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# Implementation of Inadequate Home Improvement Assistance Program in Kelurahan 15, Seberang Ulu I District, Palembang City

**Tasya Dinda[1], Alfitri[1*]**

[1] Faculty of Social and Political Sciences, Universitas Sriwijaya, Palembang, Indonesia

**A B S T R A C T**

The need for a home is one for the development of a better life, especially for poor people that which in meeting the needs of the housing is very urgent. As we known that the settlements in the middle of the city is increasingly crowded and irregular. Looking at the various considerations of population density going forward, as wel as the possibility of avoiding the formation of slum housing, it is necessary to hold a plan. This research was conducted at the public work service Cipta Karya that located at Ade Irman Nasution Street 10 Sungai Pangeran Ilir Timur I Palembang, in april 2017. The purpose of this research was to know how the implementation of assistance program for improvement to homes are not unhabitable at Kelurahan 15 Ulu Kecamatan Seberang Ulu I Palembang City. This research uses quantitative data that in the form of number or qualitative data that is suspected that uses to support research in describing the state of the focus of research. Based on the result of the analysis and discoussin that has been done before, it can be conclude that the implementation of assistance program for improvement to homes are note habitable in Palembang City by Public Works Service is conclude that has been running well. As input in this research, Public Works Service Palembang should accelerate the development of assistance program for improvement to homes are not habitable, and improve the attitude and quality of the program.

## 1. Introduction

In general, the problem of settlement has long been a concern of the international community, especially the settlements of developing countries because it has a broad dimension of problems along with socio-economic developments and urban growth. Driven by a sense of concern about the conditions of existing settlements in the city, government representatives from various countries in the Millennium Summit (Summit) of the United Nations (UN) held in September 2000, have agreed on global development goals as outlined in the Millennium Development Goals (MDG). One of the MDG targets is to improve the quality of life of 100 million people in slums by 2020.

In order to realize adequate shelter for all, the government is responsible for providing facilities to the community so that they can inhabit decent, healthy, safe, secure, accessible and affordable housing that includes supporting facilities and infrastructure. For this reason, the government needs to prepare housing and settlement development programs, both in the form of direct intervention (providers) and through the creation of a conducive climate (enabler) so that housing and settlement development can run efficiently and sustainably.

Local government has an important role in housing and settlement development, because local government is the party who knows how much the community's residential needs. Although the construction of adequate housing and settlements has been directed to be affordable for low-income people, this goal cannot be achieved as a whole.

The limited capacity of the government and various systems that affect housing ownership by the whole community only place people with

54

economically capable groups who are only able to have a decent home for their place of residence. In accordance with the mandate of the Law and the National Housing Policy Strategy requires to provide broad access for the poor to have decent housing. Inadequate housing according to data in the Neighborhood Association (RT) and the Citizens Association (RW) of the City of Palembang recorded as many as 1,000 units classified as houses with poor condition. The criteria used for houses that are not suitable for habitation can be seen from the structure of the building (roof, walls and floors) or the completeness of the facilities and infrastructure of the house such as the availability of bathrooms, kitchen conditions and so on. The house is less livable as a whole is inhabited by families with relatively low economic conditions. The economic reasons cause some households do not have enough funds to improve and improve the condition of theirhomes. The Palembang City Government, with integration based on the Decree of the Coordinating Minister for People's Welfare and Poverty Alleviation number 13 of 1998, has launched a home improvement/restoration program called the Improvement of Inhabitant Homes Improvement Program through the Cipta Karya Public Works Office, which in the first phase began in 2016. The program This uninhabitable housing assistance aims to provide assistance to underprivileged families to improve a decent

standard of living and it is hoped that with the improvement of this house, a decent house can be fulfilled and can improve life stages.

The first phase of the program on June 4, 2016 successfully restored 100 underprivileged family housing units located in Karang Anyar Sub-District, Palembang City. This program is short-term in nature, which aims to provide motivation for the community to improve their economy with a favorable home environment. The allocation of funds that can be channeled by the Palembang City Government to the house improvement / restoration program in the City of Palembang can budget funds from the Palembang City Regional Revenue Budget (APBD), in addition to funding sources coming from funds proposed to the central government through the Minister of Public Housing, the participation of the private sector and State-Owned Enterprises (SOEs) or the pattern of home improvement through a participatory/self-help approach from the community itself.

