
Implementation Analysis Of Participative Development In National Slum Upgrading Program [KOTAKU]

Comparative Study:

Bligo Village, Candi District and Jiken Village, Tulangan District
Sidoarjo Residency, East Java

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ABSTRACT

Purpose: The program aims to create slum areas of 0% and is conducted in more than 100 districts in Indonesia.

Design/methodology/approach: This research is conducted by applying qualitative descriptive approach in order to obtain the result on the importance of participation in development process..

Findings: Jiken village only enters the stage of Informing, where the public only get information from the government related to development programs without any community empowerment.

Research limitations/implications: The researchers apply the Eight Rungs of Citizen Participation, which can determine that Bligo village enters the stage of citizen control in which the community plays a full role in program implementation..

Practical implications: It can be implied that there is a positive relationship between the syariah capital market sector and the sharia banking sector. This is a signal for the government to pay more attention to the issuance of sukuk negara with competitive returns in order to improve the financial performance of sharia banking.

Originality/value: Sidoarjo regency becomes the public spotlight due to its development and achievement in economic growth improvement. This program is conducted in Sidoarjo supported by simultaneous the Regency Regulation enactment. Upon achieving success, Sidoarjo becomes a role model for other regions.

Paper type: Research paper

Keyword: City without Slum Program (*KOTAKU*), Eight Rungs of Citizen Participation, Participatory Development

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1. INTRODUCTION

The phenomenon of slum settlement takes place in many regions, especially in developing countries. Slums are always characterized by too many people living in a region without regard to the habitable value. Habitability can be measured by following indicators such as: access to adequate basic needs, adequate sanitation, clean water availability, building resilience, adequate living space, and guarantee to habitability (Berner, 2007). The existence of slums is certainly a bad impact on the welfare of society both from the physical and psychological factors. Unfortunately, the facts generally indicate that the number of slum dwellers always experience an increase of about 10% annually, encouraging the urgency of conducting slum settlement efforts.

Indonesia is one of developing countries having a vision which plays an active role in regional development in order to create equal distribution of the welfare in a population which can be actualized by creating habitable settlement in society. Indonesia in the era of Joko Widodo's leadership has 9 priority agenda commonly known as *Nawacita* program. President Jokowi, in the third point stated that: "Building Indonesia from the suburbs by strengthening the regions and villages within the framework of unity" (Kompas, 2014). Through the *Nawacita* program, it is apparent that the leadership of Joko Widodo, is expected to cover the overall development to the border and periphery. This insight serves as the basis of government program known as City without Slum (*KOTAKU*).

The *KOTAKU* program is a national program to prevent and to nationally eradicate slums adjusted for the implementation of the Strategic Plan of the Directorate General of Human Settlements in 2015-2019. The establishment of *KOTAKU* aims to eradicate slums from urban to rural regions, to improve settlement quality, and to enhance access to adequate services and infrastructure for sustainable prosperity. *KOTAKU* programs have been implemented in 100 districts / cities throughout Indonesia.

This research will be more focused on the implementation of *KOTAKU* program in Sidoarjo Regency, East Java. The selection of this location is based on the implementation of *KOTAKU* program in Sidoarjo regency which has the best development results. As the main supporter of the capital of East Java, Sidoarjo has a very important role. In the implementation of development programs, the local government provides a support with the establishment of Sidoarjo Regency Regulations Number 58 of 2016 on Technical Guidelines on the Implementation of Special Assistance for Village Finances for the activities Slum Settlement Area Revitalization. This support makes Sidoarjo become one of the most successful areas in the implementation of *KOTAKU* and becomes a role model for other regions. The increase in infrastructure and service access in some areas of Sidoarjo regency becomes the proofs of the success. The highlight can be spotted in 2017, in which Sidoarjo managed to achieve its economic growth for up to 5.55% which is higher when compared to the national economic growth of 5.33% (Java Pos, 2017).

