

Implementation of the KOTAKU Program in Alleviating Slums in the Eastern Region of Medan City

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Abstract

The implementation of the City without Slum Program (KOTAKU) in Eradicating Slum in the Eastern Region of Medan City is a program run by the Directorate General of Human Settlements to support the fulfillment of the 2015-2019 RPJMN target. The KOTAKU program aims to develop urban areas through quality residential environments. The theory used in this study is the Van Metter and Van Horn theory which consists of Size and Policy Objectives, Resources, Characteristics of Implementing Agencies, Attitudes / Tendencies (Dispositions) of the Implementers, Inter-organizational Communication and Implementing Activities, and the Economic, Social, Environment and Politics. This study uses a descriptive method with a qualitative approach. The results showed that the implementation of the City without Slum Program (KOTAKU) in Alleviating Slum in the Eastern Region of Medan City is not yet in accordance with the needs of the local community so that it has not been realized properly and thoroughly. There are internal problems that have arisen so that the KOTAKU program that has been planned has not been realized. As for the inhibiting factors, namely the lack of socialization from the government regarding the program, and the lack of community participation in the development process. This research provides recommendations, namely, the government needs to increase socialization related to the program and monitor the implementation of the KOTAKU program and establish direct coordination with the community to increase community participation in the running of the KOTAKU program.

Keywords

program implementation;
implementation factors;
KOTAKU



I. Introduction

Population growth in big cities which tends to be fast, occurs not only because of the high birth rate, but also the high rate of urbanization that occurs which then has an impact such as the need for decent housing for the community. This condition is very common, especially in big cities. With the increasing population in urban areas and the low per capita income accompanied by high land prices in urban areas, the need for land for living is also increasingly spreading to residential areas on the outskirts of the city. (Rindarjono, 2013) in his book states that the existence of slum areas is influenced by urban land factors in the form of increasing the need for land to live in. It is often found that settlements on the outskirts of the city are not supported by maximum supporting infrastructure, settlements that are not supported by residential infrastructure will cause the neighborhood to become dirty and slum. (Rindarjono, 2013).

The city of Medan, which is the third largest city in Indonesia, is not spared from the above problems, the increasingly limited land for the development of proper settlements for its people. Every year the population growth rate is increasingly significant, with a

recorded population of 2,264,145 and an average population density of 8544 people/km² (BPS SUMUT, 2019). The following is a table of population growth rates in the city of Medan:

Table 1. Total Population and Population Growth Rate by District in Medan City

Subdistrict	Total Population			Annual Population Growth Rate (%)	
	2010	2014	2015	2010-2015	2014-2015
<i>Subdistricts</i>					
-1	-2	-3	-4	-5	-6
1. Lucky Field	80 942	84 775	85 613	5.77	0.99
2. Medan Johor	123 851	130 414	132 012	6.59	1.23
3. Sanding Field	113 143	121 362	123 850	9.46	2.05
4. Medan Denai	141 395	145 677	146 061	3.30	0.26
5. Terrain Area	96 544	98 955	98 992	2.54	0.04
6. City Terrain	72 580	74 406	74 439	2.56	0.04
7. Maimun Field	39 581	40 624	40 663	2.73	0.10
8. Polonia Field	52 794	55 369	55 949	5.98	1.05
9. New Terrain	39 516	40 519	40 540	2.59	0.05
10. Overview	98 317	104 454	106 150	7.97	1.62
11. Sunggal Field	112 744	115 687	115 785	2.70	0.08
12. Helvetia Field	144 257	149 806	150 721	4.48	0.61
13. Battlefield	61 749	63 333	63 374	2.63	0.06
14. West Medan	70 771	72 620	72 683	2.70	0.09
15. East Medan	108 633	111 369	111 420	2.57	0.05
16. Battlefield	93 328	95 790	95 882	2.74	0.10
17. Tebung Field	133 579	137 062	137 178	2.69	0.08
18. Deli	166 793	178 147	181 460	8.79	1.86
19. Labuhan Field	111 173	116 357	117 472	5.67	0.96
20. Marelan Field	140 414	156 394	162 267	15.56	3.76
21. Belawan Field	95 506	98 020	98 113	2.73	0.09
Medan city	2 097 610	2 191 140	2 210 624	5.39	0.89

