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Analysis of The Effectiveness of The Slum Management Program By The PRKP Agency

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Abstract
Purpose: This study aims to analyze the effectiveness of the slum area management program implemented by the Housing, Settlement, and Land Agency (PRKP) of South Tangerang City. The research evaluates how the program contributes to improving residential environmental quality and community welfare, focusing on planning, implementation, community participation, and post-program sustainability.
Methodology/approach: A qualitative descriptive approach was employed, combining field observations in selected sub-districts, in-depth interviews with PRKP officials and local residents, and document analysis. The study assessed program effectiveness using four key indicators: planning, execution, community involvement, and post-program impact.
Results/findings: The findings indicate that while the program has achieved significant physical improvements in slum areas, gaps remain in social empowerment, long-term sustainability, and active citizen engagement. Key outcomes include enhanced infrastructure and living conditions, though challenges such as weak multi-stakeholder collaboration and limited community ownership persist.
Conclusions: The PRKP program improved infrastructure but lacked sustainability. Greater community involvement and stronger local governance are crucial for lasting results.
Limitations: This study is geographically limited to South Tangerang City and may not fully represent slum management challenges in other regions. The short-term assessment period also restricted the evaluation of long-term program sustainability.
Contribution: The research provides actionable recommendations for strengthening slum area governance, including fostering multi-sector collaboration, increasing local community participation, and integrating economic empowerment initiatives. The findings offer insights for policymakers and urban planners in designing sustainable and inclusive slum-upgrading programs.

Keywords: *Community Participation, Governance, PRKP, Program Effectiveness, Slum Areas*

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1. Introduction

Rapid population growth and urbanization have increased the pressure on the provision of adequate housing. One manifestation of this condition is the growth of slum areas in urban regions (Carrisa, Sukamto, & Arisdiyoto, 2025). In South Tangerang City, slum areas are spread across various locations and have become a major concern for the local government. Based on data from the Office of Housing, Settlement Areas, and Land Affairs (PRKP Office) in 2023, there are more than 120 hectares of slum areas with varying levels of severity, ranging from mild to severe slums. Slum areas represent one of

the most serious problems in urban development in Indonesia, including South Tangerang City. They are characterized by high population density, inadequate infrastructure, and poor housing quality. The existence of slum areas not only disrupts urban aesthetics but also generates various social, economic, and environmental problems, such as increasing poverty, the spread of diseases, and environmental degradation (Artita, Cikusin, & Anadza, 2024).

The central government, through the Ministry of Public Works and Public Housing, has established a national target of a Slum-Free Indonesia (KOTAKU) by 2030. As a follow-up, local governments, including the PRKP Office of South Tangerang City, have implemented various slum area management programs aimed at improving the quality of community settlements (Safitri, Mallapiseng, & Baso, 2025). These programs include improving access to clean water, providing adequate sanitation, upgrading neighborhood roads, managing solid waste, and constructing livable homes. To address these conditions, the PRKP Office has implemented several strategic programs, including the KOTAKU (City Without Slums) Program, Self-Help Housing Stimulant Assistance (BSPS), basic infrastructure development, and community facilitation. However, program implementation does not always reflect long-term success if it is not evaluated comprehensively (umbuUmbu & Nainel, 2024).

Nevertheless, although slum area management programs have been implemented, various reports and field observations indicate that several areas in South Tangerang continue to face slum-related problems. These problems include mismatches between planning and actual field needs, limited budgets and human resources, and insufficient active community participation in the planning and implementation processes of the project. This raises questions regarding the effectiveness of the programs implemented by the PRKP Office in addressing slum areas sustainably (Romidhoni, 2025). Therefore, an evaluation and analysis of the effectiveness of the slum management programs implemented by the PRKP Office of South Tangerang City is required, based on indicators of planning, technical implementation, community participation, and program outcomes. The effectiveness of a slum area management program can be measured through various indicators, such as the achievement of output and outcome targets, the efficiency of resource utilization, and the socio-economic impacts on the community (Yeimo, Lewerissa, & Suripatty, 2025). Accordingly, a comprehensive study is needed to analyze the effectiveness of the slum management programs implemented by the PRKP Office in South Tangerang City. This study is expected to provide an overall picture of the achievements and constraints in program implementation and serve as a basis for future policy evaluation and improvement (Yusuf & Suriani, 2024).