Sidoarjo regency consists of 18 districts, in which according to the District Decree, there are 11 villages considered in the categorization of slum areas requiring *KOTAKU* program. From the 11 villages which have undergone this development program, there is one village becoming a role model because of its excellent development progress, which is Bligo village, located in Candi

district. However, there is also a village which does not experience any real progress in the implementation of *KOTAKU* program since the beginning of implementation, which is Jiken Village, Tulangan District. The researchers see as a valuable to observe, given the following facts that: the location of two villages are closely adjacent; under the same district government regulation; and the same program execution and timing, yet they have an inversely proportional progress, where Bligo village experiences success and Jiken village experiences a failure in implementing the development program.

With the background of the issue, the researchers discuss: (1) factors influencing different progress in the implementation of *KOTAKU* development program; and (2) factors affecting the differences that occurred in Bligo village and Jiken village

Formulation of the problem

What are the factors which influence the different development progress between Bligo Village and Jiken Village in *KOTAKU* program?

2. LITERATURE REVIEW

a. Slums

Slums are often defined as informal settlements characterized by several indicators as: (1) unsafe occupancy status; (2) difficult access to clean water; (3) inadequate access to sanitation; infrastructure and other public services, (4) inadequate housing quality; and (5) overcapacity (UN-Habitat, 2003). Slums are formed in large coastal / suburban areas which are the result of excessive urbanization. Slums are always synonymous with poverty within a region. Efforts to alleviate poverty become one approach to eliminate slum areas. To solve the problem of poverty, several following efforts are required, including: the extracting of potential resources, increasing work productivity, community empowerment, and providing loan for business capital. (Agus Suman, 2006).

The Law No. 4 Article 22 of 1992 explains that slums are uninhabitable areas due to imbalanced spatial planning, density and building area, as well as poor environmental conditions with low access to public facilities, being harmful to any residents living in the region.

b. Participatory Development

Participatory development is defined as a development process supported by participation from the community. Participation can be seen from the involvement of the community in the decision-making process, the implementation of the program, to the involvement in the evaluation and the ability of the community to have an autonomous initiative to create sustainable development (Cohen and Uphoff: 1977).

For the creation of participatory development, five basic principles that are required by the community are: trust, equality, democracy, real, and obedience. Development program needs support from all parties from central government, local government, to community components, and the existence of adequate capabilities. (Masniadi and Kaluge, 2011).

In order to understand the creation of participatory development in a development program, there are at least 4 important stages. The first stage is **the assessment phase / idea**, which is the

participation or involvement of community in mapping the problems experienced, resources owned, and expectations to be achieved in the development program. The second stage is **the planning stage**, where the community involvement is needed to provide planning related to alternative solutions which must be conducted to overcome the problems which have been mapped in the previous stage. Furthermore, **the implementation phase and supervision** as the third stage, where the community participation can be identified in the form of real action during the process of program implementation. The last stage is **the evaluation phase**, to measure the community participation from assessments of program implementation, from the provision of critical advice and from the preparation for sustainable development.

c. Stages of Participation (Arnstein Model)

To measure the level of community participation in a development program, certain indicators are required. In this study, the researchers apply the Eight Rungs on Ladder of Citizen Participation by Arnstein. There are 8 stages of participation conducted by the community from the highest participation to the lowest.



Source: Arnstein, Sherry R.1969. *A Ladder of Citizenship Participation*. Journal of the American Planning Association, 35:4, 216-224

Arnstein divides the stage of participation into three major groups. The first group is **Degrees of Citizen Power**, the highest stage of community participation, consisting of three stages: (1) **Citizen Control**, in which the society participates fully in overall decision-making, program implementation, and even funding; (2) **Delegated Power**, at this stage the community participates to form a certain decision in solving the problem; and (3) **Partnership**, in which the community has the power to negotiate with the executor in decision making process.

