

Community Empowerment in Improving the Quality of Slums: A Structured Literature Review

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Abstract. Community empowerment is defined as an effective process to change the community, especially in slum settlements so that they can have better-living conditions. The purpose of this study is to find out about community empowerment in improving the quality of slum settlements in various regions. This research is conducted using the literature review method carried out by rereading and reviewing the main ideas on the same topic. The focus of this research is literature studies that have the same theme. The data source used is a document from the Scopus database and others which is then processed by using the VOSViewer application. Data analysis techniques used are data collection, data condensation, data presentation, and concluding. The results of the study show that the implementation of community empowerment, especially in improving the quality of slum settlements, has obstacles such as the lack of public awareness in participating in the program and developing themselves and changing their lifestyle that has become a habit, which is inherent and difficult to change instantly. Thus, the implementation of community empowerment will not run well if there is no harmonious collaboration between the central and local governments, as well as private parties and especially the community.

Keywords: community empowerment, slum area, urban government.

Introduction

Settlements have an important role in urban spatial planning, function as a place for human movement in daily activities. For this reason, adequate facilities and infrastructure are needed to support the development of settlements in a city (Mahagarmitha, 2018). Based on Law Number 1 of 2011 concerning Housing and Settlements, it is explained that settlements are part of the environment but outside protected areas, including urban and rural areas, as well as the environment used as a place to live in carrying out activities. Therefore, the quality of settlements will affect the level of community welfare: if the quality of settlements is good, the level of community welfare will also be good and vice versa. Thus, the implementation of residential areas needs to be carried

out to realize the function of the area as a residential environment and a place for activities that support life; it needs to be planned, comprehensive, integrated, and sustainable based on spatial planning.

According to (Kholqi, 2020), slum settlement is an inevitable problem and is getting complex in every city. Slum settlements occur as a result of the impact of urban development that is unable or failed to be handled by the community in competing to meet the needs of life support. Based on data from the Central Statistics Agency, it is known that Indonesia's urban slum settlement in 2015 was 9.21%; it decreased to 8.30% in 2016, 7.62% in 2017, 7.42% in 2018, and experienced a significant jump in 2019 of 13.86%. However, there are differences in the definition of slums used.

The United Nations defines slums based on households, while the Indian Census defines slums based on the environment (Patel, Shah, & Beaugard, 2020).

One of the most valid generalizations about the poor/slums is that they generally live in rural areas, with the main livelihood in agriculture and other activities closely related to traditional economic sectors (Hamid, 2018). However, it is possible that in urban areas there are many slums as well.

To overcome such a problem, a development process is needed where the community takes the initiative to resolve or initiate a process of social activity in order to improve their conditions and the environment, which is commonly known as community empowerment. This community empowerment can only occur if the community participates and becomes an agent of development or subject. Here the subject is the driving force and not the beneficiary or just the object. This community empowerment is carried out so that the community can participate in planning and implementing appropriate strategies and can provide structured solutions to efforts to minimize slum settlements by creating what is contained in the fourth paragraph of the 1945 Constitution.

Community empowerment has a definition of an effective process to later change the community to have better living conditions. Community empowerment is also a process of developing opportunities, desires, or motivations and the ability of the community to gain access to resources so that they can increase their capacity to determine their future by participating in creating and influencing the quality of life of individuals and communities. According to previous research of (Zhou, Wang, & Zhang, 2021) regarding community empowerment, the main focus is the utilization and protection of ancient cities, namely 1) four dimensions must be developed in the community empowerment evaluation system: society, economy, psychology, and politics; 2) the use of a hierarchical process in calculating the weight of various factors and a comprehensive evaluation of the status quo of community tourism empowerment. Thus, according to this researcher, self-help tourism organizations and income distribution rules must be realized together with tourism management skills training to optimize community participation mechanisms.

Community empowerment considers citizens as the subject of construction in cities. As urban and urban development also increases tourism, in recent years residents have been encouraged to remodel with new styles and features. Urban and rural evaluation systems have four aspects: cultural preservation, environmental sustainability, economic development, and social awareness (Lin, 2020). Meanwhile, this community empowerment approach is certainly expected to provide roles for individuals not as objects but as actors who determine their own lives (Sahid, Amirullah, Rahman, Senaman, & Yusriadi, 2020).

