1. INTRODUCTION

1.1 Background

A common problem in urban areas is the imbalance of land availability with the population growth. This problem causes densely populated residential areas in several locations, which sometimes are not in accordance with the spatial planning of the city. Today over 50% of Indonesian are urban residents, and it is estimated that 85% or around 350 million people will live in cities by 2050.

Jakarta—the capital city of Indonesia is covering an area of 740 km² and providing homes to 10 million people, with an average 13,000 people/km² (in 2014). It is the most densely populated province in Indonesia. As the capital city and center of economic activities, Jakarta has attracted new migrants from all over Indonesia. Due to the limitation of land availability, it has made Jakarta become a fast growing urban area.

Urbanization in Jakarta is taking place at a tremendous pace. Most of the migrants are very poor and usually live in dense slum areas. Around 30% of the city's inhabitants live in uncontrolled settlements, most of them lack of infrastructure and services. Some of the slum areas in Jakarta are located in the inner city center. The existences of Jakarta’s inner city slum areas have given a strong dualism characteristic of the urban living in this city and create a highly visible economic contrast. From the strong character of urban area which represents the fast urban-economic growth of the city, to the rural character which represents the informality. The general slum itself often growth in organic way, denser, heterogeneous, self-contained and less integrated with the urban environment. One significant challenge for Jakarta is finding alternative solutions towards sustainability.

Slums are manifestations of urban poverty and upgrading programs need to be complemented to reduce urban poverty and prevent the growth of future slums. Law No. 17 of 2007 regarding Indonesia National Long-Term Development Plan 2005-2025, Government of Indonesia intended to accomplish city without slum environment. One significant challenge for Jakarta is finding alternative solutions towards sustainability.

1.2 Research Question and Objective

Established along the general background of the research, this study is how can urban planning alleviate the worsening conditions in the Jakarta Central Business District area? The existences of slum area in the inner city makes the area seemingly unplanned urban form. This research aims to consider the possibility of various strategies proposed to achieve more integrated urban planning and increase its accessibility.

1.3 Research Area and Focus

The site selected for this study is South Jakarta city and more particular in the Central Business District Area. Located in the city center of Jakarta, this area has high density from different social classes. Focus of this research is in the inner city slum, regarding to its location in the Jakarta city center. Indonesia National Statistical Bureau categorized the slum in this area into medium and light classes. Focus of this research is in the inner city slum, regarding to its location in the Jakarta city center. Indonesia National Statistical Bureau categorized the slum in this area into medium and light classes.

1.4 Methodology

This study uses a case study approach which facilitates exploration of a phenomenon within its context using variety of data sources (Baxter and Jack, 2008, p.544). Through case study, in-depth understanding of the research situations can be gained. This study is a qualitative and descriptive research since it tries to explore a phenomenon and attempt to propose possible strategies to achieve more integrated urban planning in Jakarta. The exploratory is based on primary and secondary data.

First, we conducted a desktop literature review from books, applicable legislation and regulations of the government, newspapers and internet, which has connection with this research material. The goal is to obtain accurate information and data to gain deeper understanding of the urban slum, upgrading concept and its applicability for the selected case study. Second, we conducted a field survey and interview with 56 dwellers in the study area as well as the central and local government with a range perspective on urban planning.

2. URBAN PLANNING DEVELOPMENT IN JAKARTA

2.1 Population and Urbanization Trend

Indonesia is the fourth most populated country in the world, with currently around 57% living in urban areas. The National Development Planning Agency estimates that 65% of Indonesian population will live in urban areas by 2025. Jakarta is economic, political and social machine as well as the international gate of the country. Many people see Jakarta as new hope to get a better life. This situation triggers high migration into the city and caused a huge population growth in several last decades. The speed of population growth has made difficulty for the government to
Rapid urbanization has created problems of land and housing demand. Economic condition forces the poor to inhabit in slum areas. A report by UN Human Settlements Program estimated that 26% of Indonesia’s urban population lives in slum areas. Official statistics indicate that in 2013, 30.04% of Jakarta’s residents – over 372,000 people are below the poverty line. The total number of people living in informal settlements is unknown as census of those communities has not been completed.

2.2 Jakarta Central Business District Area

The Golden Triangle of Jakarta is a triangular area of business and commercial establishments, located in Setiabudi District, South Jakarta. The area is bordered by three main avenues of Rasuna Said, Gatot Subroto and Sudirman. This area strengthens its function by modern designed skyscrapers, elite apartment, shopping centers and modern lifestyle of the people. In contrary in this area there are also some dense-slum settlements from various social classes. It creates different image of the Central Business District itself.