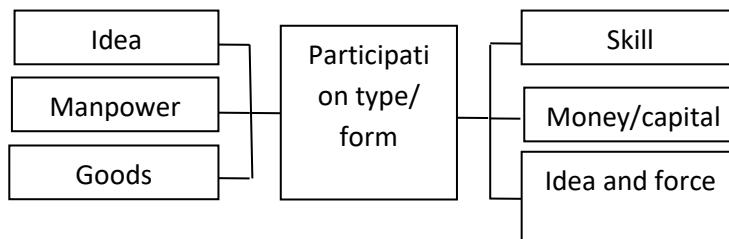
The second group, **Degrees of Tokenism**, is a medium-level participation which only empowers the participation of the community. There are three stages which belong to this group, including: (1) **Placation**, the stage that the government has the power to appoint representatives of the community to have access to decision-making; (2) **Consultation**, the following stage that the community participation is performed through public hearings which are taken into

consideration in decision making; and (3) **Informing**, the stage that the Government only provides information on the community related to the implementation of activities, underpowering society.

The third group is **No Power**. In this group, the community has no sovereignty in the implementation of the development program. Several stages in this group are: (1) **Therapy**, the stage in which the government pretends to involve the community in the implementation of development programs aiming to change the mindset of the community in accordance with the interests of the government; (2) **Manipulation** stage, the stage in which the community does not participate at all. Activities undertaken are related to information manipulation to obtain public support, even if conditions do not match the facts.

In addition to assessing the stages of community participation in development programs, it is also important to understand what forms of participation the community takes to support the achievement of the development. The following are some forms of community participation that can be undertaken in the implementation of development programs:

Figure 2.2 Forms of Participation

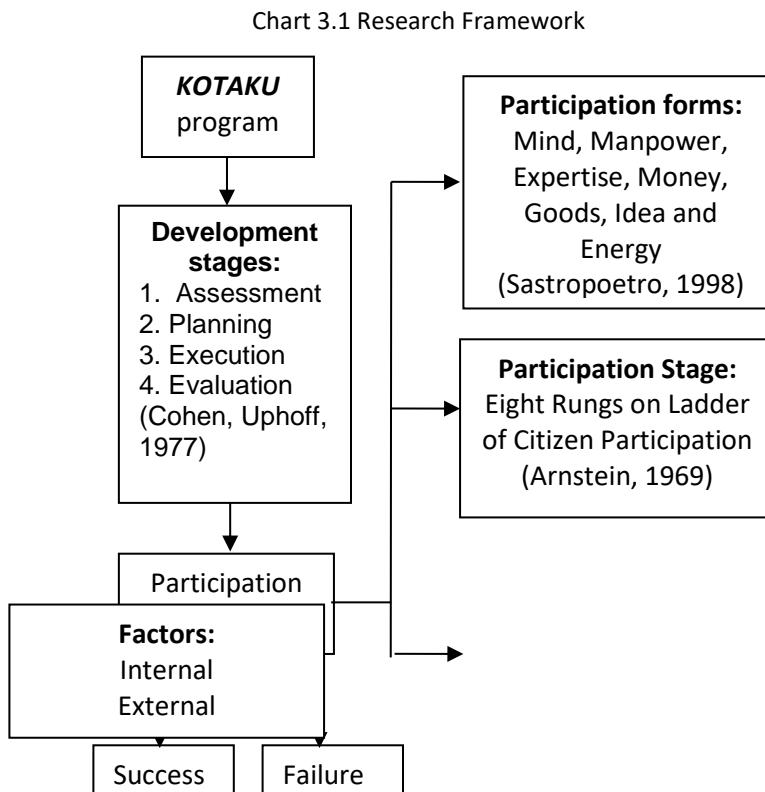


Source: Sastopoetro, R, S. (1988) Participation, communication, persuasion and discipline in development. Bandung: Alumni.

The existence of community participation in development programs is certainly influenced by certain factors. The level of participation and also the form of participation are certainly influenced by factors both internally and externally. To find out the influencing factors, direct observations are required in Bligo village and Jiken village.

3. ANALYTICAL RESEARCH FRAMEWORK

To facilitate understanding in this study, the following research flow is applied:



Source: Processed Data, 2018

According to the previously presented framework, a preposition was formulated to find out the difference of development result between Bligo village and Jiken village. The implementation of *KOTAKU* program is influenced by the presence or absence of implementation of community participation forming participatory development to create sustainable development.

