

Implementation of the KOTAKU Program in Realizing Livable and Sustainable Urban Settlements in Banaran Village

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ABSTRACT

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The issue of slum settlements remains a strategic concern in Indonesia, including in Banaran Subdistrict, Kertosono District, Nganjuk Regency. Despite having a relatively low slum score, this area received the largest allocation of funds from the City Without Slums (KOTAKU) Program, raising questions about the effectiveness of policy implementation. This study aims to analyze the implementation of the KOTAKU Program using George C. Edwards III's policy implementation theory, which emphasizes four aspects: communication, resources, disposition, and bureaucratic structure. This research employed a descriptive qualitative approach with research subjects including village officials, the PRKPP Office, Community Self-Reliance Institutions (LKM), Community Self-Help Groups (KSM), and beneficiary communities. Data were collected through participatory observation, in-depth interviews, and documentation, with informants selected using purposive and snowball sampling techniques. The instruments used consisted of semi-structured interview guidelines and official program documents. Data analysis was conducted using Miles & Huberman's interactive model through data reduction, data display, and conclusion drawing, with validation carried out through source, method, and time triangulation, as well as member checks. The findings show that the implementation of the KOTAKU Program in Banaran Subdistrict has been fairly effective: program communication is relatively clear and consistent, although community participation remains limited; human and informational resources are adequate, though post-construction facilities are insufficient; implementers' disposition is highly positive and proactive; and the bureaucratic structure supports implementation with clear division of tasks, flexible SOPs, and solid coordination. In conclusion, the program has delivered tangible impacts in terms of reducing slum conditions, improving the environment, and strengthening community institutions. The study implies the importance of strengthening communication strategies, enhancing community participation, and providing post-construction facilities to ensure program sustainability.

INTRODUCTION

Rapid urbanization has become one of the main challenges for sustainable development in developing countries. Indonesia, as the world's fourth most populous country, faces complex urbanization challenges, including issues related to urban slum areas. With a population of approximately 281 million people in 2023 (Worldometers, 2023), Indonesia experiences similar pressures. High rates of urbanization and population growth drive the increasing demand for housing, while limited urban land availability prevents many cities from providing adequate housing.

Previous studies have addressed slum settlement management from physical, social, and policy perspectives. For instance, (Sitorus et al., 2020) in their study in Tanjung Mas Village, Semarang City, found that the implementation of the KOTAKU program had been carried out effectively from the preparation to the implementation stages, although challenges in stakeholder coordination persisted. Similarly, (Rosyanti et al., 2022) in Harjosasri Kidul Village, Tegal Regency, emphasized the effectiveness of the KOTAKU program in supporting the realization of livable, productive, and sustainable settlements.

The aforementioned studies contribute significantly to the understanding of slum dynamics. However, most previous research has focused on areas with high slum severity, whereas this study examines implementation in areas with a minimal slum score yet receiving the largest program allocation. Moreover, earlier studies generally analyzed implementation at a broad level, while this research specifically investigates the gap between low slum levels and high program allocations. The research location in Banaran Village has unique characteristics as the economic hub of Kertosono District with a strategic position, yet it still faces slum settlement issues.

This situation led to a strategic initiative from the Directorate General of Human Settlements, Ministry of Public Works and Housing (PUPR), to address slum settlements through a community-based approach, with the target of the "100-0-100 Movement": 100% access to safe drinking water, 0% slum settlements, and 100% access to proper sanitation. The Ministry of Public Works and Housing recorded that more than 43 million uninhabitable housing units remain across 514 regencies or cities in Indonesia (PUPR, 2023). This condition not only threatens environmental quality but also affects social

welfare and public health. Slum settlement issues in Indonesia further contribute to development inequality, limited access to basic services, and challenges in achieving national development goals.

The complexity of this problem requires an integrated approach involving multiple stakeholders in the implementation of development programs. The criteria for defining slum areas in Indonesia are regulated under Government Regulation No. 14 of 2016, which covers seven aspects as outlined in Table 1 below:

Table 1. Criteria for Slum Areas

Aspect	Slum Indicators
Buildings	Irregular, low quality, high density
Neighborhood	Doesn't serve all areas, poor quality
Road	
Provision of drinking water	No safe access, needs not met
Drainage	Not available, causes flooding, poor quality
Waste water management	Does not meet technical standards, inadequate infrastructure
Waste	Poor management system, facilities do not meet standards
Fire Protection	Facilities and infrastructure are not available

Source: Government Regulation No. 14 of 2016, processed by the author (2023)

