

# Humanized Settlement Concept as a Strategy for Improving the Living Quality of Urban Slum (Case Study: Pejagalan Sub District, North Jakarta)

Suzanna Sari<sup>1,\*</sup>, Mila Karmilah<sup>2</sup>

<sup>1</sup>Architecture Department, Diponegoro University

<sup>2</sup>Islamic University of Sultan Agung  
Semarang, Indonesia

\*Corresponding author's email: Ratihsaris [AT] yahoo.com

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**ABSTRACT**— *Urban slums often create complicated problems, such as its existence which become the most difficult problem to handle. Besides, there are physical and social problems that worsen the environment quality. This is happened in North Jakarta as the research area. As one of the central economic activities, North Jakarta had attracted local people to work and live there. This conditions encourage the development of slum area in certain parts of North Jakarta. It is also worsened by the loose government control therefore, the slums grew prosperously in the greenbelt area of the city. Slums commonly caused various problems related to the decrease of the environment quality. The appearance of poor housing environment is probably because it is based on the individual activities pattern and environment setting that directly influence the people activities and process of environment formation. Thus, poor people always think on how to optimized the empty and illegal spaces but neglect the quality of the environment. People usually develop temporary house with unorganized settlements, very poor social and economic condition, inferior infrastructure and bad facilities. One of the reasons of low economic condition related to the economic conditions of the people is most of these migrants has low income. It is very hard for them to get better live since they got through urbanization by depending to others. This condition caused difficulty in surviving on urban area as seen in the Pejagalan sub district.*

*Based on above condition, this research is aimed to reveal detail of real problem that may occur in Pejagalan sub district and show an alternative solution to the arrangement of the slums. The method used in this research was qualitative descriptive study which explain and describe the problems and all the findings in research area. While data collection was done through FGD (Focus Group Discussion) so that it will ease researcher to find out the problems and anything related to the research and find the solutions. The concept of humanized settlement as the output of this research is expected to become the best solution for relocating poor people along the river bank in Pejagalan, North Jakarta. The objective are to improve environmental quality and relocate poor people from the slums. This should be done in line with the efforts of reduceing poverty in order to avoid the spread of the slums in urban area.*

**Keywords**— urban settlements, slums area, Pejagalan sub district, Humanized Settlement concept

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## 1. INTRODUCTION

The existence of slums in urban areas is a bad image in the government operation. According to regulation number 1 year 2011 on housing and residential areas said that, the State is responsible for protecting all Indonesian citizens through the development of housing and residential areas so that people can live and occupy decent and affordable housing in sustainable, harmonious, safe, and healthy environment. But in the reality there are still plenty of people living in slum areas especially in the city. Based on such condition, local government tried to decrease the number of those people by improving the quality of life and livelihoods of the inhabitants as well as maintaining and improving the quality and functionality of housing and settlement based on the certainty of living and guarantees the right to settle in accordance with regulations and legislation.

Slum area in several cities in Indonesia is a portrait of uninhabitable settlement. Based on identification of slum area in 2014 by the Directorate of Settlement Development, the number of slum area district in Indonesia are 37 407 hectares. Hence, it requires the involvement and integration of a wide range of related stakeholders including community participation.

One of the areas related to subject to this study is Pejagalan sub district (figure1) located in Penjaringan district, North Jakarta. Pejagalan sub district consisted of 8 citizen association (RW). Pejagalan is on a riverside with poor physical condition.

This area has many problem such as population density, bad physical condition of the housing area, bad infrastructure, flood, high crime rates and illegal building construction on the state land. Lack of attention and good management from the government often caused the increase of slums in urban areas. Some solutions given by the government is often unfair to the poor people. One of those solutions is *Rusunawa* – low cost housing – which only leads to the disappointment and has many flaw. This makes Some of the residents of slum area refuse moving to “Rusunawa” with many reasons.

Based on the above issues, this study attempts to find out some alternative solutions, especially about physical handling of the slum area especially in Pejagalan as a result of unhealthy and unhumanized urban environment.