4. RESEARCH METHODOLOGY

Table 4.1 Research Methodology

Type of Research	Descriptive - Qualitative
Scope	The execution of <i>KOTAKU</i> program is conducted in Bligo and Jiken village in 2015-2018
Data Collection Method	Primary Data (Field Study) through: Documentation, Field Observation, and Live Interview (Snowball Sampling): a. Village government b. Public figure c. Program Executor d. Society
Data Analysis Technique	Data Analysis, Data Reduction Technique, data presentation, conclusion.
Analysis Method	Using descriptive qualitative analysis

Source: Processed Data, 2018

5. GENERAL OVERVIEW

KOTAKU program is a development program to prevent and to eradicate slum areas. This implementation is based on the Strategic Plan of the Directorate General of Human Settlements in 2015-2019 and is based on the Leadership Agenda of Joko Widodo in 2014-2019 stating "Building Indonesia from suburbs by strengthening the regions and villages within the framework of the unitary state". The purpose of this development is the achievement of alleviation of up to 0% slums by carrying out development activities. To determine that a region is considered as a slum, there are 7 main indicators, which are: problems of uninhabitable houses, lack of access to road network, inadequate environmental drainage, minimum access to drinking water problems, poor sanitation access, waste management and poor environment and lack of protection system against fire hazard.

This research focuses in the implementation of *KOTAKU* program in Sidoarjo regency. Sidoarjo regency is selected as the case study in this research due to its success in implementing *KOTAKU* program which lately gains public attention. The implementation of *KOTAKU* Program in Sidoarjo regency is supported by Sidoarjo Regency Regulation no. 58 of 2016 concerning Technical Guidelines for the Implementation of Special Finances of Villages for Revitalization Activity of Slum Areas. This policy strongly supports the achievement of the successful implementation of development and the achievement of economic growth for up to 5.5%.

One of the main drivers of the *KOTAKU* program is the development program in Bligo village. Bligo village is one of the 11 villages which serves as a pilot project due to its success in administering the *KOTAKU* program despite of some villages which are not successful, exemplified by Jiken Village. This failure is due to unachieved projected objectives. Moreover, the development is conducted partly and is focused on physical development alone. The following is a general overview of Bligo village and Jiken village:

Table 5.1 Overview of Bligo village and Jiken village

No.	General Description	Bligo Village, Candi District	Jiken Village, Tulangan District
1.	Area and Population	Area: 8.00 Ha Population: 5,825 Male: 2900 Female: 2.925 Community Hamlet: 8	Area: 2.9 Ha Population: 2177 Male: 1.188 Female: 989 Community Hamlet: 3
2.	Education	High School: 1.453	Jun. HS: 257 people
3.	Occupation	Private Employee: 1191	Entrepreneur: 830
4.	Facility and Infrastructure	Education Health Places of Worship Sewer Transportation	Transportation Education Health Sports Sewer
5.	Active Institution	Village Head Village Board Community Institution: 1. LPMD 2. PKK 3. Aged Center 4. Youth Center 5. Hamlets	Village Head, Village Board, Community Institution: 1. LPMD 2. PKK 4. Youth Center 5. Hamlets

Source: Bligo and Jiken Village Secretarial Office

In the implementation of the *KOTAKU* program in each village, there are several concepts and handling strategies in the slum area, where in general, the Concepts and Strategies are carried out as follows:

Table 5.2 Common Problems, Concepts and Strategies for the handling of slum areas in *KOTAKU* program