The table above illustrates that slum areas are not merely a matter of physical housing conditions but also involve basic services and socio-environmental aspects. Nganjuk Regency is one of the local governments implementing the KOTAKU Program. Based on the Regent's Decree Number 18/208/K/411.012/2020 concerning the Determination of Slum Housing and Settlement Areas in Nganjuk Regency, 18 slum settlement locations have been identified, covering a total area of 131.2 hectares across six districts. One of the slum-designated areas worth studying is Banaran Village, Kertosono District, which holds a strategic position along the main Surabaya–Yogyakarta route connecting three regencies. Despite its relatively advanced economic development (Mufida & Rindawati, 2021), Banaran Village functions as the economic hub of Kertosono while also being a major center of social and economic activities with comprehensive facilities. Nevertheless, the area remains categorized as a slum.

Banaran Village has the lowest slum score, with only 16 points, and faces serious problems mainly concerning drainage and access to clean water. However, Banaran has received the largest funding allocation from the KOTAKU Program compared to other areas. This situation raises a critical question: why does an area with the lowest slum score receive the largest allocation of funds, while other areas with higher slum scores receive less?

Such a condition indicates that policy implementation issues cannot be viewed solely from the perspective of budgetary inputs or physical infrastructure outputs. The success of program implementation is strongly influenced by internal policy factors, such as communication among actors, the availability and capacity of resources, implementers' disposition or commitment, and the existing bureaucratic structure. In this regard, George C. Edwards III's policy implementation framework becomes highly relevant. This theory emphasizes four main variables determining implementation effectiveness: communication, resources, disposition, and bureaucratic structure. Using this framework, the study can analyze more deeply why relatively large program interventions in Banaran

Village have yet to produce significant improvements in slum reduction.

A review of existing literature reveals several research gaps. First, few studies have analyzed the implementation of the KOTAKU Program comprehensively using Edwards III's framework, with most prior research relying on descriptive approaches or alternative theories that are less specific to government program implementation. Second, there is limited case study research on KOTAKU implementation at the regency level, especially in areas with strategic characteristics but complex slum-related problems. Third, no study has yet examined contradictory cases where areas with low slum scores nonetheless receive disproportionately large allocations of program funds. Thus, this study does not merely evaluate program outcomes but also identifies the internal factors influencing effectiveness.

The novelty of this research lies in analyzing KOTAKU implementation in the context of areas with high socio-economic complexity. Despite its role as an economic hub with complete facilities, Banaran Village still faces persistent issues with drainage and clean water. This research also examines the effectiveness of program resource allocation in achieving slum alleviation targets, applying George C. Edwards III's theoretical framework (Anggara, 2014), which encompasses communication, resources, disposition, and bureaucratic structure.

The theoretical contribution of this study is to enrich the understanding of public policy implementation in the context of slum settlement programs, particularly by analyzing factors influencing program effectiveness in areas with inconsistent characteristics. Practically, this research is expected to provide recommendations for optimizing KOTAKU implementation in the future, particularly in prioritization and effective resource allocation. It also aims to make an academic contribution to broadening the study of public policy implementation in the housing and settlement sector while offering practical benefits for local governments in formulating more effective strategies to address slum areas and promote livable, inclusive, and sustainable settlements.

RESEARCH METHOD

This study employed a descriptive qualitative approach aimed at understanding how the Kota Tanpa Kumuh (KOTAKU/City Without Slums) Program was implemented in Banaran Subdistrict, Kertosono District, Nganjuk Regency. This approach was chosen because it is suitable for exploring social realities, policy actors' experiences, and the dynamics of program implementation in a holistic manner (Sugiyono, 2019). The research site was purposively selected in Banaran Subdistrict, which is one of the priority areas for slum management.

The data sources consisted of both primary and secondary data. Primary data were obtained through participatory observation and in-depth interviews with key informants, including village officials, members of the Community Self-Reliance Institution (LKM), and beneficiary communities. Informants were selected using purposive and snowball sampling techniques until the collected information was deemed saturated. Secondary data were collected from official documents, reports of related institutions, and other supporting archives.

Data collection techniques included observation, semi-structured interviews, and documentation as a means of validating the findings. The data analysis process followed the interactive model, which involves data reduction, data presentation, and conclusion drawing, carried out iteratively from the beginning of the research until the results were

considered comprehensive. To ensure validity, triangulation of sources, methods, and time was conducted, and the findings were reconfirmed with informants through member checking to guarantee alignment with field realities.

