

Analysis of the Implementation of the Uninhabitable House Social Rehabilitation Program in Sukabumi City

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ABSTRACT

The Uninhabitable House Social Rehabilitation Program is a strategic government effort to improve the quality of life of low-income people through the provision of decent, healthy, and safe housing. However, the implementation of this program in Sukabumi City still has problems such as uneven assistance, limited budget, and targets that are not entirely appropriate. This study aims to determine the effectiveness of the rutilahu program in Sukabumi City and the factors that influence it. The research method used is descriptive with a qualitative approach through interviews, observations, and documentation of informants selected using purposive sampling techniques. This study uses Campbell J.P's theory with five main components, namely program success, target success, satisfaction with the program, input and output levels, and overall objectives. The results of the study show that the effectiveness of the rutilahu program in Sukabumi City is not optimal. The realization of assistance is uneven, the quality of development is still standard due to limited budget recipients and targets have not fully reached the poor without self-help. The inhibiting factors for this program are limited sources of funds or recipient self-help, the suboptimal understanding of workers regarding building technical specifications, and communication and community understanding.

Keywords: Effectiveness, Public Policy, Public Administration, and Rehabilitation program.

1. INTRODUCTION

Inequality in national development is closely related to poverty. Poverty is a complex problem that continues to attract attention in Indonesia, the Central Statistics Agency (BPS) released the data in March 2024 where the number of poor or underprivileged people in Indonesia was 25.22 million people or 9.03% of the total population in Indonesia. The problem of the availability of livable houses is still an important issue in various regions of Indonesia, the reality in Indonesia shows that poverty still causes many people who do not have access to houses that meet health and safety standards. The Indonesian government has realized the importance of livable houses. Therefore, the Indonesian government launched a program including a social program to rehabilitate uninhabitable houses. This program was launched with the aim of improving the welfare of low-income people (MBR) by building or improving healthy, safe and comfortable houses.

In accordance with Article 129 letter a of Law Number 1 of 2011 concerning Housing and Settlements, everyone has the right to live and obtain decent housing in a healthy, safe, harmonious, and orderly environment and has the right to own or maintain a house, building, and public facilities. The Central Statistics Agency (BPS) recorded the home ownership status of West Java residents in 2023, which showed that 83.38% were self-owned houses, while 5.54% of residents lived with rental status, and 11.08% had other statuses. As many as 45.83% of houses in West Java are classified as Uninhabitable Houses, which are assessed

based on aspects of building durability, adequacy of living space, access to clean drinking water, and adequate sanitation. From these aspects, there are five regencies/cities in West Java with the highest percentage of uninhabitable houses, namely Sukabumi Regency with 69.49%, Cianjur 68.5%, Sukabumi City 65.98%, Garut 63.33%, and Tasikmalaya with 63.05%.

Tabel 1. 1

Percentage of Uninhabitable Houses in West Java

NO	District/City Name	Percentage of Uninhabitable Houses
1	Sukabumi Regency	69,49%
2	Cianjur	68,5%
3	Sukabumi City	65,98%
4	Garut	63,33%
5	Tasikmalaya	63,05%

(Source: Website Detik.Jabar 2024)

Based on the data above, the problem of uninhabitable houses in Sukabumi City still exists. Sukabumi City ranks third highest in the number of uninhabitable houses, with a percentage of 65.98% of houses in this city that do not meet habitable standards. This figure shows that most of the people of Sukabumi still live in unhealthy and unsafe conditions, which has an impact on their quality of life. To overcome existing problems, the Sukabumi City Public Works and Spatial Planning Service has implemented this policy through the Sukabumi City Medium-Term Regional Development Plan (RPJMD) for the 2019-2023 period.

Tabel 1. 2

Sukabumi City Medium Term Regional Development Plan (RPJMD) for the 2019-2023 Period

YEAR	TARGET ACHIEVEMENT	REALIZATION
2019	660 UNITS	160 UNITS
2020	750 UNITS	220 UNITS
2021	800 UNITS	610 UNITS
2022	850 UNITS	160 UNITS

2023	726 UNITS	145 UNITS
TOTAL	3726 UNITS	1295 UNITS

(Source: Public Works and Public Housing Agency Sukabumi City, 2023)

Based on Table 1.2, the Sukabumi City Public Works and Spatial Planning Agency (DPUTR) is targeting from 2019 to 2023 with a target of achieving 3726 housing units with a realization of 1295 units.

In the implementation of the program, there are several problems that arise, namely the distribution of aid quotas that are not evenly distributed every year, this causes many uninhabitable houses that have not been repaired in Sukabumi City, limited budget and the program's targets are not optimal because this program is more aimed at low-income communities (MBR) who have self-reliance, so it has not reached poor communities with low self-reliance. As a result, there are recipients of assistance who really need it who resign when receiving assistance. In addition, the number of uninhabitable houses and the construction of uninhabitable houses in Sukabumi City from 2019 to 2023 shows a significant comparison each year.