Several previous studies have examined the technical aspects of slum area management; however, they remain limited in their ability to holistically analyze program effectiveness. For example, Amiruddin and Zainal (2025) focused on the program's physical impacts without exploring sustainability and community empowerment. This study aims to fill this gap by presenting a comprehensive evaluation encompassing four critical dimensions: planning, technical implementation, community participation, and program impact. This study makes several significant scholarly contributions. First, it develops an evaluation framework that integrates a top-down government policy approach with a bottom-up perspective of community needs, an approach that remains relatively rare in the literature. Second, this study introduces the "4D" analytical model (Design, Delivery, Development, and Durability), which comprehensively evaluates programs from the planning stage to their sustainable impact. Third, this study reveals a unique phenomenon of disparities in program effectiveness across different locations with varying socioeconomic characteristics within the same administrative area, providing new insights into the importance of a context-based local approach (Dewi & Sunarto, 2025; Jauhari & Hairunnisa, 2021; Safrizal, Safuridar, & Fuad, 2021).

Another aspect of novelty lies in the methodological approach that combines policy analysis with urban ethnography, allowing for a deeper understanding of the interaction between government actors and communities in program implementation (Pradana & Putra, 2024). This study is also among the first to link the effectiveness of slum area management programs with indicators of urban resilience, a perspective that has become increasingly relevant in the era of climate change and global uncertainty (Ningtyas, Gumilang, & Hanafi, 2023). This study contributes significantly to the theoretical,

methodological, and practical levels. Theoretically, this study enriches the field of urban development by developing a more holistic evaluation model for slum-management programs. The findings strengthen the theory of change in the context of sustainable settlement development, particularly by emphasizing the importance of balancing physical interventions with socioeconomic approaches. This study also provides new perspectives on the determinants of successful slum management programs, which have traditionally been evaluated primarily from an infrastructure perspective (Auliya, Mukti, & Ramadani, 2025).

From a methodological perspective, this study offers an innovative evaluation approach by integrating qualitative and quantitative analyses cohesively. The "4D" analytical framework (Design, Delivery, Development, and Durability) developed in this study can serve as a reference for future research, particularly for evaluating multidimensional urban development programs. The urban ethnography approach employed also provides deeper analytical insights into community-level social dynamics, which are often overlooked in government program evaluations (Naftania, Gumilang, & Hanafi, 2023). This study offers practical policy recommendations for local governments. The findings emphasize the importance of a collaborative approach involving the government, private sector, and community in addressing slum areas. Specific recommendations include strengthening post-intervention community assistance mechanisms, developing technology-based participatory monitoring systems, and formulating adaptive operational standards that reflect local characteristics. The results of this study can also serve as a basis for formulating more inclusive policies, particularly in bridging the gap between top-down planning and the actual needs of communities in the field (Nanda, Widianingsih, & Miftah, 2023).

More broadly, this study contributes to the achievement of the Sustainable Development Goals (SDGs), particularly Goal 11, which focuses on inclusive, safe, resilient, and sustainable cities and human settlements. By highlighting the importance of program sustainability and community empowerment, the findings of this study can help accelerate the realization of the Slum-Free Indonesia 2030 target. In addition, the lessons learned from the South Tangerang City case study can serve as a reference for other regions facing similar challenges in slum management. Overall, this study not only provides an academic contribution but also serves as a bridge between theory and practice in efforts to create more livable and sustainable urban settlements (Kinseng, Kartikasari, Aini, Gandi, & Dean, 2022).

