banyak kasus memaksakan) mereka menduda tubuh untuk melaksanakan pekerjaan fisik yang berat. Tubuh mereka menjadi arena eksploitasi.

Dengan kemenangan masyarakat akhir abad dua puluh ini, bukan berarti bentuk-bentuk eksploitasi itu menghilang. Kita justru dapat mengamati permasalahan bidang eksploitasi dalam bentuk yang sangat canggih. Dalam media dapat dilihat betapa tubuh wanita menjadi objek manipulasi realitas. Iklan-ikan...