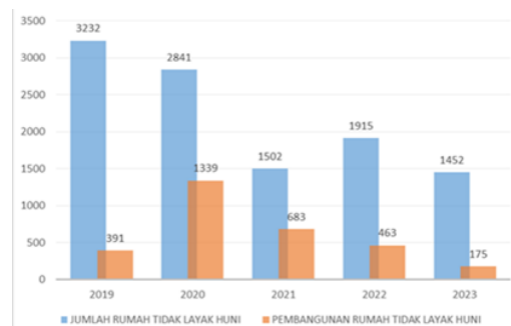


Figure 1.1 Comparison of the Number of Uninhabitable Houses and Uninhabitable Houses in Sukabumi City in 2019-2023 as of October 2023

(Source: Arifin M, M et al., 2024 and PUTR Service 2024)

The graph shows a large gap between the need for handling RTLH and the capacity for realizing development/repairs. Although the number of RTLH shows a positive downward trend (possibly due to various factors including government programs or independent improvements), the rate of development shown in the graph is not enough to handle all existing RTLH in a short time. This shows that more massive and targeted efforts are needed to accelerate the handling of RTLH so that this gap does not continue to widen.

Seeing these conditions, the author considers researching and reviewing this problem in more depth. How effective is the Social Rehabilitation Program for Uninhabitable Houses (Rutilahu) in Sukabumi City? Inhibiting factors for the Social Rehabilitation Program for

Uninhabitable Houses (Rutilahu) in Sukabumi City. Based on the background and focus of the problem described, this study aims to analyze and understand the effectiveness of the Social Rehabilitation Program for Uninhabitable Houses (Rutilahu) in Sukabumi City and identify inhibiting factors in its implementation.

Conceptually, habitable housing as a basic human need is regulated in Law Number 1 of 2011 concerning Housing and Settlement Areas and Law Number 39 of 1999 concerning Human Rights. Minister of Social Affairs Regulation Number 20 of 2017 further defines Rutilahu (living in disrepair) and the criteria for aid recipients. Previous studies on home rehabilitation programs often highlight the complexity in implementing public policies, particularly regarding aid distribution, construction quality, and target reach (Priyadevi, 2022; Rahayu et al., 2023; Sri Rahayu et al., 2021; Fani, 2023; Ardelya, 2021). Data from the Sukabumi City Public Works and Spatial Planning Agency (2023, 2024) and a report by Arifin M, M et al. (2024) specifically demonstrate the challenges in achieving Rutilahu improvement targets and program implementation from year to year in Sukabumi City. Gaps in the literature indicate the need for in-depth analysis of the specific factors that hinder the effectiveness of these programs at the local level.

Understanding the program's conceptual foundation and the challenges identified in previous studies underscores the importance of an in-depth analysis of the program's internal dynamics. Therefore, the next section will comprehensively outline the concepts of policy implementation as the process of translating plans into concrete actions, policy capacity, which reflects the government's ability to implement the program, and effectiveness, which measures the success of achieving its objectives. These three concepts are closely interrelated and crucial for evaluating the extent to which the Social Rehabilitation Program for Uninhabitable Housing can run optimally and deliver the desired impact in Sukabumi City.

1.1 Policy Implementation

According to Van Meter & Van Horn (1975:447) defines policy implementation as "Policy implementation includes actions taken by public and private individuals (or groups) directed at achieving the goals set forth in previous policy decisions. It includes one-time efforts to transform decisions into operational provisions, as well as ongoing efforts to achieve the major and minor changes mandated by policy decisions". Meanwhile, according to Anderson's view (2003), implementation is a process of implementing decisions or policies that have been set, which involves changes in the structure, process or results of the organization to achieve the goals that have been set and focuses on how the policy is implemented and the expected results

1.2 Policy Capacity

According to Ramesh and Howlett (2015), policy capacity is a set of skills and resources or competencies and capabilities needed to carry out policy functions. In contrast to the opinion of Mukherjee I and Singh A (2019), policy capacity is defined as the analytical, managerial and political abilities of policy makers to produce effective policy solutions, the success of policy design depends on the integration of effectiveness and capacity, because

this capacity is considered crucial to achieving effectiveness in the formulation of policy implementation.