RESULT AND DISCUSSION

The research findings reveal diverse outcomes in the implementation of the KOTAKU Program in Banaran Village, which can be illustrated through the four key indicators of Edwards III’s theory as follows:

Table 2. Implementation Results of the KOTAKU Program Based on Edwards III’s Theory

Indicator	Findings
Communication	Information was conveyed clearly and consistently through socialization activities, training sessions, and digital media. However, community participation remained limited.
Resource	Human resources were limited yet effective, information was sufficient, authority was clearly defined, and the facilities provided were supportive, although their availability remained limited after construction.
Disposition	Implementing actors such as the Community Self-Reliance Institution (LKM) and Community Self-Help Groups (KSM) demonstrated positive attitudes, enthusiasm, responsiveness, and proactiveness toward community aspirations.
Bureaucratic structure	The division of tasks was clear, the standard operating procedures (SOPs) were flexible, decision-making was participatory, and coordination among actors functioned effectively.

1. Communication

Communication is one of the key elements in the successful implementation of public policy, as it serves as the medium through which the objectives, strategies, and substance of a program can be effectively conveyed to the public. Without adequate communication, even well-formulated policies risk failing to achieve their intended goals, since the community may not fully understand or support the implemented programs. In the context of community-based development programs such as KOTAKU, communication not only functions as a channel for disseminating information but also as an instrument for building trust, enhancing participation, and minimizing potential resistance from citizens.

The findings of this study indicate that communication within the KOTAKU Program in Banaran Village has been carried out through multiple channels. These mechanisms include regular community meetings, the use of print media for disseminating information and documentation, as well as digital platforms such as WhatsApp groups, which are considered more practical and efficient in spreading information. The combination of traditional and modern approaches reflects the commitment of program implementers to reach all segments of the community. The clarity of information delivered has also contributed to a better public understanding of the program’s substance, thereby fostering a more conducive social environment for program implementation.



Picture 1. Community meeting regarding the discussion of the KOTAKU program

Source: Official Documents of Banaran Village Office, 2023

Nevertheless, several challenges persist. Time constraints faced by residents due to their daily work routines, coupled with unequal access to digital media and varying levels of digital literacy, have created gaps in information dissemination. As a result, not all residents receive or comprehend the information in its entirety, leading some community members to develop divergent perceptions or incomplete knowledge of the policy’s objectives. These findings are consistent with (Mansur, 2021), who emphasizes that uneven communication may trigger differences in policy perception and, ultimately, affect levels of compliance and public participation.

In light of these conditions, more adaptive and inclusive communication strategies are required. Measures that can be undertaken include strengthening the role of local media as an information channel, conducting direct house-to-house visits (door-to-door) to reach residents with limited digital access, and fostering greater collaboration with community leaders and informal figures who hold significant influence at the grassroots level. Such strategies are expected to broaden the reach of information dissemination, bridge communication gaps, and enhance community participation in the program. Consequently, more inclusive communication will encourage a stronger sense of ownership among residents, reinforce the sustainability of participation, and ultimately support the successful implementation of the KOTAKU Program in Banaran Village.

2. Resources

The resource aspect constitutes a fundamental element in the implementation of public policy, including the KOTAKU Program, as the success of a program is not solely determined by sound planning but also by the capacity of the resources available. Within the context of implementation, resources encompass four main dimensions: human, information, authority, and facilities.

From the perspective of human resources, the presence of the *Community Self-Reliance Institution* (LKM) and *Community Self-Help Groups* (KSM) plays a vital role in supporting the program’s operation. The involvement of local residents through LKM and KSM adds value in the form of emotional and social proximity to the beneficiary community. This proximity facilitates the process of socialization, fosters trust, and enhances active participation at each stage of the program. Nevertheless, the limited number of staff and volunteers remains a challenge. The relatively small personnel capacity often hampers the effectiveness of implementation, particularly in technical activities requiring larger manpower. This condition highlights the importance not only of workforce availability but also of strengthening capacity through continuous training and mentoring.



Picture 2. Banaran Village Community Service
Source: Internal documents of Banaran Village, 2022

In terms of informational resources, the findings reveal that the program's technical information is relatively adequate and has been disseminated through various communication channels. However, the delivery of information still requires simplification in order to be more easily understood by residents with diverse literacy levels. Highly technical information has the potential to cause misinterpretation; therefore, the adaptation of local language or participatory communication methods emerges as an important solution. With clear and accessible information, the community is positioned not only as passive recipients but also as active agents in monitoring and sustaining the program.