Community empowerment is related to two interconnected groups, namely the community as an empowered party and a party that cares about empowerment (central government, local government, village or city governments, and non-governmental organizations) and changes in society, environment, and socio-economic life. Seeing the problems above, then it is necessary for community empowerment in improving the quality of slum settlements to formulate policies and potential problems in society. The importance of community empowerment must not pay attention to elements such as natural wealth, human resources, and culture in an area. In Indonesia, there are various potentials possessed by its citizens.

This study aims to examine various scientific articles that discuss community empowerment in improving the quality of slum settlements that have been published in reputable international journals or SCOPUS. In addition, the article reviews in this study focused on the conceptualization of community empowerment studies in improving the quality of slum areas which were explained by the following questions: 1) What are the dominant or relevant clusters in the discussion on the title "Community Empowerment in Improving the Quality of Slums"?; 2) What topics are related to "Community Empowerment in Improving the Quality of Slums"?; 3) What is the government's strategy in empowering the community to improve the quality of slum settlements? Some of these questions will be used as research references based on the findings of articles in the SCOPUS database. Articles that will be reviewed will go through two stages, namely 1) article search and 2) topic mapping.



Table 1. Article Review Process

The articles are searched through stages, namely first, identifying the article using the SCOPUS database by typing keywords according to the topic in the article search column with the year of publication limited from 2020 to 2021. This search filtered the articles that were relevant to the topic. Of the verified articles from SCOPUS after being submitted to VOSviewer, 215 articles were generated and only 129 were selected based on article availability. The mapping stage (Table 1) is carried out by sending full-text articles to VOSviewer with the aim to obtain data clusters and describe or visualize the network of research themes that will be discussed in this study.

In this study, there is a literature review on community empowerment which is certainly expected to provide a role for individuals not as objects but as actors who determine their own lives. This community empowerment approach is human-centered based on local resource management insights, planning mechanisms that emphasize social learning technology, and program formulation strategies (Sahid et al., 2020).

Economic growth is seen as the most important part of economic policy in any country or economic system. Economic growth is one of the indicators of community welfare, in which MSMEs can develop and have a positive impact on strengthening human resource capacity. Not only that, but there is also business capital support and government policy (Surya et al., 2021). (Zhou et al., 2021) argued that there are four aspects in the urban and rural evaluation system, namely cultural preservation, environmental sustainability, economic development, and social awareness. Thus, from this study, we can say that political empowerment tends to be weak, while psychological empowerment has the best value or tends to be high.

Mapping this area will be the first step in encouraging sustainable environmental

planning and management based on how to involve and empower local communities in re-naturalized urban areas (Pietta & Tononi, 2021). It is stated in the research of (Egan et al., 2021) that community empowerment is focused on the social environment, namely to improve health factors. Accordingly, community empowerment in slums can also be seen in terms of the quality of health (Guardaro, Messerschmidt, Hondula, Grimm, & Redman, 2020). In the future, community empowerment can balance the priorities of economic, environmental, and social sustainability as reflected by empowerment indicators, policies, strategies, and commitments (Perry, 2020).

The ideals of sustainable development (SDGs) in terms of sustainable development plans regarding the revitalization design or sustainable village revitalization can be carried out through social participation and implementation. In the government system, money becomes the most preferred tool to increase group morale and introduce inclusiveness, gender, and social empowerment (Diaz-Sarachaga, 2020). Improving the quality of slum settlements, especially during the Covid-19 pandemic, is crucial considering these slums areas are the most vulnerable to Covid-19; it can be hotspots for virus transmission, especially if there are people already infected (Petee, Hempton, Petee, & Martin, 2020).

From the SCOPUS articles and journals that the author reviewed, it can be concluded there are various findings related or relevant to the topic "Community Empowerment in Improving the Quality of Slums". Although not all articles in the findings discuss community empowerment in slum areas, they tend to focus more on the point, namely community empowerment.