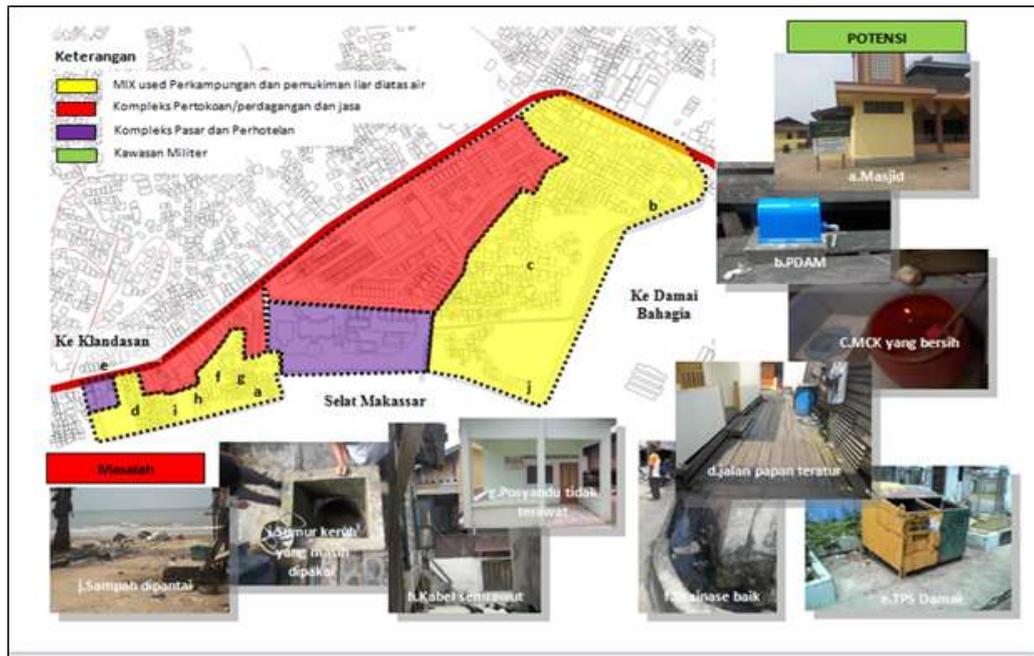


Figure 1. The location of Pejagalan sub district

## 2. RESEARCH METHODS

This research is conducted using qualitative descriptive method focused on spoken and written data gathered from the subject of study. Kasiran (2010) stated that a qualitative descriptive study is done in a conscious state or natural setting to avoid any change in the data, while research means revealing the unknown using systematic method in direct and responsible way (Moleong, 2002). This study consisted of several steps which are : 1. Data Collection step where the data is collected through field observation, documentation of existing conditions in the field, recording all the problems that arise by conducting FGD (Focus Group discussion), and collecting the related data, 2. Data Analysis where the analysis of all the data which have been collected take place, 3. Conclusion is taken to summarize the result and give any recommendations based on research analyzes. (Kasiran, 2010).

## 3. RESULT AND DISCUSSION

Slums are very inferior quality residential areas. The characteristics of the slums are located in the area inconsistent with city layout, had high building density within a very limited area, had many social and environmental problem, and has very low, poor and inadequate building quality that will harm the way of life and work (Budihardjo, 1987). Komarudin (1997) said slum areas as dense inhabited settlement (exceeding 500 persons per hectare), socio-economic condition is low, the number of houses is very dense and in a sub-standard size, environmental infrastructure is almost non-exist or under technical repair, built on state land or land owned by others, and beyond the valid legislation.

North Jakarta as one of the central of economic attracted local people to find work and live in. Such conditions then encourage local people to develop slum area in some parts of North Jakarta and supported by the lack of control system of the government. Then the slums grew prosperously in some places which should be the greenbelt area for the city. Slums commonly caused various problems related to the decline of the environment. According to Snyder (1985), the performance of poor housing environment is probably because of the process of housing development as a functional place that based on people activities pattern and environment setting that directly influence the people activities and

process of environment formation. Therefore, poor people always think how to optimize the empty space as could as they can without concerning the quality of the environment. People usually develop temporarily house with unorganized settlements, very poor in terms of social and economic condition, inferior infrastructure and facilities. Very unorganized road, and is not managed properly. One of the most reasonable reasons is related to economic conditions of the people which are still very low. It is very difficult for them to live in better environment, because most of them joint the process of urbanization out of their limitations and made them difficult to survive in urban areas as seen in Pejagalan sub district. (Figure 2)