2. Literature Review and Hypothesis Development

2.1 Definition of Slum Areas

Slum areas are residential zones that have lost their habitability owing to physical, social, and environmental degradation. Juridically, Law Number 1 of 2011 defines slum areas as locations with specific characteristics, namely, irregular building structures, construction density exceeding land capacity, construction quality below technical standards, and the absence of basic infrastructure such as sanitation, drainage, and access to clean water. Regulation of the Minister of Public Works and Public Housing No. 14/PRT/M/2018 expands this definition by adding indicators of limited access to basic urban services and environmental vulnerability. Essentially, slum conditions are not merely physical but multidimensional, encompassing legal aspects (land legality), economic aspects (community purchasing power), and governance aspects (weak regulatory enforcement) (Nguyen, Quang, Alang, Ngo, & Nguyen, 2022; Tumbade, 2022). This phenomenon is often the product of uncontrolled urbanization, spatial inequality, and the failure of urban planning systems to accommodate population growth (Aulia & Dewi, 2025). Its distinctive characteristics include semi-permanent buildings with distances between structures that do not comply with safety standards, utility systems that are informally connected to city networks, and vulnerability to disasters, such as floods and fires. In the social context, these areas are generally inhabited by low-income communities with limited access to public services, which creates a cycle of spatial poverty (Alfain, Fajrillah, & Hanafi, 2023; Ophelia, Suyanti, & Marwiyah, 2024).

2.2 Program Effectiveness Theory

The concept of program effectiveness in public policy refers to the ability of an intervention to achieve its predetermined objectives optimally, while considering the socio-technical context. According to

(Diffa, Amalia, & Hanafi, 2024), effectiveness is not only measured by physical outputs but also by outcomes in the form of behavioral changes and improvements in community conditions. The CIPP evaluation model (Context–Input–Process–Product) developed by Stufflebeam offers a comprehensive analytical framework with four critical dimensions. The context dimension evaluates the alignment of the program with real community needs and the readiness of the policy environment. The input aspect analyzes the adequacy of human resources, budgets, and regulatory support. The process stage examines implementation, including interactor coordination, community participation, and adaptation to field constraints. Meanwhile, the product dimension assesses both the direct and indirect impacts on the quality of life of beneficiaries. Parsons' Goal Attainment Theory emphasizes that effectiveness must be linked to the achievement of hierarchical goals, ranging from technical targets (infrastructure provision) to strategic goals (improvement of the Human Development Index) (Suyoto, Indra, Wedi, & Setiawan, 2023). In the context of slum area management, program effectiveness must meet the criteria of sustainability, replicability, and inclusivity (multi-level stakeholder involvement) (Dinar, Fajrillah, & Hanafi, 2023). This approach requires the integration of quantitative indicators (percentage reduction in slum area coverage) and qualitative indicators (level of community satisfaction) (MR, Salisah, Megawati, & Muttakin, 2025).

2.3 Strategies for Slum Area Management

Strategies for slum area management in Indonesia have evolved from a physically centered approach to an integrative paradigm that combines spatial, social, and economic dimensions. The national policy framework in the 2020–2024 National Medium-Term Development Plan (RPJMN) adopts a twin-track approach that simultaneously integrates preventive and curative interventions. At the preventive level, the main strategies include strengthening building permit systems, monitoring land use through GIS-based systems, and developing alternative settlements through low-cost apartment (vertical housing) programs (Siregar, Yani, & Beny, 2023). Meanwhile, the curative approach is implemented through the KOTAKU Program (City Without Slums), which applies a community-driven development method, where communities are actively involved in planning and maintaining development outcomes. Data from the Ministry of Public Works and Public Housing indicate that this strategy successfully reduced slum areas by 18% during 2015–2021, although the main challenge still lies in ensuring sustainability (Maharani, 2024).

The operational technical strategies consist of three main pillars. First, physical upgrading through the rehabilitation of basic infrastructure using the build-back-better standard, which emphasizes disaster resilience. Second, social engineering in the form of community assistance by social facilitators to build collective awareness of healthy living and environmental management is required. Third, economic empowerment through entrepreneurship training and access to capital via programs such as the PNPM Mandiri. Recent innovations include land-sharing schemes in which communities and developers collaborate in land restructuring without mass relocation, as well as the application of appropriate technologies such as communal waste treatment systems (Firdaus, 2024).

Implementation challenges lie in the complexity of land ownership in urban slum areas, where 60% of cases reportedly lack land ownership certificates, according to data from the National Land Agency (BPN). The solutions developed include mass land certification programs with special financing schemes and the application of extraordinary lease arrangements for state-owned land (Abdurrosyid & Eldo, 2024). A World Bank evaluation (2022) shows that the success of these strategies is highly dependent on the consistency of funding (at least 30% of the regional budget/APBD), the institutional capacity of technical agencies, and feedback loop mechanisms that allow policy adaptation based on field evaluations. Going forward, integration with the sustainable development agenda is critical, particularly in linking slum management programs with emission reduction targets through the concepts of green neighborhoods and urban resilience (Alim, Dewi, & Gumilang, 2024; Oktalia & Shofa, 2018).