Picture 3. Socialization of the 10 Residents' Associations in Banaran Subdistrict, 2022

Source: Internal documents of Banaran Village, 2022

Regarding authority, the division of roles between LKM and KSM has been structured with sufficient clarity. LKM functions as a coordinating body that bridges the government with the community, while KSM focuses more on technical implementation at the field level. This distribution of authority has proven effective in facilitating coordination and minimizing overlapping roles among actors. Nonetheless, inter-party coordination still requires reinforcement through consistent formal mechanisms, such as routine deliberation forums or structured accountability reports.

With respect to facilities, the construction of basic infrastructure such as neighborhood roads, drainage, and clean water facilities has provided tangible benefits for the community. However, post-construction, the availability of maintenance facilities remains limited. The absence of additional support for long-term upkeep poses a risk to the sustainability of the infrastructure. In the long run, this limitation may reduce the effectiveness of the program, as communities could once again face the same issues resulting from poorly maintained infrastructure. Therefore, sustainability strategies that involve both local government support and community-based initiatives are required to safeguard the outcomes of development.

Based on the above discussion, it is evident that resources in program implementation are not merely a matter of quantity but also of quality and sustainability. The program's success depends on how human resources are empowered, how information is adapted to community needs, how authority is managed transparently, and how facilities are maintained over time. Thus, resources must be viewed as dynamic components that demand continuous attention to ensure that the program does not stop at producing outputs but truly generates outcomes that are beneficial for the community.

3. Disposition

The disposition aspect in policy implementation refers to the attitudes, commitment, and motivation of program implementers in carrying out their assigned tasks. Disposition is considered a critical factor because, even if policy instruments, procedures, and regulations are well designed, the success of implementation ultimately depends on the extent to which implementers possess willingness, dedication, and concern toward the program. In the context of the KOTAKU Program in Banaran Village, the disposition aspect demonstrates relatively satisfactory outcomes.

Program implementers, particularly the *Community Self-Reliance Institution* (LKM) and *Community Self-Help Groups* (KSM), not only comprehend the program's substance from both technical and administrative perspectives but also exhibit strong commitment through enthusiastic, responsive, and proactive attitudes. This commitment is reflected in their involvement at every stage of implementation, ranging from planning and physical execution to activity evaluation. The enthusiasm displayed by implementers indicates an awareness that program success is not solely the responsibility of the government but also a shared interest of the community.

Furthermore, a positive disposition is evident in the ability of LKM and KSM to establish effective communication with the community. They actively respond to citizens' aspirations through formal forums, such as village deliberations, as well as informal community-level gatherings. This participatory approach fosters an atmosphere of openness, allowing residents to feel included and valued. Over the long term, relationships built on mutual trust become an essential form of social capital that supports the sustainability of the program.

The responsive tendency of implementers also serves as an important indicator of disposition. For instance, when the community voices concerns regarding technical aspects of construction or emerging social issues, LKM and KSM make efforts to provide timely solutions while adhering to applicable regulations. Such proactive behavior reflects strong intrinsic motivation, whereby implementers go beyond fulfilling administrative procedures to demonstrate empathy for community needs. As a result, they are able to minimize potential conflicts and simultaneously strengthen social solidarity at the local level.



Picture 4. Banaran Subdistrict Working Meeting

Source: Internal documents of Banaran Village, 2022

These findings align with (Mansur, 2021), who emphasized that in policy implementation practice, the attitudes and commitment of implementers often play a more decisive role than formal procedures alone. Regulations and written mechanisms lose significance if they are not supported by a positive disposition among implementers. Therefore, the success of the KOTAKU Program implementation in Banaran Village is not solely dependent on resource availability and institutional structures but also on the motivation, concern, and sincerity of implementers in fulfilling their responsibilities.

Overall, the effectiveness of disposition in this case illustrates that community empowerment can operate successfully when implementers possess strong motivation and a high level of concern. The commitment demonstrated by LKM and KSM serves as evidence that the success of policy implementation at the local level is significantly influenced by non-material factors, such as attitudes, values, and work ethics. With a positive disposition, potential technical barriers and resource limitations can be addressed, as implementers are driven to seek alternative solutions to ensure the program's success.

4. Bureaucratic Structure

Bureaucratic structure is one of the essential aspects of public policy implementation, as it determines how rules, mechanisms, and the distribution of authority are executed in practice. A clear structure minimizes overlapping tasks, facilitates coordination, and ensures accountability at each stage of the program. In the context of implementing the KOTAKU Program in Banaran Village, the bureaucratic structure is considered relatively supportive of program implementation, although sustainability challenges remain.