The target of the housing improvement assistance program has not been reached yet. Promised the first phase in 2015 there will be a house renovation of uninhabitable 100 houses in 2 sub-districts namely Kelurahan Kemang Agung and Kelurahan Karang Anyar as promised in 2016 there will be 100 houses that will be dissected for uninhabitable homes. This can be seen in Table 1. as follows:

Table 1. Target Data on the Achievement of Assistance Programs for Improvement of Non-Habitable Homes in Palembang City

| Year | Target | Achievement | The place | Information |
|------|--------|-------------|-----------|-------------|
| 2015 | 100 house | 57 house | Kemang Agung Village | the target has not been reached because its human resources are not yet optimal |
| 2016 | 100 house | 60 house | Karang Anyar village | The target has not been achieved due to lack of socialization with program recipients. |

*Source: Public Works Agency (PU) Cipta KaryaPem Palembang City Government*

Looking at various considerations of population density in the future, as well as the possibility and

to avoid the formation of slum community housing, it is necessary to make a plan for the future. where

55

in this research will discuss the results of the planning of the Palembang City government itself to create the City of Palembang from families who have not yet gotten a decent home.

## 2. Literature Review

This research is pleased with public policy, particularly regarding the implementation of public policy in this case, namely the Assistance Program for Improvement of Inappropriate Homes for Hunidi, Kelurahan 15 Ulu, Seberang Ulu I sub-district in Palembang City. In order to obtain results that are in accordance with the objectives of the research described in the previous chapter, the theories that are referred to and used are implementation theories.

Public policy in international literature is called public policy, which is a rule governing shared life that must be obeyed and in effect binding all of its citizens. Each violation will be sanctioned according to the weight of the violation committed and the sanction imposed in front of the community by an institution that has the task of imposing sanctions (Nugroho R., 2004; 1-7).

In public policy practices, among others, develop the mechanism of actor networks (actor networks). Through the mechanism of the actor network, informal channels have been created (second track), which turned out to be quite meaningful in overcoming problems that are difficult to solve. Mark Considine limits the actor's network as: (Mark Considine, 1994: 103). Informal and semi-formal links between individuals and groups within a policy system.

There are 3 (three) sets of important units in the analysis of public policies that need to be understood, namely policy formulation, policy implementation and policy evaluation. On this occasion further discussed about the implementation of the policy, because it has relevance to the theme of the study.

Van Meter and Van Horn in Budi Winarno (2005: 102) define the implementation of public policy as: Actions taken by public organizations that are directed to achieve the goals set in previous decisions. These actions include efforts to change decisions into operational actions within a certain period of time as well as in order to continue efforts to achieve major and minor changes determined by policy decisions.

Policy implementation is a very important stage in the policy process. This means that the implementation of policies determines the success of a policy process where the objectivesand impact of policies can be produced. The importance of policy implementation is emphasized by Udoji's opinion in Agustino (2006: 154) that "*The execution of policies is as important if not more important than policy making. Policy will remain dreams or blue print jackets unless they are implemented*".

Agustino (2006: 155) explains that policy implementation is known by two approaches: a top-down approach similar to the command and control approach (Lester Stewart, 2000: 108) and a bottom up approach similar to the market approach (Lester Stewart, 2000: 108) the top down approach or command and control is done centrally starting from the actors at the central level and decisions are taken at the central level. The top down approach starts from the perspective that political decisions (policies) that have been determined by policy makers must be carried out by administrators or bureaucrats who are at the lower level (street level bureaucrats).

In a book entitled Policy Implementation and Bureacracy, Randall B. Repley and Grace A. Fraklin (1986: 232-33) (in alternative, 2010: 51-52), writes about three conceptions relating to successful implementation stating that three measurements are needed can be used to measure the success of a policy implementation. The three measurements are:

**The level of compliance with applicable regulations**

The first perspective (compliance perspective) understands the success of implementation in the narrow sense, namely as the compliance of implementors in the form of laws, government

56

regulations, or programs.

**Smooth implementation of routine functions**

That the success of the implementation is marked by the smooth functioning of the routine and the absence of problems encountered.

**The realization of the desired performance and impact**

That the success of an implementation refers to and leads to the implementation / implementation and the desired impact (benefits) of all the desired programs.