Research Methodology

This research uses descriptive methods and literature study approaches. Data collection is carried out by collecting information relevant to the themes/discussions raised by researchers. The sources are from research reports, journals, scientific articles, regulations, encyclopedias, and also written sources in the form of electronic data. The data source in this study is secondary data, which according to Sugiyono in (Wanto, 2018) is defined as a data source that does not directly provide

data to data collectors, but through the medium of people, documents, websites, and others.

The data collection technique in this research is a documentation study. According to Sugiyono in (Wanto, 2018), documentation study is a data collection technique by studying documents in order to obtain information/data related to the topics discussed. The data collection technique of secondary documentation study is the use of a document written/reused by someone who did not experience the incident directly but based on the information/data obtained. The data analysis technique is an activity that is carried out and becomes a crucial instrument in a study. Data analysis is conducted through several stages of research, namely data collection, data compaction, data presentation, and conclusion drawing.

Results and Discussion

Linkage and Classification of Themes in Community Empowerment in Improving the Quality of Slum Settlements

At this stage, a bibliometric analysis is undertaken by making visualizations using VOSviewer to find out the bibliometric network that is valid among the articles that have been downloaded. This bibliometric network contains edges and nodes. This node is described as a circle that includes publications, journals, researchers, and keywords. While this edge introduces the relationship between pairs of nodes and

describes the strength of the relationship by distance: the closer the distance between the nodes is to one another, the higher the relationship between the nodes. The colors in the image below show a grouping based on existing topics. The purpose of this grouping is to make it easier to carry out an analysis of the topics that will be used as reference material.

The image indicates that each circle represents a keyword obtained from the title and abstract of the article. It explains that one branch has a relationship with another or a relationship that is characterized by the number of branches that have a relationship with each other. The large size of this circle indicates that keywords are the most dominant in the number of journals and articles. While the small circle size explains that the keywords are not dominant or only a few articles and journals use these keywords. The identification process in figure 1 will be very helpful for researchers, especially those who are just starting research from scratch. This method is ideal to use because it allows researchers to find out many of the same topics. Cluster 1 covers behavior, cities, collaboration, community empowerment, community leaders, community participation, economic empowerment, Indonesia, innovation, poverty, social support, solutions, and stakeholders. While in cluster 2 there are contributions, decisions, decision making, effectiveness, households, implications, India, and place. Cluster 3 contains conditions, employment, growth, potential, social determinants, and society. Then, cluster 4 discusses the application, management, sustainability, and quality.

Table 2 is an outline of the results of mapping the topic "Community Empowerment in Improving the Quality of Slums". Identification in the form of clusters can help new researchers to start their research process and find interesting topics in the field to be studied by reading articles related to the topic in question. In cluster 1, it can be seen that the red color has 13 items, where the most dominant concept related to this cluster is community empowerment. Cluster 2 is in green with a total of 10 items with the most dominant concepts of implications and strengths. Cluster 3, shown in blue, has 6 items, indicating the concepts that are most emphasized are growth and community. Then cluster 4, which is shown in yellow, has 4 items with the most relevant concept of management.

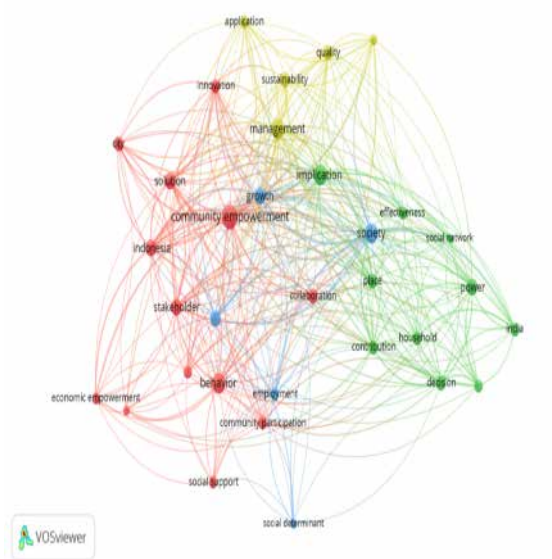


Figure 1. Mapping and Clustering Using the VOSviewer Application

Table 2. Classification of Themes in the Study of Slum Community Empowerment

No	Cluster	Theme
	Cluster 1 is in red, totaling 13 items	Behavior, cities, collaboration, community empowerment, community leaders, community participation, economic empowerment, Indonesia, innovation, poverty, social support, solutions, stakeholders.
	Cluster 2 is in green, totaling 10 items	Contribution, decision, decision making, effectiveness, household, implications, India, place.
	Cluster 3 is in blue, totaling 6 items	Conditions, employment, growth, potential, social determinants, society.
	Cluster 4 is in yellow, totaling to 4 items	Application, management, sustainability, quality.