1.3 Effectiveness

According to (Sondang P. 2009) effectiveness is defined as follows: "Effectiveness refers to the use of resources, facilities, and infrastructure in a certain amount that has been consciously determined in advance, to produce a certain amount of goods or services in the activities carried out. Effectiveness reflects success in achieving the goals that have been set; the more appropriate the results of the activity are to the goals, the higher the level of effectiveness". Meanwhile according to Campbell J.P (1970) effectiveness is about how far a program, activity, or organization succeeds in achieving its stated goals, providing satisfaction to the parties involved, and managing input and output well to achieve the desired end result. Effectiveness can be said to be achieved if the stated goals or targets can be realized well and supported by human resources who have the skills according to the program's demands.

1.4 effectiveness Measurement

According to Campbell J.P in (Muttiarin, Dyah and Zaenudin A, 2014:94), it is explained that in measuring effectiveness there are four dimensions used, namely program success, target success, satisfaction with the program, input and output levels, and overall objectives.

This study provides new value by comprehensively analyzing the effectiveness of the Rutilahu Program in Sukabumi City from various dimensions. This study will specifically highlight the problems of uneven distribution of aid quotas, challenges in building quality due to budget constraints, and optimization of program targets that have not reached all levels of poor society in the context of Sukabumi City. The findings of this study are expected to provide practical and specific recommendations for policy makers in Sukabumi City to improve the effectiveness of the Rutilahu program in the future, so that it can overcome existing gaps and ensure that habitable houses can be enjoyed by all people in need.

2. METHOD

The research method used in this study is a qualitative descriptive research method. This study uses a descriptive qualitative approach that aims to describe systematically, factually and accurately the facts and relationships between the phenomena studied and to examine the effectiveness of the social rehabilitation program for uninhabitable houses in the city of Sukabumi. The focus of this study uses the Effectiveness theory according to Campbell, J.P (1970) which includes five indicators, namely Program Success, Target Success, Satisfaction with the program, input and output levels and overall objectives. The data sources used are primary data and secondary data. Primary data collection uses informant interviews. Researchers use purposive sampling techniques to determine data sources using informant criteria. Secondary data through data by reviewing several literatures, journals and related library materials. As well as data collection techniques using observation, interviews and documentation.

3. RESULTS AND DISCUSSIONS

3.1 Effectiveness of the Social Rehabilitation Program for Uninhabitable Houses (Rutilahu) in Sukabumi City

Effectiveness, according to Campbell J.P. (1970), is the extent to which a program, activity, or organization successfully achieves its stated objectives, satisfies all parties involved, and effectively manages inputs and outputs to achieve the desired outcome. Effectiveness can be said to be achieved if the stated objectives or targets are effectively realized and supported by human resources with the appropriate skills and program requirements. This study examines the effectiveness of the Social Rehabilitation Program for Uninhabitable Houses (Rutilahu) in Sukabumi City. It aims to assess the program's success in improving the community's quality of life by repairing or rehabilitating houses that do not meet housing standards and reducing slum rates in Sukabumi City. In measuring the effectiveness of researchers using Campbell's theory, J.P., there are 5 dimensions which are used as a reference for measurement, namely (1) Program Success, (2) Target Success, (3) Satisfaction with the program, (4) Input and Output, (5) Overall objectives.

3.1.1 Program Success

The success of the Rutilahu Program in Sukabumi City is measured using two main assessments, namely the achievement of objectives and targets and the program implementation mechanism. In its implementation, this program has succeeded in achieving its objectives and targets, namely transforming uninhabitable houses into decent, sturdy, healthy, and safe houses. This is accompanied by an increase in the number of rehabilitated units and a real positive impact on the welfare and health of recipients, in line with Law No. 1 of 2011 that the state has the right to guarantee decent community housing and a safe, healthy, and harmonious natural environment. This success is supported by the program implementation mechanism that is in accordance with the implementation guidelines, involving competent human resources, a solid support team, and relying on active participation and community independence as the key.

However, the success of the program at the individual level and its implementation mechanisms are significantly influenced by broader input constraints, particularly those related to the "Input and Output" dimension. The program faces challenges such as differences in community understanding, which constitutes a communication input issue and requires adaptive coordination for a smoother process. While existing systems and efforts are able to address these obstacles and ensure the program partially achieves its targets, the limited financial independence of recipients, as well as the inefficiency of workers and low wages (human resource input quality issues), indirectly impact the final quality and speed of the program's overall achievement. For example, the "still standard" quality of development is caused by "limited budget recipients," which is a reflection of limited financial input. These input constraints ultimately limit the overall scale of the program despite its successful implementation at the individual level.

3.1.2 Target Succes

The success of the Rutilahu program in Sukabumi City is measured based on two indicators: targeting accuracy, target achievement, and implementation time. The Rutilahu program has successfully targeted the right target group, namely low income communities with uninhabitable homes, as evidenced by the perceived safety and comfort experienced by program recipients. However, overall target achievement remains very limited. This is primarily due to significant challenges stemming from the "Input and Output" dimensions, particularly the limited regional budget, which is inadequate to address the various existing problems.