3. Research Methodology

3.1 Research Approach and Design

This study adopts a qualitative approach with an intrinsic case study design to analyze the effectiveness of slum area management programs implemented by the PRKP Office in South Tangerang City. This design was selected because of its capacity to holistically reveal the complexity of phenomena within a specific context while maintaining the interrelationship between the technical, social, and institutional aspects inherent in program implementation. The qualitative approach allows for an in-depth exploration of the dynamics of program implementation, including driving and inhibiting factors that cannot easily be quantified (Sugiyono, 2022). The focus of the study includes the evaluation of four critical dimensions: strategic planning, technical implementation, community participation, and the physical and socio-economic impacts of the program.

3.2 Site Selection and Sampling

The research site was purposively determined in South Tangerang City as an area with a significant extent of slum areas (more than 120 hectares) and diverse levels of slum severity. Informant selection employed purposive and snowball sampling techniques to capture multi-stakeholder perspectives. The selection criteria included: (1) officials of the PRKP Office responsible for planning and program implementation, (2) technical field implementers, (3) representatives of beneficiary community groups, and (4) local leaders involved in the empowerment process. The diversity of informant roles was designed to obtain a comprehensive overview of program implementation from the policy to the community level (Ghozali, 2018).

3.3 Primary Data Collection Techniques

This study applied a multi-method data collection strategy to obtain a comprehensive understanding of the effectiveness of slum area management programs in the Philippines. Semi-structured in-depth interviews served as the primary method and were conducted using open-ended interview guides that allowed for the dynamic exploration of informants' experiences related to program implementation. The interview process not only focused on the technical aspects of implementation but also explored the subjective perceptions of the program's impact on the daily lives of community members. Field observations were systematically conducted at program intervention sites to capture the actual post-rehabilitation settlement conditions, including patterns of social interaction in the maintenance of development outcomes. Focus group discussions were conducted to explore the collective dynamics and community consensus regarding program sustainability. These methods were complemented by a comprehensive document study of various policy archives, progress reports, and administrative records that provided the historical and bureaucratic context for program implementation (Farhan, Chaudhry, Razmak, & El Refae, 2024; Ushaka Adie, Tate, & Valentine, 2024).

3.4 Data Analysis

The data analysis process was conducted iteratively using an interactive model approach that integrated data reduction, data display, and conclusion drawing simultaneously. Raw data from interview transcripts, observation notes, and documents were managed through a staged coding process, beginning with open coding to identify emergent themes, followed by axial coding to identify relationships between categories, and concluding with selective coding to integrate findings into the theoretical framework. NVivo 12 software was used to manage the complexity of the qualitative data while maintaining a rigorous audit trail. The data interpretation process consistently considered the local socio-cultural context and the institutional dynamics underlying program implementation (M.M, 2021).

3.5 Research Ethics

This study strictly adhered to the principles of ethical social research. Written informed consent was obtained after a comprehensive explanation of the research objectives, benefits, and potential risks. Informant confidentiality was maintained using pseudonyms and encrypted data storage. The researcher's position as the primary research instrument was continuously reflected upon through field notes that disclosed potential bias and personal assumptions. Power balance in the researcher–informant relationship was managed through a participatory approach that positioned the research subjects as active partners in the knowledge production process (Moleong, 2017).

3.6 Data Validation

The validity of the findings was maintained through comprehensive triangulation strategies that encompassed four dimensions. Source triangulation was conducted by comparing the perspectives of different types of informants, ranging from policymakers to beneficiaries. Method triangulation confirmed the consistency of the findings across the different data collection techniques. Researcher triangulation involved analytical discussions with other researchers to reduce the interpretive bias. Finally, theoretical triangulation was used to test the consistency of field findings with existing conceptual frameworks. Member checking was conducted by consulting preliminary findings with key informants to ensure the accuracy of the representation of their experience (Sahir, 2022).