Source: Medan City Central Statistics Agency 2020

From the table above, it can be concluded that the population density is growing rapidly in Medan City every year. So the city of Medan also identified the problem of slum areas which are rapidly increasing rapidly. In the city of Medan, the locations of slum housing and slum settlements in the city of Medan are 42 locations in 18 sub-districts, with a total area of 200,292 ha. Referring to Presidential Regulation Number 2 of 2015 concerning the National Medium-Term Development Plan of 2015-2019, it mandates the development and development of urban areas through handling the quality of the residential environment, namely improving the quality of slum settlements, preventing the growth and development of new slums, and living a sustainable life.

Based on the Plan for Prevention and Improvement of the Quality of Urban Slums (RP2KPKP) of Medan City, specifically the impact of slum settlements will create a bad paradigm for government administration, by giving a negative image of the powerlessness and inability of the government in regulating the life and livelihood services of its citizens. And on the other hand, in the socio-cultural field, communities who live in slum neighborhoods are generally economically low-income groups, which is often the reason for the degradation of discipline and disorder in the social order.

Therefore, since 2016 the program to improve infrastructure and at the same time eradicate slums in every part of Indonesia has been spearheaded by the KOTAKU program. The KOTAKU program is encouraged to accelerate the handling of slum settlements in Indonesia and supports the "100-0-100 Movement", namely 100 percent universal access to drinking water, 0 percent slum settlements, and 100 percent access to proper sanitation. This is of course to achieve equitable development of public facilities that do not meet the eligibility standards. In the KOTAKU Program there are 5 programs, 1) a program to improve building conditions to fulfill livable houses. 2) environmental road improvement program to fulfill environmental quality. 3) supply of drinking water to meet the community's water needs. 4) provision of waste management facilities, namely the provision of trash cans and 5) Provision of fire protection.(Akbar & Novira, 2019)with the Denai sub-district locus and taking 2 villages indicated as slums, the implementation of the Kotaku Program (Sitorus et al., 2020) with the research locus in Tanjung Mas Village, Semarang City which is the largest slum area, participatory development analysis (Permata Sari, 2018), Implementation(Handika & Yusran, 2020) with a district locus of fifty cities.

The novelty of the research, which is a fundamental difference compared to previous research, is that this research focuses on the Eastern Region of Medan which is indicated to be slum, this fact is even stated in the Decree of the Mayor of Medan City Number 050/26.k/I/2020 concerning the determination of the location for handling slums on an regional scale in East Area of Medan City. The area covers two sub-districts, namely the Medan Area Sub-district and the Medan Denai Sub-district covering Tegal Sari I Village, Tegal Sari III Village, Tegal Sari Mandala I Village, Tegal Sari Mandala II Village and Tegal Sari Mandala III Village. The background of the mayor's regulation is due to the position of the two sub-districts which still cover Medan City. This was also conveyed by the Secretary for the Physical Sector of the Medan City Bapedda:

"We have a priority scale and we don't have priorities, so initially we always went to the north while the eastern part had not been handled. So based on the priority scale that has now been prepared. Belawan, Labuhan Deli was finally taken. Because if for example there are tourists who come, the tourists do not go directly to Belawan but to the city first. So, if the city is still slum, then the image of the city of Medan will be bad. So, through Kotaku and the PKP working group, we proposed to fix the part of the city first"

Table 2. Locations of Housing and Slums in the Eastern Region of Medan City

Subdistrict	Village	Slum level	Slum area (Ha)	Number of KK	Population
Terrain Area	Tegal Sari 1	Very bad	1.16	93	
		Currently*	1.16	991	5.030
Medan Denai	Tegal Sari III	Bad	2.08	247	
		Light*	2.08	647	3.204
	Tegal Sari Mandala III	Bad	5.83	385	
		Light*	5.83	2.075	10,475
	Tegal Sari Mandala II	Very bad	11.10	476	
		Light*	11.10	991	5030
	Tegal Sari Mandala I**				