The successful implementation according to Merilee S. Grindle in Nugroho (2006) is influenced by the content of the policy (Content of Policy) and the policy environment (Content of Implementation). The basic idea is that after the policy is transformed, the next step is to carry out the policy. The contents of the policy (Content of Policy) include:

Interests that are affected by the policy, Types of benefits generated, The degree of change desired, Decision maker position, Who is the program implementer, Resources mobilized.

While the policy environment (Content of Implementation) includes:

The power of interests and the strategies of the actors involved, Characteristics of institutions and authorities.

The model of policy implementation proposed by Merilee S. Grindle is one model that is compatible with modern policy issues. Policy implementation is seen from a broader perspective, namely by identifying policies from the contents of the policy and the policy environment. Plus there are additional studies regarding the results of these policies. Even though the dimensions used are very much in contact with the program implementor, the interests of policy recipients can be fairly well represented.

In this study, the theory used is the Merilee S. Grindle implementation model. The selection of this theory is based on considerations of the suitability of the theory with policy or the problem of policy. In the implementation model introduced by Grindle, the success of a policy is measured through the dimensions of the policy content and the policy environment. The selection of Grindle models is in accordance with this research who wants to examine how the contents of the policy or in this case the contents of the Inappropriate Home Improvement Assistance program how the program can be run in the field.

The Grindle Model identifies a policy starting from the dimensions of the policy content and the implementation environment. The use of this model is intended to provide a complex and comprehensive identification. Thus, the policy implementation model of Merilee S. Grindle is considered compatible to find out how the Implementation of Assistance for Improvement of Non-Habitable Homes Program in Kelurahan 15 Ulu, Seberang Ulu I District in Palembang City.

## 3. Methods

The design of this research is quantitative research with questionnaire data collection method. Questionnaire data that has been filled by respondents will be collected, processed and produce descriptive. With this research, the researcher tries to give a general description of the Implementation of the Improvement of Uninhabitable Home Assistance Program in the 15 Ulu sub-district of Seberang Ulu I in Palembang City.

The population in this study were low income people in Kelurahan 15 Ulu, Seberang Ulu I sub-district in Palembang, beneficiaries of the Inadequate Home Improvement Assistance program in 2015. In 2016, there were 100 houses that had been renovated to become habitable homes through the Repair Assistance program. Uninhabitable Houses all 100 households were made respondents. So this is a population research not a sample.

The questionnaire is used to collect data through distribution of a list of questions given to respondents as a tool to capture data regarding the

extent of income and expenditure earned or spent for the daily life of the respondent so that it can be categorized as less capable or poor. The respondent will get a Home Improvement Assistance Program No Livable in Kelurahan 15 Ulu, Seberang Ulu I District, Palembang City.

Testing the validity and reliability of the instrument aims for the purposes of quantitative data analysis. Validity is a measure that shows the level of validity of the instrument. The instrument can be said to be valid if it is able to measure what is desired and can reveal data from the variables studied appropriately.

Analysis is the process of connecting, separating and grouping facts from one fact to another, so that conclusions can be drawn as a final discussion. In this study, the analysis technique used is descriptive statistical analysis. Descriptive statistical analysis is an analytical technique that describes data collected descriptively to produce general conclusions.

## 4. Results and Discussion

Interest is a fundamental motivation that drives someone to take an action. The more interests contained in a policy or program, the higher the difficulties faced. In this case, the interest is the hope of the community and the Department of Public Works of Palembang regarding the subsidy program policy. The community as the object or target of the program, has several desired interests in the subsidy program. Among these are ease of requirements, low cost, availability of water and a healthier life. While the Palembang City Public Works Office as the subject or program implementer has two interests at once, namely increasing revenue and improving image. Thus, the indicators of interest are described by statements, as stated in the operational definition of this study.

Programs to help low-income people have actually been widely launched, both by the Regional Government and the Central Government. However, it is not uncommon to find that these programs require the community to fulfill a number of requirements which tend to be complicated and difficult. Therefore, many people do not participate in the program because they do not want or even cannot meet these requirements. Therefore, low income people as policy targets want ease of requirements to be able to become a subsidy program recipient. Based on the distribution of questionnaires that have been carried out, obtained respondents' answers to the statement "The community wants to get the Provision of Help for Improvement of Uninhabitable Houses in 15 Ulu sub-district of Seberang Ulu I in Palembang with easy requirements", with the following results:

Table 2. People want to get help for repairing uninhabitable homes at low prices

| No | Statement | Respondent's Answer | Frequency | Percentage | Weight Value |
|---|---|---|---|---|---|
| 1 | The community wants to get Assistance for Improvement of Non-Habitable Homes with easy requirements | Very agree | 37 | 37% | 185 |
| | | Agree | 54 | 54% | 216 |
| | | Doubtful | 9 | 9% | 27 |
| | | Disagree | 0 | 0% | 0 |
| | | Very disagree | 0 | 0% | 0 |
| **Total** | | | **100** | **100%** | **428** |

*Source: Processed from primary data, October 2017*

Based on the data in table 2, respondents' answers are dominated by agreed responses by 54% and added by 37% who strongly agree.