The division of responsibilities among the main actors namely government agencies, the Community Self-Reliance Institution (LKM), the Community Self-Help Groups (KSM), and beneficiary communities has been carried out with sufficient clarity. Government agencies serve as policymakers and regulators, LKM functions as a coordinating body bridging the government and the community, while KSM acts as the technical implementer in the field. Communities are positioned not only as beneficiaries but also as active participants involved in every process, from planning to evaluation. This role clarity facilitates coordination and strengthens collective responsibility.

In addition, coordination mechanisms function relatively well. The program's Standard Operating Procedures (SOPs) serve as formal guidelines for activity implementation. Nevertheless, flexibility is applied so that implementers can adjust rules to the dynamic conditions of the field. For example, in determining construction schedules or choosing methods of community outreach, implementers are granted room to adapt to community needs. This flexibility is crucial, as overly rigid regulations could hinder implementation effectiveness. By balancing compliance with SOPs and adaptability to local socio-cultural contexts, the program implementation becomes more responsive and contextually relevant.

Decision-making processes also highlight strong community participation. Through deliberative forums, community aspirations and needs are accommodated, making decisions more representative and legitimate. This participatory pattern not only strengthens the foundation of the program but also fosters a sense of ownership among residents toward development outcomes. In the long term, active community involvement in decision-making is likely to enhance program sustainability, as residents feel both emotionally and morally bound to preserve the achievements.

The clarity of the bureaucratic hierarchy from government agencies to LKM, KSM, and the community ensures that information flows and coordination run smoothly. Information from the government can be disseminated gradually to the community level, while community aspirations can move upward through the same channels. This mechanism helps minimize potential conflicts, whether between institutions or between implementers and the community. Thus, a well-structured bureaucracy serves as an important instrument in maintaining harmony among actors within the program.

CONCLUSION

This study on the implementation of the *Kota Tanpa Kumuh* (KOTAKU/City Without Slums) Program in Banaran Subdistrict, Kertosono District, Nganjuk Regency, reveals that the program has generally contributed positively to addressing the issue of urban slum settlements. By applying George C. Edwards III's policy implementation model, it is evident that the four main variables communication, resources, disposition, and bureaucratic structure have been implemented effectively, although several challenges remain that require serious attention.

First, the communication factor has been relatively effective, as program information was delivered through various media, including community meetings, training sessions, print media, and digital platforms such as WhatsApp groups. Clear and consistent messages since the early stages of the program strengthened public understanding. However, time constraints and limited access to digital platforms hindered some residents from fully comprehending the information. This finding indicates that a top-down communication approach alone is insufficient; more inclusive and multi-layered communication strategies are needed to ensure broader community participation.

Second, regarding resources, program implementation was supported by technical facilitators, Community Self-Reliance Institutions (LKM), Community-Based Organizations (KSM), and third parties for specific technical work. Although human resources were limited, collaborative efforts allowed the program to be carried out. Work facilities were generally adequate, yet post-construction facilities particularly maintenance mechanisms remained insufficient. This highlights that resources should not only be understood in terms of personnel and infrastructure, but also in sustaining the long-term outcomes of development.

Third, the disposition of implementers aligned well with the objectives of the program. Implementers demonstrated a clear understanding of policy directions, enthusiasm, and responsiveness to community aspirations. Clear guidance from the local Housing, Settlement, and Land Agency (PRKPP) reinforced the accountability of field actors. This indicates that disposition plays a critical role in building trust among government agencies, program implementers, and beneficiaries.

Fourth, the bureaucratic structure of the program was well-established, with clearly defined roles, standard operating procedures (SOPs), and solid coordination mechanisms. Flexibility in applying SOPs in the field allowed implementers to adapt to dynamic conditions. Moreover, transparency in decision-making and participatory processes reinforced the bureaucratic structure as a crucial element in ensuring both the success and sustainability of the program.

Overall, the findings suggest that the KOTAKU Program in Banaran has brought significant improvements, both in terms of physical infrastructure and in raising community

awareness of the importance of maintaining settlement quality. Nevertheless, persistent challenges such as inadequate drainage systems and limited access to clean water—remain pressing issues. This implies that while the program has achieved notable progress, it has not yet fully addressed the community's fundamental needs. Continuous evaluation, improved strategies, and innovative policy adjustments are therefore necessary to achieve the ultimate target of slum-free settlements.

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