Source: SK. Mayor of Medan No. 640/039.K/I/2015

* SK. Mayor of Medan No. 640/580.K/XI/2018

** SK Mayor of Medan City No. 050/26.k/I/2020

Based on the table above, it can be seen that the area of the slum area has not changed, only the status of the slum level has changed, and there is the addition of Tegal Sari Mandala I Village as a slum settlement in Medan Denai District. This is motivated by the existence of infrastructure development adjacent to the Tegal Sari Mandala III Village. Based on the Decree of the Mayor of Medan City Number 050/26.k/I/2020, the determination of the location for handling slums on the scale of this area has a planning area of 231.2 hectares. Other problems identified in the area include: road problems, drainage, sanitation/wastewater management and solid waste problems. Therefore, this study focuses on the implementation of the KOTAKU program in alleviating slums in the Eastern Region of Medan City and what factors are supporting and hindering the implementation of the KOTAKU program and analyzing them to find solutions to overcome these problems.

II. Review of Literature

One of the policy implementation models described by Van Metter and Van Horn (1975: 463) with six variables that form the linkage between policy and performance includes:

a. Policy Size and Objectives

Performance Policy implementation can be measured success rate if-and-only-if the size and objectives of the policy are realistic with the socio-culture that exists at the level of policy implementers. When the size of the policy or policy objectives are too ideal (even too utopian) to be implemented at the citizen level, it is rather difficult to realize public policies to the point that they can be said to be successful.

b. Resource

The success of the policy implementation process is highly dependent on the ability to utilize the available resources. Humans are the most important resource in determining a successful implementation process. Certain stages of the whole implementation process require qualified human resources in accordance with the work required by established policies. But when the competence and capability of these resources are nil, the performance of public policy is very difficult to implement.

But apart from human resources, other resources that need to be taken into account are financial resources and time resources. This is because inevitably when competent and capable human resources are available while the disbursement of funds through the budget is not available, problems will arise in realizing what the policy objectives are intended to achieve. The same is true for time resources. When human resources are actively working and the disbursement of funds is going well, but collided with a time problem that is too tight, then this can also be the cause of the failure of a policy implementation.

c. Characteristics of Executing Agent

The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing public policies. This is very important because the performance of (public) policy implementation will be very much influenced by the right characteristics and matches the implementing agents. For example, implementing a public policy that seeks to radically change human behavior, the project implementing agent must be firm, strict, and strict in carrying out the rules in accordance with the legal sanctions that have been set. In addition, the scope or area of policy

implementation needs to be taken into account when determining the implementing agent. The wider the scope of policy implementation, the greater the number of agents involved.

d. Attitude/Tendency (Disposition) of Executors

The attitude of acceptance or rejection of the implementing (agent) will greatly affect the success or failure of the performance of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of local residents who are well acquainted with the problems and problems they feel. However, the policy that will be implemented by the implementer is a top-down policy where it is very possible that the decision makers will never know (not even be able to touch) the needs, desires, or problems that residents want to solve.

e. Inter-Organizational Communication and Implementing Activities

Coordination is a powerful mechanism in the implementation of public policies. The better the communication coordination between the parties involved in an implementation process, the assumption is that errors will be very small to occur and vice versa.

f. Economic, Social and Political Environment

The last thing that needs to be considered in order to assess the performance of public implementation in the perspective offered by Van Metter and Van Horn is the extent to which the external environment contributes to the success of the public policies that have been set. An unfavorable social, economic and political environment can be the root cause of the failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment.

III. Research Method

This research uses a qualitative descriptive method, which was carried out in the Eastern Region of Medan, precisely in the Medan Area and Medan Denai sub-districts covering Tegal Sari I Village, Tegal Sari III Village, Tegal Sari Mandala I Village, Tegal Sari Mandala II Village and Tegal Sari Mandala III Village. . The subjects of this research were 12 informants, who were determined using a purposive technique, namely Bappeda, KOTAKU Team, Village Apparatus, Head of the Environment, BKM. The data analysis used in this study is an interactive analysis of Miles, Huberman and Saldana (2014). The analysis divides the analysis steps into several parts, namely (i) Data collection is done by means of interviews, observation and documentation. (ii) Reducing data (data reduction) by summarizing, selecting and focusing data on things that are in accordance with the research objectives. (iii) Presentation of data (data display) which is carried out after the data has been reduced or summarized. Data obtained from observations, interviews and documentation were analyzed and then presented in the form of interview notes, field notes and documentation notes. (iv) Drawing conclusions or verification (conclusions).