**Figure 2.** Physical condition of Pejagalan  
(Photo source: survey RPKPK Team, 2015)

The picture above shows that the river which should be a clear from the building is currently used to build either semi-permanent or permanent housing. Even some of the residents uses river banks as additional space. In fact, the riverbank is a border of the river and pedestrian, however the resident use it as additional space to support their daily activities, such as putting the cart, goods, and many others as shown in figure 3 below:



**Figure 3.** The use of River border as Additional Space of Activities  
(Photo source: survey RPKPK Team, 2015)

As mentioned by Yudohusodo (1991), in addition, the ordinary settlements is built in a very simple material, not permanent building and unplanned. People also usually develop the settlement close to each other, so it is a fire hazard building. Lack of open space among the houses could not accommodate the fire truck. Meanwhile, access to the river as a water source is very difficult because the riverbank is covered by many things and buildings. Furthermore, there is no fire system like hydrant pillar existed in Pejagalan.

Based on infrastructure and facilities found in the area, it can be categorized as slum. The habit of residents to dispose garbage, dirty water and latrines in the river, had polluted the river. Many people in Pejagalan suffer due to the flood and

air pollution. While the socio-economic conditions of people are mostly very low, the motivation of people to have a better and healthy home is also very low. There are some strategies in handling the slums. As for slums located along the river banks, the handling model are resettlement and urban renewal, while for slum and squatters which not located along the river banks the handling model is restoration. Here is the scheme of handling models.

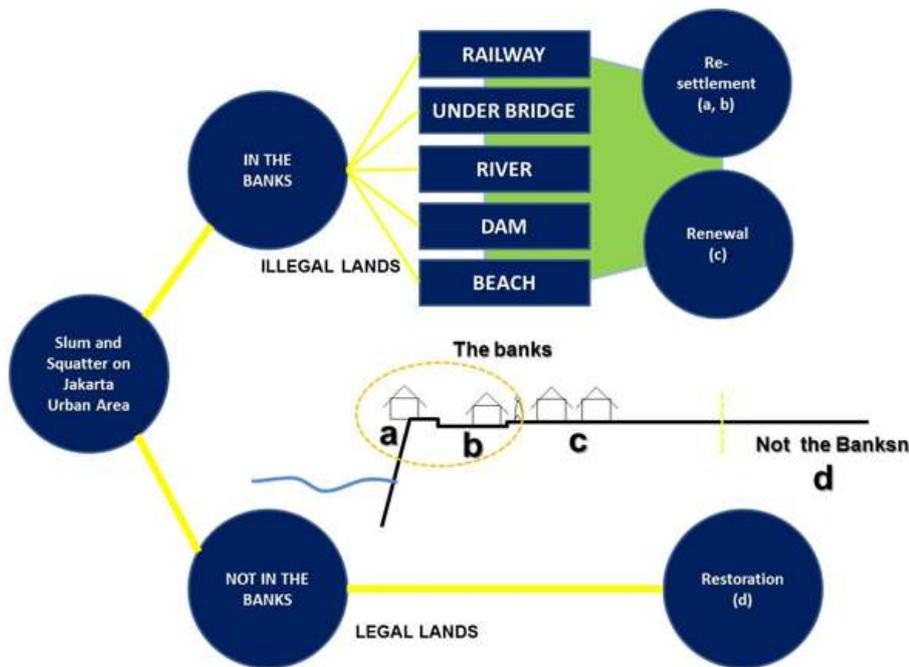


Figure 4. Characteristics of slum and squatter

According to the above phenomenon, government and related institutions need to make efforts to control the slum development so that the slums can be easily organized and does not increase, especially along the river bank as a free zone. Government should have proper concepts and strategies for setting slums appropriately, so that it would be easily accepted by the poor. The policies to improve the quality of slum areas should improve the entire family and community members who live in the slums, so they can occupy the low cost housing provided by local government in a healthy environment. There are four targets in realizing the good quality of the poor (Yudohusodo, 1991):

- a. Improving the quality of life, livelihood and dignity of slum dwellers. The problem to achieve this goal is on the very low-income inhabitants. Since they do not have permanent income, it is difficult for fulfilling their daily needs and for providing good living. Due to low levels of education and cultural factors the residents do not have knowledge and awareness about cleanliness, health, and organized living;
- b. Providing and improving the building and trying to redesign the house orderly, properly, and well organized. An obstacle to achieve this goal is most of the poor in Pejagalan does not understand and unaware of the law of the land use planning and building regulation. Besides, the government control toward poor housing in slum area is weak
- c. Providing proper facilities and infrastructure. The difficulty is the number of poor people in Pejagalan is very dense and it is hard to provide facilities and infrastructure settlement adequately. Besides, the government has allocated limited funds to provide public facilities and social facilities as a whole; and
- d. Promoting comfortable of urban apartment for the poor including supporting facilities, such as bed, water, electricity, etc. An obstacle to achieving this goal is for low cost apartment, slum people are not customized to live in and it was a very hard to change their lifestyle and habits before.