Source: Processed using VosViewer

In cluster 1, the most dominant theme is community empowerment discussed by (Halliday et al., 2020) with the title *A 'resistance strategy'? How can place-based empowerment programs influence local media's portrayal of the environment and what are the implications for addressing health inequalities?* It is explaining that environmental improvement and the collective institutionalization of local decisions are recognized as strategies to promote health and health equity. However, both strategies have been criticized for their linkages with policies that emphasize local resources and decision-making while the state divests its investment in social and environmental determinants of health. This paper examines the role of place-based community empowerment initiatives in establishing collective control and improving health. The journal also explains if, for example, 'quick win' will 'quick loss'.

Meanwhile, in the second cluster, there is decision-making, namely the government's handling of the existence of slums as stated in the journal by (Diaz-Sarachaga, 2020) entitled *Combining participatory processes and sustainable development goals to revitalize rural areas in Cantabria (Spain)*. Setbacks or backwardness in the countryside has become a common occurrence or phenomenon which can be sourced from or as a result of industrial civilization. A good example of a country in contemplating this issue is Spain, in a rural area of the European Union to be exact, as nearly half of the country's cities are threatened with extinction. In this journal, it is seen that combining the application of sustainable development goals or SDGs and social linkages is to recommend the concept of revitalization in sustainable villages.

The journal also notes that there are 40 of the 169 SDGs targets in the 2030 Agenda proposed in the rural strategy, which also takes into account most of the priorities adopted by the Rural Development Program for Cantabria. Cooperative associations were identified as the most preferred governance system for building dynamic communities and introduced three things, namely 1) social empowerment, 2) gender attractiveness, 3) and inclusiveness. However, the city government and local government where the association belongs to are not involved to participate in this process. This is because if the city and village governments are present in the association, it is feared that it could hinder the participation or involvement of selected stakeholders.

In cluster 3, the most dominant keyword is growth. In urban areas, the growth of population, environment, and economy becomes important, especially if it occurs in slum areas located in the center and outskirts of the city. An article in a journal written by (Pietta & Tononi, 2021) entitled *"Re-naturing the city: Linking urban political ecology and cultural ecosystem services"* discusses city restructuring, reconnecting urban planning and nature, and increasing sustainability. This article pays attention to Biodiversity and ecosystems as a social approach, where it considers nature as a social product that explores the relationship between cities and nature. The approach used is the Urban Political Ecology (UPE) method. In this journal research, the main focus is Brescia Quarry Park, where until a few years ago there were mining activities. The area has now been converted into a renaturalized area and is estimated to be one of the largest renaturalized urban protected areas in Europe. This transformation is a

sign of a major shift in urban metabolism. The results of this study can later be the first step in encouraging environmental management and planning based on local community empowerment and participation. If we look back, this growth is more towards transformation, but this transformation is better if it is accompanied by community involvement so as not to lose regional cultural values. For example, if this settlement is transformed into a settlement that has value in its area, community empowerment must also be involved so that they can become better individuals in the future along with these changes.

Then the last one is the fourth most dominant, namely cluster management or management. It is the benefits of management such as people's economy, which is expected to be able to encourage the community's economy in urban and rural areas, especially for people who live in slum areas. (Cahyadinata, Nusril, & Gushevinalti, 2020) wrote an article titled *Descriptive, Correlation Analysis and Hierarchical Analysis of the Coastal Community Empowerment Process Bengkulu City, Indonesia* that explains the Economic Empowerment of Coastal Communities as a program that aims to encourage the economy of coastal communities. The benefits of this program are in several ways, such as increasing capital and meeting the daily needs of households. The research in this journal aims to 1) assess the level of community participation and related factors; 2) knowing the level of cooperative performance; and 3) formulating alternative strategies for developing economic empowerment of the coastal community. This journal shows that the participation of cooperative members as a whole is in the high category, while participation in meetings is in the medium category.