IV. Results and Discussion

The implementation of the KOTAKU Program based on the Circular of the Minister of Public Works Number 40 of 2016 concerning General Guidelines for the Slumless City Program, there are four stages that must be carried out by implementing actors to implement the KOTAKU program in accordance with the implementation instructions in the circular letter, namely:

4.1 Preparation Phase

The preparatory stage is carried out to build the capacity, role and contribution of the government, local government, community and city development stakeholders in implementing collaboration. The preparation stage includes two main activities, namely:

The socialization was carried out through various activities, namely by direct visits and holding coordination meetings with the stakeholders involved. The aim is to convey information about the National 100-0-100 Program and Unified Understanding of the mechanism for implementing the KOTAKU Program and the delivery of targets for preventing and improving the quality of slum settlements at the Regency/City level through the KOTAKU program.

“The outreach has been done, the Kotaku Team came to talk about anything that needs to be fixed. After that, they held a meeting to discuss which areas would be prioritized as well as to measure the area and count the affected residents in order to reach an agreement on compensation” (Kepling 5 Tegal Sari Village 1)

Kepling 7, Tegalsari Mandala II sub-district, also confirmed this. There are at least 3-5 times the KOTAKU Team makes environmental visits to carry out socialization so that the community understands the objectives of the program to be implemented. Researchers also made observations and found documentation of activities carried out by the Pokja Team and Kotaku Team in a series of socialization activities. The series of activities can be seen from the results of the documentation below:



Figure 1. Pokja Pokja Field Visits to the Villages of Tegal Sari I, Tegal Sari II, Tegal Sari Mandala II and Tegal Sari Mandala III



Figure 2. Socialization and coordination related to planning for the Eastern Region of Medan with BKM, Lurah and Kepling in Tegal Sari Mandala III Village

Source: Instagram KotakuMedan

The above activity is a socialization stage carried out to equalize perceptions about the development program carried out. This needs to be done so that the community also participates in the sustainability of this program. Furthermore, there is strengthening of the Pokja PKP with regular meetings that are initiated by KOTAKU, Bappeda or the Public Works Department by starting by preparing: identification of areas regarding the condition or scale of slums at the Medan Denai and Medan Area sub-districts, as well as preparing indications of program targets or targets which will be conveyed at the time of socialization to stakeholders.

Based on the results of an interview with the Head of the Environment in the Eastern Region of Medan City, the KOTAKU Team has also established BKM in each kelurahan which is a priority in regional scale development to facilitate work coordination in the community where the program is implemented. The BKM had been established long before the Medan East Area plan. The BKM is directly elected by the kelurahan community, then BKM carries out all cycles of activities in the kelurahan starting from

backline data collection, RPLP, to qualifications, the results of which will be collaborated based on needs. Therefore, each kelurahan has Settlement Environmental Planning Plan (RPLP). This can be seen from the documentation of meetings that are regularly carried out so that the progress achieved is monitored according to the target.



Figure 3. Meeting with the Medan City PKP2R Service



Figure 4. Meeting with Medan City Bappeda

Documentation of the Coordination Meeting of the KOTAKU program in the Eastern Region of Medan City

Source: Instagram Kotakuumedan

Meetings as shown above continue to be held also with the Medan Denai Sub-district, Medan Area Sub-district and the Villages that have been designated as priority development points in the Eastern Region of Medan City, namely Tegal Sari I Village, Tegal Sari III Village, Tegal Sari Mandala I Village, Tegal Sari Village Mandala II and Tegal Sari Mandala III Village.