The cost of repairing uninhabitable houses which is quite expensive makes low-income people unable to repair uninhabitable homes. The cost of

58

repairs to a house that is not suitable for use is currently Rp. 10,000,000 up to Rp. 20,000,000. In addition, people also tend to be unable to find or make repairs themselves. This in the end actually burdens the lives of these low-income people. Therefore, low-income people want decent housing at a low cost, thus helping people to improve their homes. Based on the distribution of questionnaires that have been done, the respondent's answer was obtained for the statement "People want to get Help for Improvement of Unlivable Homes at a cheap price", with the following results:

Table 3. People want to get help for repairing uninhabitable homes at low prices

| No | Statement | Respondent's Answer | Frequency | Percentage | Weight Value |
|---|---|---|---|---|---|
| 1 | The community wants Get help Home Improvement Not Livable at a cheap price | Very agree | 53 | 53% | 265 |
| | | Agree | 44 | 44% | 176 |
| | | Doubtful | 3 | 3% | 9 |
| | | Disagree | 0 | 0% | 0 |
| | | Very disagree | 0 | 0% | 0 |
| **Total** | | | **100** | **100%** | **450** |

Source: Processed from primary data, October 2017

Based on the data in table 3, it was found that 44% of respondents agreed, plus 53% of respondents strongly agreed with this statement. Low cost is the main interest for most low-income people.

As the basic needs of the community, uninhabitable housing is a very important component to determine the degree of public health. Limited funds owned by low-income people often force people to live in uninhabitable homes that are not guaranteed clean. This, of course, cannot continue to be tolerated, due to disease-causing bacteria. Palembang City Public Works Office as part of the government is responsible for this problem. Based on the distribution of questionnaires for the statement "People want to live healthier by consuming clean water that is guaranteed" the following results were obtained:

Table 4. Communities want to live healthier lives by living in decent homes

| No | Statement | Respondent's Answer | Frequency | Percentage | Weight Value |
|---|---|---|---|---|---|
| 1 | The people want to live healthier by staying in a home livable | Very agree | 0 | 0% | 0 |
| | | Agree | 49 | 49% | 196 |
| | | Doubtful | 33 | 33% | 99 |
| | | Disagree | 18 | 18% | 36 |
| | | Very disagree | 0 | 0% | 0 |
| **Total** | | | **100** | **100%** | **331** |

Source: Processed from primary data, October 2017

Based on table 4, it was found that the respondents' answers were quite varied. 49% of the respondents agreed that the water flowing from the PDAM connections was clean enough and made their lives healthier. A healthy life is the desire of all people, including low-income people.

59

In implementing policies, the role of the implementor or executor is very important. The best policy or program could be bad if it is not implemented by a good implementer. A good implementer is defined by a implementor that is reliable, responsive and has empathy for customers. For this reason, this indicator is described in 3 statements as described in the operational definition of this study. Each of these statements is:

The community gets an explanation about the Improvement of Uninhabitable Home program, People get good service, The community gets certainty related to the improvement of uninhabitable homes.

With the contribution of the weighting of the first statement of 428, the second statement of 450 and the third statement of 331, the total weighted value accumulated was 1,209. In accordance with what has been described in the data analysis technique in the research method, a score of 1,209 is included in the category of Very Good. Thus it can be concluded that the indicators of the position of decision makers in the implementation of housing improvement assistance programs are not suitable for habitation considered good enough.

## 5. Conclusion

Looking at the results of the analysis and discussion of the implementation of the Improvement of Uninhabitable Home improvement program for low-income people by the Palembang City Public Works Office, it was concluded that it had been going quite well. The housing improvement assistance program policy is not good enough. The environment for the implementation of the Improvement of Home Improvements Program is not enough to support the implementation of the program.

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