No.	Slum Problem	Handling Concept	Handling Strategy
1.	Flood and lots of puddles	Supervising, empowering community and improving drainage services both in quality and quantity	Developing drainage system of settlement, constructing drainage network connected to city
2.	Damaged Buildings and Roads	Supervising and Controlling, improving by implementing restoration / rehabilitation	Improving / constructing roads and improving the quality and quantity of roads
3	Garbage and Waste Water	Socializing Clean and Healthy Lifestyle (<i>PHBS</i>), improving wastewater facilities and infrastructure, reconstructing and restoring, and supervising waste management facility	Supervising communal and centralized delivery system (<i>IPAL</i>) Improving bathing, washing, and latrine facilities and infrastructure (<i>MCK</i>), Constructing shelters and waste processing
4.	Clean Water Access	Empowering community on water protection, increasing coverage of clean water service (<i>PDAM</i>).	Providing clean water through the Water Supply System (<i>SPAM</i>)
5.	Fire Protection System	Implementing fire protection system and developing open water resources empowerment.	Developing fire protection system strategy, providing facilities and infrastructure of protection system, such as: Hydrant, APAR / fire brigade
6	The Presence of Green Open Space in a Residential Environment	Community empowerment, the importance of Green Open Space (<i>RTH</i>) in residential areas	development of green open space in some residential areas

Source: *KOTAKU* program

6. RESULTS AND DISCUSSION

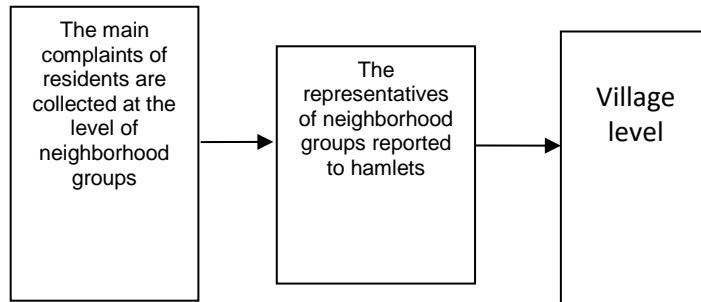
a. The Importance of Participation in the Development Process

Bligo village is a village becoming a role model in the implementation of *KOTAKU* program in Sidoarjo. This is supported by participation in the entire *KOTAKU* program process.

1. Assessment Stage

In mapping the main issues, communities play an active role and take active participation. According to the head of Bligo village, the form of participation is to map the problems deriving from the complaints of each community which is facilitated:

Figure 6.1 Mapping Process to the Problems faced
Bligo Village



Source:

Interview with the head of Bligo village: Adi Suwandono, 2018

The existence of facilities is considered a means of aspiration from the community. This activity maps the problems accordingly, precisely and factually. The mappings are obtained as follows:

Table 6.1 Mapping of the Assessment Stages of Bligo Village

No.	Problem	Resource	Expected Goal
1.	Waste of clamshell in the river plains	Socialization and training of waste recycling management	Establishing the rubbish-free zone area and improving the people's economy
2.	Flooding due to clogged drainage	The construction of drainage according to experts from <i>KOTAKU</i> program	Establishing flood and puddle free area
3.	Scattered rubbish and fire from illegal waste burning	Extensive land allowing the construction of landfill and waste incineration	Establishing free garbage area and minimizing fire incidents
4.	Lack of access to clean water	Strategic Village Location (near City)	Providing easy access to clean water
5.	Lack of green space	Ownership of the terraces in each of the residents' houses, and the vast land of the village	Creating green areas in every home

Source: Bligo Village Secretariat

2. Planning Stage

Planning stage is required to find alternative planning in overcoming the problems faced. It is different case for clamshell waste which can be solved by community service work by collecting shells and training for recycling of clamshells into handicrafts by the socialization of Community Leaders (Sumargono, 2018).

For cleansing problems through rotational work of each hamlet (*RW*), improvement of drainage channels, support for development licenses while for garbage and fire issues are overcome by separating waste (organic and inorganic), providing landfill (TPA), and increasing availability of fire extinguishers and hydrants.

Furthermore, clean water problems are handled by facilitating access to National Electrical Company (*PLN*), constructing sanitary facilities, and socializing the use of clean water. Green open space problem is handled by planting green plants in 10% of land, growing medical plant and organizing hygiene competition among *RW*.