The journals in cluster 4 can be used to assess how useful the programs that have been made by the government to overcome problems in slum areas by community empowerment are. First, take a look at the level of community participation and related factors, where community participation will greatly affect the level of success and the usefulness of community empowerment programs, for example, the City without Slums Program; if there is no participation from the community, the program will not necessarily be implemented as expected. Second is the level of performance of

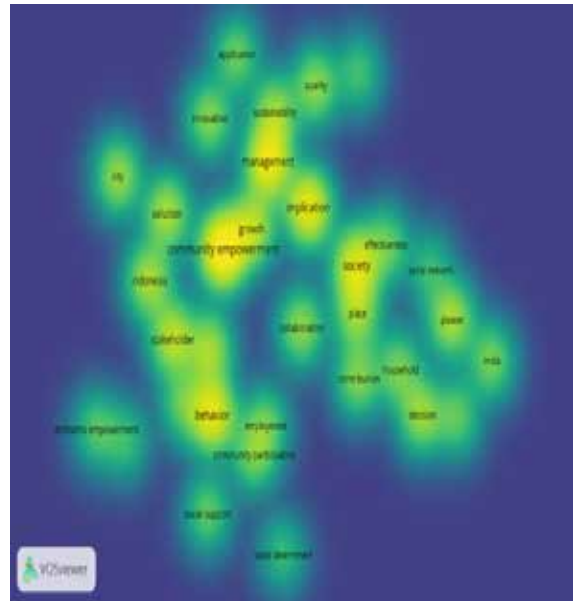


Figure 2. Dominant Concepts of Density Visualization using the VOSviewer Application

cooperatives. In this case, it can be changed to the level of government performance in implementing or disseminating training and mentoring to the public in order to create human resources that have quality values. Third, it is an alternative strategy for developing community empowerment. In implementing community empowerment programs, especially in slum areas, the government must have a strategy so that all the community can take part. This community empowerment can only occur if the community participates and becomes an agent of development or subjects.

In Figure 2, it can be seen that the clear and dominant concept that appears is marked by the thickness of the color which symbolizes that the word is the most dominant theme that has been discussed by previous studies related to community empowerment in improving the quality of slum settlements. The concepts include community empowerment, implications, power, growth, community, and management. As for other concepts, they are concepts with complex discussion purposes, so it will be very useful to encourage or support the existing dominant concept.

The dominant concept mentioned above is community empowerment in order to improve the quality of slum settlements which aims to improve or create community welfare. The government certainly needs to prepare a strategy for community

empowerment by preparing superior human resources. This empowerment is conducted starting from planning, implementation, monitoring, and evaluation. To be able to empower the community, especially those living in slum areas, they can take advantage of the potential of human resources or local potential in the settlements. By carrying out this community empowerment, it is expected that the existing physical and non-physical potential can later improve the socio-economic life of the community.

Dominant Author in Slum Community Empowerment Studies

A dominant writer is basically someone who knows himself as a writer and works in more than a certain field. A writer has works that express his ideas and has experiences that are more specific and more closed from public opinion. Figure 3 shows a collection of several authors who have articles relating to the theme of Empowering Slums. In the VosViewer application, a more dominant author will appear, marked with a thickness of color indicating that the name of the dominant author has articles that are relevant to the Slum Community Empowerment.

The results obtained from mapping the author’s data using the network visualization model on VOSviewer show that there are two clusters, namely the red cluster and the green cluster. In each of these clusters, there is a relationship between one author and another as evidenced by the existence of interconnected cluster nets or it can be said to be relevant to the theme of “Community