2.3 Urban Planning Objectives Based on The Spatial Plan

According to the spatial plan of South Jakarta 2010-2030, this area is designated to be the center of diplomatic, business and offices, as well as large and medium scale residential area.

3. CHARACTERISTIC OF SLUM SETTLEMENT AT JAKARTA CENTRAL BUSINESS DISTRICT AREA

3.1 Urban Slums in Central Business District Area Jakarta

South Jakarta is the main concentration of Central Business District Area. Its physical structure is characterized by skyscrapers, large scale of shopping centers and elite apartment. The main center of concentration of economic activities is located at Rasuna Said Street and Mega-Kuningan area. The development for elite area and poor-middle class area is very unequal. In this area, the government provides excellent infrastructures and services to enable the international scale economic to operate effectively. Most of housing supply is targeted to high class people. The exclusivity of this community makes the social segregation become wider.

Slum communities in Jakarta Central Business District Area developed through various stages and processes. These stages are closely associated with the social, economic, cultural and development of the area. This area was originally the settlement of only a few families, who had been work as a labor for the Rasuna Said Avenue construction and the Central Business District Area development in the 1970’s. More people moved to the city center immediately after the rapid development in Jakarta. They lived on open spaces they could find. Housing was provided freely by the residents, in this case built along the Rasuna Said Avenue. The similar social and economic backgrounds among the residents improve the social cohesion among them. The new migrants were the relative of the previous residents.

Although the population increased during this period, the living space available for them as well as basic service facilities have not expanded. Because long time ago, since they occupy the land illegally – additionally pay no taxes - they are not entitled to any municipal service. Both extended families from the original settlers and new migrants have made the settlements overcrowded. Some families have lived in this area for 2-3 generations, so they have well established social networks and cultural identities.

### Table-1 Slum Areas in South Jakarta

<table>
<thead>
<tr>
<th>Municipality</th>
<th>District</th>
<th>Subdistrict</th>
<th>Area (Ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Jakarta</td>
<td>Cilandak</td>
<td>Cilandak Barat</td>
<td>6.31</td>
</tr>
<tr>
<td></td>
<td>Kebayoran Baru</td>
<td>Gandaria Selatan</td>
<td>2.93</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Gandaria Utara</td>
<td>4.3</td>
</tr>
<tr>
<td></td>
<td>Kebayoran Lama</td>
<td>Kramat Raya</td>
<td>3.31</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Petogogan</td>
<td>4.63</td>
</tr>
<tr>
<td></td>
<td>Marpong Prapat</td>
<td>Cipali</td>
<td>1.72</td>
</tr>
<tr>
<td></td>
<td>Pasar Minggu</td>
<td>Kayrak Barat</td>
<td>4.9</td>
</tr>
<tr>
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<td></td>
<td>Pasar Timur</td>
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<tr>
<td></td>
<td>Pesanggrahan</td>
<td>Ragunan</td>
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<tr>
<td></td>
<td>Setiabudi</td>
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<td>24.7</td>
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<tr>
<td></td>
<td></td>
<td>Karang Kuningan</td>
<td>1.87</td>
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<tr>
<td></td>
<td></td>
<td>Pasar Manggis</td>
<td>1.48</td>
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<td></td>
<td></td>
<td>Bukit Duri</td>
<td>4.86</td>
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<td></td>
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<td>Menteng Dalam</td>
<td>6.66</td>
</tr>
</tbody>
</table>

Source: Ministry of Public Works, Indonesia

Slum in this area seems to be always facing a dilemma with the transformation of this zone as a center of economic activities. This area had grown to become more strategic and highly added value. As a very strategic and valuable area, many investors have very good reasons to purchase the land due to the potential and promising opportunity of the development in the surroundings. With a huge development pressure, the slum in this area needs to be upgraded.

3.2 Physical Condition

3.2.1 Urban Form

The areas behind the high rise buildings along Rasuna Said Avenue include both residential and non-residential functions from various social classes. The study area is dominated by residential area with low-rise building. The legal uses stated in the spatial planning document are for large and middle scale residential. This residential mixed with commercial uses, privately owned and expanded by the household owner. Another land use in the surrounding includes offices, commercial, hotel, apartment and government institution.
The spatial configuration of the slum settlement in this area happened in spontaneous reason. This phenomenon can be seen on different spaces such as the local street where activities happen spontaneously, the housing, spatial growth related to income growth and additional commercial function takes place in the settlement. Extreme differences can be shown in the contrast of the urban fabric both in horizontal and vertical development.