"Villagers of Bligo are well-known for the harmony, where gathering is often conducted to discuss the progress of the village which has become the daily life of the people here. The residents are also known as critical and always constructive in generating ideas."
(Sumargono, 2018)

3. Implementation and Supervision Phase

At the implementation stage, the forms of participation of Bligo villagers include:

Table 6.2 Type of Participatory Activities of Bligo Villagers in *KOTAKU* program

No.	Participatory activity	Executant
1.	Regular cleaning activity in community assembly (clamshell, garbage, and drainage channels)	All community members (<i>RW</i> 01-08) Youth center, Women Empowerment Community (<i>PKK</i>)
2.	Socialization and training of shell waste recycling	Community leader (Mr. Sumargono), <i>KOTAKU</i> Program executor, Youth Center
3.	Discussions regarding the implementation of the program on a regular basis	Village chief/ government, community representatives, community leaders
4.	Running the Garbage Bank program and waste segregation	All Bligo villagers, village / local government
5.	The existence of Clean Area contest (in <i>RW</i>) and the obligation of growing green plants	All Bligo villagers

Source: Processed Researcher, 2018

4. Evaluation

The main problem experienced by the Bligo villagers has been overcome by the *KOTAKU* development program both in technical assistance and in financial aid which support the improvement and development on certain aspects.

Based on the results of interviews, Bligo villagers are very enthusiastic about the *KOTAKU* program. The active role of the residents is very helpful for implementing the *KOTAKU* program. Residents strongly support the implementation of the city program.

"With the introduction of *KOTAKU* program, villagers can realize the desire to develop Bligo. Many plans have been prepared but are hampered by lack of funds "(Anang Wahyudi, 2018).

"The *KOTAKU* program which has been implemented in Bligo Village is very successful. Many positive changes are experienced by the villagers such as infrastructure development,

the development of the resources and the increasing sense of ownership of citizens for continuous development ." (Sri Rosdiana, 2018)

From the results of the exposure, it can be determined that the participation made by the Bligo villagers enters the stage of Citizen Control (community oversight) in which the community is fully involved in the implementation of development programs which is undertaken. Forms of participation which are conducted include: idea, energy, expertise, and money.

In contrast, Jiken village is considered as a village experiencing failure in the implementation of *KOTAKU* program in Sidoarjo. This is triggered by the lack of participation in the entire process of *KOTAKU* program.

1. Assessment Stage

"Jiken villagers often just follow the flow and all the decisions of the village government. The majority of the population thinks that the village and government officials are able to understand and to overcome all environmental problems in this village. Thus, every decision is obtained in the form of government decisions either central or village." (Sutomo, 2018)

The head of the village stated that the determination of problems experienced in the Jiken village was formed according to the observations, especially in RW 03 area. Through the observation, the executor later discussed with some of the village government or the related party. The results of the assessment stage in Jiken Village are as follows:

Table 6.3 Mapping of the Assessment Stages of Bligo Village

No	Problem	Resource	Expected Goals
1.	Poor drainage system due to garbage, triggering flood	Funding from the KOTAKU program for the construction of drainage quality and quantity	Creating a good drainage system
2.	The number of residents herding in front of their houses, resulting in bad odor	The existence of empty land for the transfer of community farms in a communal way	Creating comfortable and conducive residential environment
3.	Scattered rubbish and garbage burning	There is still land to be used as landfill and garbage burning, the identified garbage classified as environmentally friendly	Creating a clean, comfortable environment and free from fire hazard
4.	Household waste disposal goes directly to the river	There is an effort to build communal bathing, washing, and latrine	Creating clean and uncontaminated river, maximizing its functions

		facilities from the village government	
5.	The lack of awareness of the importance of green open space	Each resident's house has land for planting green plants, and the land for the establishment of the park	Establishing the beautiful and fresh Jiken village

Source: Jiken Village Secretariat

The decision making in an effort to map the problems faced is conducted per semester since the beginning of the program. Weak coordination between the village government and the implementors leads to misunderstandings between the government and the village.