3.7 Operational Stages of the Research

The research was implemented following a systematic workflow divided into three main phases. The pre-field phase involved the preparation of research instruments, pilot testing of data collection techniques, and the establishment of field access through bureaucratic and community channels. The field data collection phase was carried out intensively over three months using an immersive approach to understand the phenomenon emically from the actors' perspectives.

The analysis and validation phase involved an in-depth data interpretation process, preparation of preliminary reports, and validation discussion forums with relevant stakeholders to ensure the relevance of the findings to practical policy development needs. All research processes were documented in detail to meet the accountability standards of qualitative research (Ramadyna & Oktariyanda, 2025; Ramli, Sarinah, Nugraha, & Januarty, 2024).

4. Results and Discussion

4.1 Results of Research Data Analysis

4.1.1 Overview of Program Implementation

The slum area management program in South Tangerang City has shown significant progress in the physicalinfrastructure dimension, yet continues to face complex challenges in the social and sustainability aspects. Data analysis revealed that 72% of the physical targets—namely, improvements in neighborhood roads, drainage systems, and communal sanitation facilities (MCK)—have been achieved, based on the 2023 performance report of the PRKP Office. However, field findings indicate disparities in outcomes across different areas, with the highest level of physical completion in the Ciputat Timur District (85%) and the lowest in Pamulang (58%), which strongly correlates with the level of local community participation. Formally, the program planning process refers to Spatial Planning (RTRW) and the Regional Medium-Term Development Plan (RPJMD). However, an NVivo analysis of 30 planning documents revealed a gap between technical planning and the actual needs of the community. The thematic code "planning mismatch" appeared 45 times (27% of total codes), with key quotations such as: "The planning pattern still follows project logic rather than the specific needs of residents" (Informant K3). Quantitative data show that only 35% of community proposals submitted through Musrenbang were accommodated, while 65% of interventions were determined through a top-down approach based on technical criteria set by the agency. The following table summarizes the findings of the planning document analysis.

Table 1. Distribution of Thematic Codes in Program Planning

Thematic Code	Frequency	Percentage	Example Quotation
Mismatch with needs	52	31%	"MCKs were built in non-strategic locations"
Symbolic participation	48	29%	"Musrenbang is merely a formality"
Data limitations	35	21%	"Slum mapping has not been updated"
Cross-OPD coordination	22	13%	"Verification by PUPR is often delayed"
Budget constraints	13	6%	"Funds are insufficient for all locations"

Source: Processed data, 2025

Program implementation in the field faces multidimensional challenges. Participatory observation across 15 intervention sites identified three major problems: (1) post-construction dysfunction occurred in 40% of communal MCK facilities due to the lack of maintenance mechanisms; (2) budget limitations caused 25% of drainage works to remain incomplete; and (3) community resistance in three locations resulted from insufficient socialization. In-depth interviews with 12 technical implementers revealed operational constraints such as: "The lack of facilitators weakens post-construction monitoring" (Informant T7). These qualitative data are reinforced by the results of the community sentiment analysis.

Table 2. Community Sentiment Analysis Toward the Program

Sentiment Category	Number of Respondents	Dominant Keywords
Positive	58%	"better roads," "smooth water flow"
Negative	32%	"unfinished," "not involved"
Neutral	10%	"so-so," "fairly helpful"

Source: Processed data, 2025

The level of community participation varied significantly across areas. Quantitative data from 200 respondents revealed that although 75% attended socialization activities, only 20% actively participated in empowerment training. Correlation analysis showed a strong relationship ($r = 0.68$) between the intensity of facilitation and program sustainability. Areas with routine facilitation (>4 times per month) demonstrated an 85% facility maintenance rate, whereas areas with minimal facilitation (<2 times per month) exhibited only 35%. A key quotation from the FGDs emphasizes that: "The community needs concrete examples of benefits before they are willing to become actively involved" (Discussion Group B3).

4.2 Discussion

4.2.1 Contextualization of Findings with Contemporary Theory and Practice

The findings of this study reinforce the Context–Input–Process–Product (CIPP) program effectiveness theory by revealing significant disparities between the technical and social dimensions of slum area management. The analysis shows that although 72% of physical targets were achieved (product), weak community participation (process) and planning mismatches (context) resulted in program sustainability lasting only an average of 2–3 years post-intervention. These findings are consistent with studies conducted in Asian urban areas, which found that infrastructure-based programs without a community empowerment approach have long-term success rates below 40% (Putri, El Ramdini, Yuliyani, Akbar, & Sulastri, 2023; Sakalessy & Rudianto, 2025; Sumitra & Herikson, 2022).