3.2.2 Building Condition
Type of houses in this area can be classified into several categories based on the economic wealthy of the people. 56% of the residents live in a non-permanent structure house whith a bad quality. They built the house using available resources and depend on their financial resources. There might be possibilities for future spatial growth of the house. This is typically done by the household owner as their family members increase and they need to have additional space. None of the houses have their own backyards or compound areas. Some parts have become extremely dense settlements, containing as many as 8-10 individuals per house, which may include 2-3 numbers of households.

It is somehow different on buildings which attach to the street side. They are well-managed and have a permanent structure. This represents the economic wealth of the people who live on the street side. Furthermore, looking through the building density and the building height, it shows that this area is not well integrated within the urban context. The housing cluster between different communities based on their income status creates social segregation among the residences.

3.2.3 Basic Amenities
One of the essential services for any community is water. Based on the interview result, this area has adequate clean water services, managed by the Jakarta Government. Lack of toilet and bathroom are major issues in this slum area. Some of the dwellers have latrines in their house. Some of them still use communal toilet and bathroom allocated among each block. The limited number of communal toilets and bathrooms and poor maintenance of them, make them over-used and some of them malfunctioning.

Sewerage in the area is directly poured into the river and during rainy season sometime small animals come out from this sewerage canal. The solid waste management system is sometimes not well-functioning. Collecting procedures are irregular and inappropriately performed, it causes flood during the rainy season in this area.

3.3 Non-Physical Condition
3.3.1 Social Aspect
One of the main planning problems in this slum area is the wide social gap, which is caused by an extreme difference in income levels. Elite apartment lies side by side with informal settlement separated by high walls. The length of residence in the communities is quite high and this is indicative of community stability.

Common issues for all slum areas are a lack of adequate living space, insufficient public goods, and poor quality of basic amenities, which lead to poor health and low level human resources. As a result, they tend to use the street for the social needs. Such as, for parking, kitchen, do the laundry and a place for children to play.

3.3.2 Economic Aspect
There are different types of economic activities in this area. The most dominant economic activity done by the inhabitants is street vendor which provides limited daily life necessities. Besides street vendor, there are also small stores which provide different products and services including laundry, salon and mineral water distributor. Many informal employments create spatial problems such as illegal temporary buildings as commercial space developed by local inhabitants, uncontrolled of dwelling growth and changes of the property value.

The residences who live in the slum area have limited access to services, information and job opportunities. In a response they develop their own economic structure. The potential of various economic activities can be important economic driving later on which can be implemented on the earlier phase of the redevelopment to upgrade the economic condition of the inhabitants prior to the physical redevelopment of the area.

Street vendors, a popular profession of these people, create another social issue. The presence of these vendors is normally not desired by the high class property owners since these vendors are thought of as degrading the prestige of their buildings. In the other side, the low income workers, such as the maintenance and security staff have very low salaries so they can only afford to have meals at these street vendors.

4. ALTERNATIVE FOR UPGRADING IN JAKARTA CENTRAL BUSINESS DISTRICT AREA
Slum upgrading has been a key part of Indonesia’s strategy for poverty alleviation. Alignment with Indonesia's National Medium-Term Development Plan (RPJMN) 2015-2019. Under RPJMN 2015-2019, Government of Indonesia has committed to an ambitious target of eliminating slums and providing universal access to safe water and sanitation by 2019. In order to meet these targets, government has launched sectorial platforms of service delivery in urban and rural water, sanitation and slum upgrading.

According to Acioyi (2007), slum upgrading is a process of intervention in the physical, social, economic and juridical structure of an existing human settlement. The slum upgrading must be undertaken cooperatively among citizens, community groups, businesses and local authorities. To address poverty and the lack of basic infrastructure in the poor neighborhoods, government has to provide support to poor communities to improve essential social services and basic infrastructure. The program is designed to help transform the blighted areas into attractive and useful neighborhoods. The proposed program will aim at upgrading the living environment of the existing settlements, without disrupting the social and economic activities of the residents, and ensure that benefits will be spread out to reach more poor people.

4.1 Improving The Functional of The Area
The area is not only a place to live for the residents but also a place of their economic activities. It is expected to improve the function of the area, which will also encourage the economic development of the city. The housing and neighborhood design should be culturally relevant and economically supportive of the survival of the household. Planning intervention in this design process should be with understanding of the dynamics of the local economy, family structure, social relations and architectural forms.

Shelter is basic human need that is critical for livelihood and well-being. These houses had to be constructed either through self-help or hired labor and could have been done incrementally. With the lack of space, the upgrading construction must be built vertically. The majority of the residents are relatives, which is a strong factor as long as they stay at the same location. If a part of family is relocated away from the area, it will be an unfavorable situation as far as their safety is concerned. The close proximity to the city center is an advantage for the residents for their economic survival. If they are relocated, their primary source of economic base will be lost or made less viable.