Based on the matter above, therefore, government needs more proper concept that could accommodate all the above problems. The concept should concern the culture, way of life, social living, supporting environment, etc., this is resulted in humanized feeling for the poor people. Some aspects that should be considered are as follows: 1. Humanize: a management concept that underlined the values and the place of humanity as the main factor in improving welfare. Humanize is also harmonized with the environment. All people that are part of the regional development should be prioritized without neglecting the economic, social and culture condition. In the case of Pejagalan district, the provision of low cost housing should also consider the economic background of the people to accommodate their economic activities. For example: some of Pejagalan people who work as Tofu maker can still be able to continue their work in their new place and environment. 2. Unity is an integrated concept in handling low cost housing. It is because people

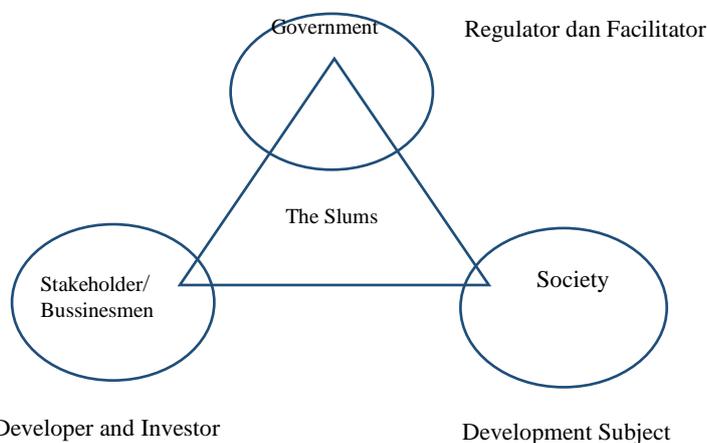
living in slum areas consisted by heterogeneous society. They have different backgrounds, different mindset, different behaviors, and different needs. Therefore, in the low cost housing/apartment, government should provide communal space accommodating social activities thus preserving the unity of the residents. 3. Eco Friendly: is the concept of handling the settlement focus on the sustainability of the environment. The development of low cost housing/apartment for Pejagalan people should focuses on conserving the surrounding environment. The development should concern about green environment, green building, green transportation, green waste, green energy, green water, and green community. 4. Harmony: The concept of prioritizing the harmonization among the residents, residents and the environments and residents with the nature. Alignment means intrgrating all classes of the resident without any conflict. Additionally, harmony also means how residents can respect and manage properly the nature surrounding the low cost housing/apartment such as yard and rivers.

The role of local government as manager in managing the slums has been intensified and enhanced. Preparation of the Action Plan for Housing and Slum handling is expected to be implemented properly so that the management of slums can be pursued in a united, integrated, and spread on all areas of slums in Pejagalan sub district. Furthermore, improving management of slums also providing guidance on how to enhance the operations of a socio-economic, institutional and community to community life. These activities can be achieved through the cooperation of the stakeholders, residents, community groups, businessman and government.

Access to education and health services are also considered as part of the quality improvement. Thus, Pejagalan people who live in slums should be provided by technical assistance on creative industry so they can compete and become more creative. There supposes to be no discrimination so they can live in harmony with other people.

The National management slum policy actually is developed on the participatory concept based on all the need of the poor people. This will encourage poor people to escalate their role in the slum restructuring process in their region. Participatory concept basically involves the community not only as an object but as a subject (Bintarto, 1983). It means the poor become the role on housing development. They are also involved in every settlement activities and even restoration of the slums. The concept of mutual cooperation and high tolerance as the foundation of slum community life can be optimized to help the government on building and organizing the housing area where they will stay and live. In this occasion, community involvement will lead to poor people employment opportunities as well as improving their economic conditions (Turner, 1976). People can easily give their opinion, idea, and effort to assist government visualizing their healthy housing and humanizing them not as marginal group. They will also feel the multiplier effect of government program for the poor and reform the slums in to the better environment. By doing so, poor people will easily move from the slum to a new housing and environment without any conflict.