2. Planning Stage

The most important thing in the spotlight at the planning stage is to determine solutions which must be conducted in overcoming the problems. The results of the planning stage in Jiken village are: (1) Drainage problem is overcome by the construction of drainage in quality and quantity, by cleaning the garbage, and by socializing cleanliness; (2) Livestock problems of the citizens are tackled by transferring the livestock to communal farm land and by socializing correct farming concept.

Significantly highlighted issues are scattered waste and fires which can be overcome by separating organic and inorganic waste, by imposing sanction of littering and providing landfills. The problem of direct waste disposal to the river is solved by the construction of public toilet facilities. In terms of limited open green space, the problem is solved by conducted reforestation and development of village park.

"The development plan which is formed is a government observation adapted to the needs of the villagers of Jiken Village. Nevertheless, the most important thing is to build a sense of trust from the community about KOTAKU development program. Unfortunately, the program often stops in the middle of its process. Thus, it does not create conditions which are expected to be more conducive." (Tri Wahyono, 2018)

From this statement, it is known that the existence of passive attitude and lack of support from Jiken villagers are influenced by the disappointment in some previous development programs which have been never correctly executed. Therefore, it hampers the participation of the community in the implementation of the program.

3. Implementation and Supervision Phase

Table 3.4 Types of Implementation Activities in Jiken Village

No	Type of Activity	Executors
1.	Constructing drainage channels	<i>KOTAKU</i> experts
2.	Transferring Livestock farm to the land provided	All community members of RW 01-03
3.	Separating of organic and inorganic waste and constructing landfill and waste incineration	All members of RW 03, Village government, and <i>KOTAKU</i> executor
4.	Constructing public toilet	<i>KOTAKU</i> executor Part of Jiken villagers
5.	Developing green park and conducting reforestation	<i>KOTAKU</i> executor Village government Part of Jiken villagers

Source: Processed Researcher, 2018

Based on the types of development activities undertaken in Jiken village, it can be seen that the active participants are village government, program implementers and some residents from RW 03 only.

"In Jiken village, although the area is not too broad, the members are less socially harmonious. The concern from the community for the environment is still very low. Moreover, the slum area is only in RW 03, causing the misconception of RW 01 and RW 02 residents to blame the slum condition is actually created by RW 03 residents." (Endah Wigati, 2018).

The low initiative of Jiken villagers is due to the contrast in RW 01 and 02 area with RW 03, in which the slum areas is located in RW 03 creating the lack of harmony among residents leading to social gaps.

"The development program in Jiken Village desperately needs awareness from the villagers themselves, especially in waste management. The government program has succeeded in the development of landfill and the division of organic and anorganic waste. However, bad littering habit has resulted in inadequate waste management program implementation, scattered garbage, and also clogged drainage. These conditions continuously occur." (Ratna Ayu, 2018).

The lack of awareness of the people to participate in supporting the development was also greatly experienced by *KOTAKU* program implementors. Many of the unsuccessful plans cost a lot of money but did not have much impact on the development of Jiken village.

"The development programs undertaken by the government through the *KOTAKU* program are too focused on road construction and physical buildings alone, but they cannot solve the main cause of the emergence of slum conditions in Jiken Village." (Endah Wigati, 2018)

The existence of disagreement between the citizens and the government resulted in major obstacles from the coordination of implementation. The researchers found the existence of elements of problem between the government and the community resulted in low achievement of participatory development which is impossible to create sustainable development.

4. Evaluation Stage

Jiken village has been carrying out *KOTAKU* program since 2015. However, the progress obtained by Jiken village covers only the stage of physical development, and citizen empowerment remains undeveloped. Therefore, the *KOTAKU* program in Jiken village is declared as a failure.