4.2 Planning Stage

Based on the Technical Guidelines for the KOTAKU Program, at the planning stage, each level, both the Central Level, Provincial Level, Regency / City Level, prepares an implementation schedule. Furthermore, at the central level, the preparation of socialization materials and publications as well as the preparation of community training and mentoring modules as well as the preparation of technical guidelines. At the provincial level, review the Residential Area Plan (RKP) and District/City Action Plans for the integration of the slum settlement program with the Regional Government Work Plan (RKPD)/Provincial SKPD Work Plan. At the district level, review the ILP PJM and ILP/RTPLP Renta documents for the integration of the slum settlement program with the Regency/City RKPD/Renja SKPD. After the results of the document review have been completed and it has been agreed what activities will be carried out to be then disseminated in the selected

kelurahan. The following is the documentation of the FGD planning and verification of affected residents in the East Kawsan of Medan City:



Figure 5. Eastern Region Planning FGD in Tegal Sari Mandala II Village



Figure 6. Land Measurement by the PKP2R Office to be Freed and used as RTH



Figure 7. Affected Citizens Verification

Documentation of the Planning Stage of the KOTAKU program in the Eastern Region of Medan City

Source: Instagram KotakuMedan

Submission of which areas are on a regional scale is carried out so that regional heads and the community understand the reason for the area being chosen, moreover the development carried out also has an impact on the residents' residences and places of work. Mutual agreement is necessary with the affected people to then provide compensation in accordance with the land belonging to the residents that will be used later.

"It is true that measurements of the residents' land used have been carried out and the next step is to socialize with affected residents to adjust the price of the land, because the land used is located at different points so the price will also adjust to the area"(Kepling 10, Tegal Sari Mandala II)

This stage is very important to do, based on the results of the interview above, there is an effort from the program implementer to provide comfort for the community so that they can participate properly in the implementation of the program. The process of verifying and measuring the affected area is a good start in communication between the local government and the community to find out what infrastructure development process is urgently needed to be carried out in the area.

4.3 Implementation Stage

The implementation phase includes budgeting at the national, provincial and district/city levels to ensure the integration and availability of the budget in accordance with the agreed investment plan with funding sources from the APBN, APBD, non-governmental organizations and other legitimate funding sources. then conduct auctions of development and construction activities, and supervise activities.

At this stage, there is also socialization, education, training related to the implementation of the Joint rules or other rules for the prevention of slums. This activity is intended to provide knowledge to people who live in the East Kawsan of Medan City, especially for affected residents to be able to achieve a better life. For example, training activities for the transfer of community livelihoods and the appropriate socialization of quadrupeds.



Figure 8. Training on making liquid soap as a livelihood diversion in Tegal Sari Mandala III Village



Figure 9. Socialization of four-legged cattle in the Village of Tegal Sari Mandala II

Image: Documentation of the Training of Affected Residents of the KOTAKU program in the Eastern Region of Medan City

Source: Instagram KotakuMedan

The activities above areAs an important part of the sustainability process, residents who live in the Eastern Region of Medan City can improve the economic level of their families with the training provided so as to reduce poverty and the slums that accompany it. Maintaining the sustainability of the program is very important considering that many infrastructures with relatively new age buildings are damaged not due to natural factors but also due to local residents who do not heed them. At this implementation stage, there were many limitations that were encountered apart from the budget which was also decreasing gradually, but also the COVID-19 pandemic that had struck, which forced everything that had been planned to be completed, to be postponed for the common good. Therefore, the implementation is still at the stage of training and socialization.

4.4 Sustainability

This sustainability stage is defined as the stage after the field implementation is carried out, although this cannot happen by itself, but must be pursued from the beginning of the process from the preparation, planning and implementation stages in which there are monitoring and evaluation stages.

Monitoring activities are carried out by utilizing website-based information systems and GIS. The information system includes profiles of slums at the district/city, regional, and sub-district level according to the data from the baseline survey and slum decree, summary of RP2KPKP/SIAP and/or RPLP/NUAP, process and progress of quality improvement and prevention activities, results of infrastructure activities, achievement of performance indicators, as well as institutional information, programming or budgeting at the district/city level.

The evaluation phase is carried out with reference to baseline data, monitoring results and special surveys for evaluation studies. Evaluation will provide an overview of achievements and recommendations before entering the next cycle.



Figure 10. Documentation of the implementation of the KOTAKU program cleaning the Sulang Sal river from garbage and using eco enzymes
source : Instagram Kotaku Medan

The above activities are carried out regularly so that there is a sustainability action in preserving a clean and comfortable area as a place to live that is far from the impression of slums. It is very important to carry out maintenance activities for the Sulang Saling River, considering that the eastern region of Medan City has the biggest problem with flooding caused by indiscriminate disposal of garbage. Therefore, cleaning alone is not enough so that there is a need for continuous socialization about clean lifestyles and changing the culture of littering.