Recently, government's slum management area like in Pejagalan is always change and inconsistent. The root of this problem is mainly related to the lack of communication between government and the poor people. Hence, many policies issued by government were frequently rejected by the poor people in the slum area. Besides, there is no comprehensive policy as a reference/standard for managing the slums in effective and humanize way. As a result, each region sets up a different slum management procedures based on their needs. It is also difficult to invite the stakeholders in assisting the government because no profit involved. Therefore, in the provision of low cost housing/apartment for the poor, government should give a chance for the stakeholders/businessmen as the third parties through Corporate Social Responsibility (CSR) as well as direct investments, for example: for those who will developing surrounding area of low cost housing/apartment area for the poor, the stakeholder should contribute in certain ways such as developing infrastructure, improving public facilities, providing public transportation, etc. The government will take effort to develop a scheme that would allow in undertaking government projects thashe involvement of the stakeholders/businessmen as a form of applying the concept of partnership to be aware in the provision of slums. The management of slum is an obligatory functions of local government so that the partnership would be held among the community, business and local government.



**Figure 5.** A partnership in developing the slums settlement quality

Managing slums areas in Pejagalan sub district could be done through restoration and construction of the low cost housing/apartment for the poor (Rusunawa). This project could be realized by collaboration of governments, communities and businesses. BOT (Build Operate Transfer) scheme and kinds of it can be selected as a good choice. There are two stages in BOT that must be implemented. First, government should prepare the planning programs and preparation steps, including:

- a. Identifying Pejagalan slum area's potentials and problems, mapping the poor people needs, identifying the priorities poor management programs, making priority of the improvement program planning, and preparing the investment plan;
- b. Making any documentations of related database and the manual procedure to run the project, recruiting some competent and responsible facilitators to assist and guide the implementation of the improvement programs in Pejagalan slum area;
- c. *Bridging-period* makes the improvement of slum area as national platform by doing synergy planning between national and local government;
- d. Preparing Memorandum of Understanding (MoU) between the central and local governments and other parties;
- e. *Scaling-up* the program of *Neighborhood Development* as national program

Second is the implementation phase consisting of several implementations of the program such as funding sources, monitoring and evaluation. The purpose of this national program is to implement the collaborative program as a platform for managing the slum. The targets are the following:

- a. Appointing the local government as the main role in managing the slums, which start from the planning process, implementation, monitoring and evaluation;
- b. Creating a plan that synergized all related parties to focus on the efforts of managing the slum; and
- c. Synergizing all the sectoral programs from various funding sources that already executed in the slum area in order to provide greater benefits for the poor, such as National Community Empowerment Program, Human Settlement Planning based on Community, Environmental planning based on ecology, etc.

The number of the poor in urban areas in North Jakarta is currently increasing as well as the provision of the dwellings. This fact caused the government to seek a breakthrough in fulfilling the housing needs especially for low-income people. Ministry of Public Housing, since 2006, has provided the facility of housing subsidies for the construction and home improvement, the implementation of which involves banks, financial institutions or cooperatives. The government policies offering non-bank institutions to participate directly as a creditor institution for low cost housing.

The concept of managing the slums above is in line with the mandate of Law No. 1 of 2011 on Housing and Region Settlements, which stated that the Government additionally has the task of formulating and establishing policies and strategies of housing and residential areas, as well as facilitating the implementation of policies and strategies at national level. Managing the slum area is done through the provision of infrastructure of the settlements based on community development. The necessity of supporting infrastructure in a slum area is identified through technical consultancy with the resident. This method is good and effective especially for directing the improvement program as well as increasing the concern of the poor toward the environment. This is mentioned by Putro and Nurhamsyah (2010) that In coping to their environment, humans adapt to the environment condition regarding. Their understanding to the natural characteristics and vice-versa. This adaptation led to the concept of living that shows how people adapt to the environment and creating their settlement patterns. The improvement program based on community has to be done in line with the other development program. Such condition requiring the community board to coordinate at the community level.

#### 4. ACKNOWLEDGEMENT

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