The existence of disagreements between the government and the community makes the implementation of participatory development is difficult to achieve. The government considers that the lack of awareness from the community is due to the obedient customs of all government policies and very passive residents. Consequently, the government took all decisions through the process of observation only. However, from the community, the condition of the absence of participation arose because of the distrust of the Jiken villagers on the implementation of the development program which historically has been poorly executed

From the previous explanation, it can be seen that the form of participation of the villagers Jiken enters the **Information** stage, where at this stage the government (authority) only provides information on the community related to the implementation of activities. The form of participation which was shown was only manpower (the residents of RW 03).

b. Factors Affecting Community Participation

The difference of development result in *KOTAKU* program implementation is influenced by the difference of citizen participation in its implementation. Factors which successfully support participation in Bligo village exemplified by the residents' eagerness in supporting the development *KOTAKU* program, no requirement on complicated socialization. The evenly spread of slum conditions from RW 01 to RW 08 triggers a similar sense of fate and brings the willingness to help the program execution. Active community institutions and community leaders will contribute fully to the program. In addition, the quality of human resources and expertise will

strongly support the development of *KOTAKU* program, and the geographical location of Bligo village is close to the City, making it easier to access drainage channels and clean water.

However, it is different with that experienced by the other village, where the failure of development implementation is influenced by the lack of community participation in the development program. Factors that inhibit participation in Jiken village are: (1) the existence of historical problems taking form of disappointment from unfinished previous development programs in Jiken village; (2) Slum condition centered only in RW 03 area, resulting in the ignorance of RW 01 and RW 02 residents; (3) the lack of community agency roles, community representatives and community leaders in mobilizing the participation of Jiken villagers; (4) the low quality of human resources in Jiken village, which does not contribute much to the implementation of the development program; and (5) the geographic location of Jiken Village which is far from the city of Sidoarjo made it difficult to connect the drainage channel and access to clean water system from nearby city.

7. CONCLUSION

City without slum (*KOTAKU*) is one of the development programs aiming to eradicate slums up to 0%. One of the areas which wins public appreciation in the implementation of *KOTAKU* development program is Sidoarjo regency because there is one region showing an excellent progress. From the 11 villages which follow *KOTAKU* program, Bligo village shows the best progress. The success of Bligo village is influenced by the participation of residents, reaching **citizen control** stage, a full role of the residents in the decision-making process. The forms of participation which are actively conducted by Bligo villagers include: idea, manpower, expertise and money. The existence of self-belonging of the citizens is influenced by the following factors: the willingness of the residents in the implementation of the program, similar condition of RW 01-RW 08, active public institutions, qualified human resources, and the geographical location of Bligo village which is adjacent to the city.

This condition is in contrast to the condition occurring in Jiken Village, which is one of the villages which fails to implement its development through the *KOTAKU* program. The development in this village is limited only on physical development, in the form of infrastructure development dominated by the role of government. The participation of Jiken villagers reaches the **Informing** stage, where the government only provides information to the community without empowering the community's participation. The development failure occurs driven by the lack of residential participation which is only conducted in the form of manpower alone. Factors affecting the lack of participation of Jiken villagers include: (1) the historical problems of poorly-executed previous development programs; (2) slum area centered only in RW 3; (3) lack of role of institutions and community representatives, as well as community leaders in increasing citizen

participation; (4) low quality of human resources; and (5) geographical location of the village, located far from the city center.

Therefore, it can be concluded that role of community participation in development of *KOTAKU* program in Sidoarjo regency is highly important. With the participation of the community then the development which is not only limited to a physical development will create sustainable development, independently conducted by the citizens.

8. SUGGESTIONS

Based on the results of this study, the researchers offer some suggestions as follows:

a. For the Government

It is advisable for the government to always implement the development program thoroughly, providing trust for the community for further program implementation. Additionally, it is important to socialize the program which can assist the community understanding to the implementation of the development program and to empower the community to create a successful and targeted development.

b. For the Community

It is recommended for the community to take an active role in the implementation of development. This will support the creation of development in accordance with the expectations as desired by the community itself to create sustainable development, as the communities understand and has self-belonging to the region they lived.

c. For Academics

It is recommended for academics to emphasize the application of community empowerment in handling the program, and it is expected that further researcher can conduct study in more detail related to factors influencing public participation in general.

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