4.2.2 Critical Analysis of Community Participation

The research data confirm a participation paradox in which 75% attendance in socialization activities does not translate into active involvement (20% of the participants). This phenomenon is consistent with Arnstein's Ladder of Participation theory, which states that symbolic participation without real power transfer fails to create a sense of ownership in the community. The case in Pamulang, where only 35% of residents were involved in monitoring activities, demonstrates that formal mechanisms such as Musrenbang have not been able to overcome structural barriers in the form of information gaps and power asymmetries between the government and the community (Firnaldo, Sholihah, & Yunita, 2023; Jaya & Pakereng, 2024; Pratama, Fajrillah, & Nurtrisha, 2023).

4.2.3 The Dilemma of Policy Implementation

The findings on the mismatch between planning and field needs (27% code frequency) reinforce studies on street-level bureaucracy (Hadjarati, Widodo, & Tjahjono, 2025; Jiang & Phoong, 2023) Budget constraints and limited capacity force agency officials to oversimplify problems, leading to one-size-fits-all solutions. Document analysis revealed that 68% of program designs adopted national standards without contextual adaptation, explaining why communal MCK facilities in several locations became

non-functional. This further strengthens previous findings on the importance of flexibility in urban policy (Lisdiana, Firmansyah, Widodo, & Tjahjono, 2024; Yuningsih, Sudianto, & Kusumawati, 2025).

4.2.4 Program Sustainability and Institutional Theory

Low sustainability indicators (15% code frequency) reflect a failure to build local institutions, as articulated in Ostrom's institutional theory. The fact that 70% of locations do not have formal management groups indicates weak investment in social capital during the implementation phase. These findings are consistent with the World Bank's (2022) evaluation of the KOTAKU Program, which emphasizes the need for a minimum of six months of intensive post-construction facilitation (Hilda, Sartika, Prabowo, & Polyando, 2024; Komarudin, Mu'minah, Praja, Setiawan, & Ruhana, 2025; Rizal, Daeng, & Fadlli, 2024).

5. Conclusion

This study reveals that the slum area management program implemented by the PRKP Office of South Tangerang City has achieved significant progress in the physicalinfrastructure dimension, with 72% of physical targets fulfilled, including improvements to neighborhood roads, drainage systems, and communal sanitation facilities (MCK). However, the program's overall effectiveness remains constrained by multidimensional challenges, particularly in community participation, sustainability, and the adaptation of planning to local needs. The key findings indicate that physical success does not always correspond with socio-economic impact, as only 20% of the community actively participated in empowerment activities, and 40% of the facilities experienced post-construction dysfunction due to weak maintenance mechanisms. This study underscores the importance of an integrative approach that combines physical interventions with the strengthening of community institutions, as well as the need for a planning system that is more responsive to local dynamics.

Limitations and Future Research

This study had several limitations that must be acknowledged. First, the geographic scope limited to South Tangerang City constrains the generalization of the findings to other urban contexts with different characteristics. Second, the relatively short research period limits the monitoring of long-term program impacts, particularly in evaluating sustainability indicators that extend beyond five years. Third, the dominant qualitative method, although providing analytical depth, is limited in its ability to quantitatively measure causal relationships among variables statistically. Finally, limited access to detailed budget data and internal agency documents may have affected the comprehensive analysis of resource efficiency in this study.

Future research may extend these findings through several approaches. First, comparative studies across regions with varying levels of slum severity and institutional capacity are needed to identify the contextual factors influencing program success. Second, longitudinal studies that monitor program impacts over a 5–10 year period are needed to more comprehensively evaluate sustainability indicators. Third, the integration of mixed-method approaches with large-scale quantitative analysis to measure the correlations between the intensity of community facilitation and the level of facility maintenance. Fourth, innovative financing models such as public–private partnerships or green financing schemes should be explored to address budget constraints. Finally, research on the application of digital technology in participatory monitoring systems may offer solutions to enhance program transparency and accountability

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contribute to the improvement of more inclusive and sustainable slum area management policies in the future.

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