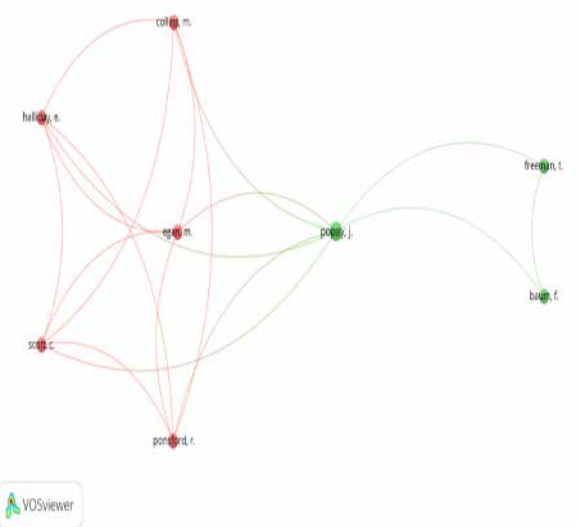


Figure 3. Author Data Mapping Using the Network Visualization model

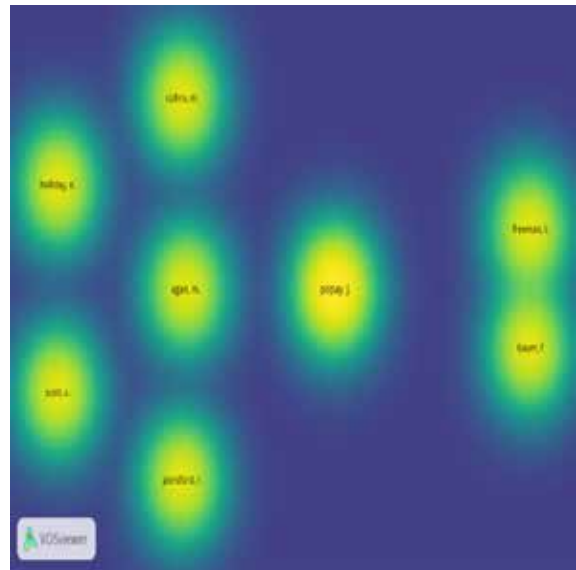


Figure 4. Author Data Mapping Using the Density Visualization model

Empowerment in Improving the Quality of Slum Settlements”. In mapping the author’s data above, the most prominent author and mostly discusses the topic of this research is Popay J. Meanwhile, the display of each cluster can be seen in figure 4.

From Figure 4, mapping the author’s data using the density visualization model, it is clear that authors who have a dominant appearance are marked by a color thickness which indicates that writers with bold colors are authors whose articles and journals are relevant to the topic “Community Empowerment in Improving the Quality of Settlements Slums” according to the SCOPUS database. There are differences between authors classified using cluster one and cluster 2.

By looking at the table 3, we know that the author’s mapping with the theme of empowering slum communities is divided into 2 clusters. Cluster 1 is in red; 5 authors have the same dominant color and are marked by the same color thickness. It shows that all authors have the same portion in cluster 1. Meanwhile, in cluster 2 that has a green color, there are 3 authors. The most dominant author is Popay J. who writes articles relevant and related to the topic of empowering slum communities as is shown in figure 4.

Conclusion

The results of this study are based on the research objective which can be seen

Table 3. Author Grouping in the Study of Slum Community Empowerment

No	Cluster	Author's name	Total
	Cluster 1, Red	Collins, M. Egan, M. Halliday, E. Ponsford, R. Scott, C.	5
	Cluster 2, Green	Baum, F. Freeman, T. Popay, J.	3

Source: Processed using VosViewer

that the dominant cluster in this study is 4 clusters obtained from 315 articles from the Scopus database. Then the topic related to Community Empowerment in Improving the Quality of Slums in the Study of Structured Literature has been widely developed in urban areas by empowering the community. Thus, the main key in handling this is cooperation and participation, either from the government, the private sector and the community. It is expected that conducting community empowerment in the slum environment, it can create better economic value for each individual. The community is given socialization or guidance in managing people's lives to improve the wheels of their economy or the community is given guidance in managing slum areas which can later be utilized, such as the transformation of slum settlements into tourist attractions or at least livable settlements. Once again, by this empowerment, it is hoped that people in slum areas can have a better life, both physically and non-physically.

As for the government's strategy in empowering the community in improving the quality of slum settlements, we know that the strategy is a very important process that should be related to the implementation and control of activities carried out in achieving goals. Thus, in this strategy, after reviewing some of the journal articles above, we can see that community empowerment will be implemented if it involves high community participation, especially in improving the quality of slum settlements since the community knows and understands what its priority is needs and potentials.

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