Neighborhood enterprises play a vital role in the family economy of low-income households in the community. Most of the enterprise emerged as a creative response of the poor to the limited economic and employment opportunities in the area. The community is concerned about their close relationship with the city for employment and other income.

In order to improve the area function, it’s better to organize all of the activities at a common location, to make a cluster of economic activities in the area. These clusters will provide jobs opportunity for the people, skill training, managerial education, and various workshops to enhance their soft skill. In order to reduce level of
poverty, this project also consider the need to create livelihood opportunities for those residents of the area who is either unskilled or out of school youth. As such the project includes point of intervention intended to create economic opportunity by introducing the provision small business loan and technical assistance.

4.2 Improving the Quality of The Area

This concept is to improve the visual quality of the area so that it becomes a more interesting place to live. Efforts to improve the visual quality of this area are by structuring the layout of the buildings, open spaces, and infrastructure. Infrastructure is important in maintaining a clean environment and good health in a community. Infrastructure improvements tend to be capital intensive and some need technical expertise. Priority as expressed by residents at the interview was focused upon the provision of basic services such as improved shelter, sanitation, drainage, and garbage removal. Regarding public goods, paved roads consistently ranked highest in express need. They provide identity and livable places for the community, offer the opportunity for social, cultural and economic interaction in the daily life of people, and play a fundamental role in the urban structure and the civic pattern of cities. In upgrading, focus is given to the provision of basic services, water and sanitation—because they are linked to municipal networks which are not easily installed through community initiatives.

Improving the quality of physical environment will create a comfortable environment with the provision of adequate utility systems. Improvement in the physical environment and increased access to services are the key in terms of meeting the needs of the residents.

4.3 Define Clearly The Roles of The Various Agencies

For achieving the target of zero percent slums, the Government of Indonesia has established a National Slum Upgrading Program as a national platform financed by multiple sources, including central and local governments, the private sector, communities, as well as multi-lateral donors. A collaboration platform is being established to influence all resources (organizational and financial) available. Slum upgrading should be addressed through the participatory or integrated approach where government, private organizations, NGOs, slum dwellers and community based institutions collaborate in order to improve the living conditions in slums. The government should be the dominant controller the policy, planning and scheduling. The upgrading should accord with the public profits and maintain a fair social atmosphere and endeavor to make all the residents of the slum area get benefits.

Government of Indonesia allocated land with infrastructure and encouraged the slum dwellers to construct their own dwellings. Local participation is critical to design a bottom up working with communities. The Community Participation Approach believes that communities know their needs and should be consulted and carried along in the decision making process. Getting their input and having them help decide the nature of a project will develop a sense of ownership and increase the project's chances for success. The community also needs proper technical training before implementing community based upgrading projects, especially training on how to manage the resources, infrastructure, and understanding the real meaning of upgrading terms. The community can build the constructions as soon as they are trained and given the necessary instructions.

Sustainability requires that consideration be given to the costs involved and to designing a level of service that is affordable to the community and to the local government. The key to financial sustainability is to design these programs in a way that is affordable based on the income of the community and the city. Standards need to be flexible and designs need to meet to the affordable budget.

5. CONCLUSION

Current urban situation in Indonesia cannot be simply separated from the policy history. The development is very centralistic. Jakarta is the center of economic and development. This makes people from all over Indonesia tend to come to Jakarta. High population in Jakarta leads to high housing demand. The housing provision is largely insufficient; it forces some people to live in slum settlement. In Indonesia, slum areas play an integral part in each of the physical, economic, social and institutional layers of the city. Using the case of Central Business District in Jakarta, this study discusses policy approach which intended to create the balance of development, control the expansion of slum areas and overcome the problem caused in the urban slums. The main points for upgrading in this area are improvement on the function and the quality of the area both in physical and non-physical aspect, and define clearly the roles of the various agencies involved.

First, the strategy proposed here is by maximizing the potential of the area through economic model improvement, workshop, create different economic clusters, job training and the housing condition and sanitary improvement. It is aimed to integrate the physical environment of the settlement with the economic enterprises. Second point is by providing more open spaces and improving infrastructure in slum settlements will invite more activities among different communities and create social interaction in the urban context. It will generate the livelihood in the area. This is important to ensure that the redevelopment project really for upgrading the physical site as well as the inhabitants.

The most important element for success of the upgrading is commitment by all: the city, the community, and the families. A sense of partnership must be developed among them. The benefits of upgrading are simply that people obtain an improved, healthy and secure living environment without being displaced. The investments they have already made to their properties remain and are enhanced.

REFERENCES