The top-down approach model formulated by Donald Van Meter and Carl Van Horn is called A Model of The Policy Implementation. This implementation process is an abstraction or performance of a policy implementation which is basically intentionally carried out to achieve high performance of public policy implementation that takes place in the relationship of various variables. This model controls that policy implementation runs linearly from available political decisions, implementers and public policy performance. Van Metter and Van Horn (1975: 463) with six indicators including Policy Size and Objectives, Resources, Characteristics of Implementing Agencies, Attitudes / Tendencies (Disposition) of Implementers, Inter-organizational Communication and Implementing Activities, and Economic Environment, Social, and Political Measures and Objectives of the Policy which will then be studied in the implementation of the City Without Slums (KOTAKU) program in the Eastern Region of Medan City.

a. Policy Size and Purpose

When the size of the policy or policy objectives are too ideal (even too utopian) to be implemented at the citizen level, it is rather difficult to realize public policies so that they can be said to be successful. Based on the results of interviews with the implementers of the KOTAKU program in the Eastern Region of Medan City, it is known that the size and purpose of the KOTAKU program policy is to increase access to infrastructure in slum areas to create livable, livable and sustainable settlements.

In the Decree of the Mayor of Medan Number 050/26.k/I/2020 it has been explained that there are 5 urban villages that are a priority in development in the Eastern Region of Medan City, namely Tegal Sari I, Tegal Sari III Village, Tegal Sari Mandala I Village, Tegal Sari Village Mandala II and Tegal Sari Mandala III Village. In the attachment to the Decree of the Mayor of Medan, the complete location and activities to be carried out at that location have been described. Activities that have been successfully auctioned off by Kotaku to various agencies as well as non-governmental organizations in the form of CSR. However, the achievements of the activities that have been targeted have not been seen significantly due to the delay in the implementation time due to the COVID-19 pandemic). Covid 19 pandemic caused all efforts not to be as maximal as expected (Sihombing and Nasib, 2020).

b. Resource

The success of the policy implementation process is highly dependent on the ability to utilize the available resources. But apart from human resources, other resources that need to be taken into account are financial resources and time availability. Based on technical guidelines, the resources in implementing the KOTAKU program are implementers such as Bappeda, KOTAKU Team, Kelurahan, Head of Environment, BKM, and the Community. The execution of activities is then delegated to the relevant agencies which have already been successfully auctioned off. Offices that are involved in infrastructure improvement in the Eastern Region of Medan City such as the PKP2R Service, the Cleaning and Planting Service, the Industry Service etc., as well as the existence of private organizations that contribute to providing CSR.

These human resources play an important role in the success of the program, supported by sufficient financial and time resources. However, based on the results of interviews conducted in the Eastern Region of Medan with the local Head of the Environment, there is an overlap in the implementation of the program. Because the system implemented is an auction system for government and private organizations so that the planning carried out takes a lot of time. The lack of coordination in Kotaku's communication with the sub-district government caused the activities that took a long time to be realized, causing other problems.

"Kotaku was indeed assigned to deal with slum cities, but suddenly there was a village fund. So I don't know which one is more certain because the planning is not yet mature. But what makes the difference is that if Kotaku plans it now, the realization doesn't know when the exact time will be. Meanwhile, village funds, as soon as they are obtained, are immediately carried out for development. But in the end, Kotaku's plans overlapped."(Seklur Kelurahan Tegal Sari Mandala I)

The things mentioned in the interview above are exacerbated by the absence of technical instructions in managing the Village Fund. Of course, this is a new phenomenon that has occurred, the problems faced by the village government are not trivial, but the sustainability of the Village Fund if it is not absorbed properly.

c. Characteristics of Executing Agent

The focus of attention on implementing agencies includes formal organizations and informal organizations that will be involved in implementing public policies. The wider the scope of policy implementation, the greater the number of agents involved. The activity auction system that has been developed by Kotaku expands the possibilities of actors involved, both from government and non-government organizations. This is done to speed up the completion of activities to minimize delays in completion due to unallocated funding constraints. In addition, it also makes it easier for the relevant agencies to see activities on a priority scale.

d. Attitude/Tendency of Implementers

The attitude of acceptance or rejection of the implementing (agent) will greatly affect the success or failure of the performance of public policy implementation. This is very likely to happen because the policies implemented are not the result of the formulation of local residents who are well acquainted with the problems and problems they feel. The responses and responses as well as the attitude of the implementing actors in the implementation of this program have been going quite well. The commitment shown by the City Coordinator, BKM, and the community to implement this program is felt to have been established to overcome slum areas in the city of Medan. In implementing this program, BKM is still in charge of monitoring whether it still follows the rules or not. If there is an area that violates, it will be reprimanded directly by the facilitator from Korkot, after that, you will get a penalty, such as the funds that have been given will be returned and the implementation process will stop. The BKM itself is still monitored by the facilitator as a companion from the City Coordinator. In addition, the good cooperation provided by the community has played a role in the implementation of activities, namely in the form of enthusiasm in providing self-help in the form of consumption such as food and beverages that have been scheduled.

e. Inter-Organizational Communication and Implementing Activities

Coordination is a powerful mechanism in implementing public policy. The better the coordination of communication between the parties involved in an implementation process, the assumption is that errors will be very small to occur and vice versa. Based on the technical guidelines, it was explained that at the program preparation stage, socialization was carried out in advance where the participants in the socialization were the Community, BKM/LKM, UP-UP, Volunteers, Kelurahan, and local Stakeholders. The socialization is intended so that the human resources involved have the same understanding of the general picture, process/procedure and the results to be achieved. In addition, in order to create good coordination during program implementation. The communication described has also been implemented by the KOTAKU Team in the Eastern Region of Medan City. Based on the results of interviews conducted with the Kelurahan and also the Head of the local environment, they acknowledged that the Kotaku Team had visited several times in 2019 and in early 2020 to conduct socialization to facilitate coordination. However, the communication that was formed almost did not continue anymore due to the spread of the covid-19 pandemic. Because of this, many activities ended up being delayed and causing the programs to stagnate indefinitely. For example, the community acknowledged that KOTAKU had carried out the measurement phase for drainage and road improvements in the identified environment. However, there has been no follow-up or follow-up from KOTAKU due to Covid-19 constraints.

f. Economic, Social, and Political Environment

An unfavorable social, economic and political environment can be a factor in the failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment. If viewed from the results of interviews conducted, the external environmental conditions are very supportive of the running of the program because the programs provided are very helpful to the community. However, the programs carried out have not been implemented properly, thus triggering a crisis of public confidence in the Government because they seem to only give promises. The political environment also greatly influences the formation of BKM as a facilitator, irresponsible appointments can also create gaps between BKMs and can lead to divisions within the BKM itself. The change in the management of BKM as well as the change in government from the District to the Village are also the main factors that communication with the implementors does not go well, so that this program cannot be felt directly by the community directly because of these problems.

V. Conclusion

1. The suitability of the program with the target group in the achievements of the KOTAKU program in the Eastern Region of Medan City has been right on target in terms of planning, but in practice there are still many programs that have not been realized properly so that the community has not felt this program to its full potential. There are only a few programs that have been implemented, such as only footpaths and drainage. Meanwhile, in the KOTAKU program, there are 5 programs, 1) a program to improve building conditions to fulfill livable houses. 2) environmental road improvement program to fulfill environmental quality. 3) supply of drinking water to meet the community's water needs. 4) the provision of waste management facilities, namely the provision of trash cans and 5) the provision of fire protection.
2. The suitability of the program with program implementers; In this aspect, it is felt that the facilitators have not fully carried out their duties properly, as evidenced by the fact that several programs have not been realized in the Eastern Region of Medan City. The appointed facilitator should have a critical awareness of slum cases, a critical awareness of the KOTAKU concept and a facilitator who has basic facilitation skills.
3. The suitability of the target group with program implementers; In this aspect the program implementers, namely government officials such as the Lurah, Kepling, and the facilitators are still not optimal due to the minimal role of the community, due to the lack of socialization and government communication related to the program which causes internal problems.

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