Tabel 3.1 Rutilahu Program Achievement Data for 2024

NO	SUBDISTRICT	TOTAL	REALIZATION
1	GUNUNGGPUYUH	428 UNIT	-
2	CIKOLE	744 UNIT	20 UNIT
3	CITAMIANG	685 UNIT	96 UNIT
4	WARUDROYONG	672 UNIT	20 UNIT
5	BAROS	279 UNIT	-
6	LEMBURSITU	510 UNIT	20 UNIT
7	CIBEREUM	399 UNIT	20 UNIT
TOTAL		3.717 UNIT	196 UNIT

(Source : Dinas PUPR Sukabumi City, 2024)

Table 3.1 concretely shows that of the 3,717 Rutilahu units identified, only 196 units (approximately 5.27%) were successfully realized by 2024. This suboptimal achievement directly reflects obstacles in achieving the larger target, such as limited regional budgets that require the program to be implemented in stages and prioritize a small portion of the total need. Although the survey coverage is relatively easy due to the small area, limited financial capacity directly hampers the achievement of the overall target. This figure clearly shows the low achievement of the program's overall target, indicating that the program has not been able to reach the majority of homes in need in Sukabumi City. This limited achievement underscores significant obstacles in implementation, most likely caused by budget constraints and inadequate capacity to address the full scale of the slum problem.

On the other hand, implementation time indicators indicate that repairs were completed on time. This occurred despite operational challenges such as inefficient worker performance and low wages, which were mitigated through the active participation of beneficiaries, community self-reliance, and the coordinating role of facilitators. However, these mitigation efforts cannot fully compensate for the underlying limitation of inadequate financial input, which limited the overall scale of rehabilitation

3.1.3 Satisfaction with the Program

The satisfaction dimension for the implementation of the Uninhabitable Housing (RTLH) program in Sukabumi City was measured using two indicators: satisfaction with program outcomes and satisfaction with the program's service process. Overall, the Uninhabitable Housing (RTLH) Rehabilitation Program in Sukabumi City has substantially met the satisfaction dimension from the perspective of beneficiaries. The Satisfaction with Program Outcome Quality indicator indicates high success. The majority of residents experienced significant improvements in their housing conditions, making them more livable, healthy, and safe, directly contributing to an improved quality of life. The visual transformation of the repaired homes also clearly validates the achievement of this physical improvement goal, as seen in Figure 1: Implementation of the Uninhabitable Housing Program in Sukabumi City], which shows the condition of the homes before and after the intervention.

Figure 1. Implementation of the uninhabitable housing program in Sukabumi City



Based on the documentation above, both informants consistently show a significant transformation in the quality of housing, starting from the initial condition of being unsuitable or cubicle, through the construction process, to becoming a permanent, sturdy and neat house. However, there was variation in satisfaction levels across recipient groups. While most were satisfied with their renovated homes, some expressed a sense of burden or expectations that had not been fully met. Consistent support included feedback regarding the desire for value improvements or the elimination of self-help obligations, reflecting financial pressures and unfulfilled ideals. Informant 6 stated, *"I am satisfied because with this program I have a permanent home, having previously built a bamboo house. Although there were obstacles in its implementation, such as limited finances, I hope the program can continue, the budget can be increased, and if possible, self-help requirements can be eliminated."* Recipients who had limited financial resources for self-help or who did not understand the initial program requirements tended to report slightly lower levels of satisfaction or felt burdened, with some even resorting to self-defeating. This suggests that even though the physical aspects of the home have improved, the perceived financial burden can reduce overall satisfaction for some.

Furthermore, the Satisfaction with Program Service Process indicator also showed excellent performance and became a key factor of non-physical satisfaction. Beneficiaries expressed high satisfaction with the intensive guidance and support provided by BKM (Community Empowerment Agency) and facilitators from the beginning to the end of the program, including the easy and straightforward registration process. Field observations showed that facilitators proactively approached the beneficiaries and provided detailed explanations. *"The facilitators and BKM were very patient in guiding us, from how to register to how our house would be built, they clearly accompanied us,"* explained informant 5 as a beneficiary of the program. This combination of high satisfaction with essential physical outcomes and optimal service processes confirms that the RTLH program has been effective and successfully met the primary needs and expectations of beneficiaries. However, the Rutilahu program would be even more optimal if budget constraints and self-help obligations could be adjusted to more realistically reflect the economic conditions and material costs of beneficiaries, and if expectation management and technical coordination in the field could be further improved. Improving these aspects would significantly enhance the program's effectiveness in reducing the financial burden on the community and increasing satisfaction across the board.

3.1.4 Input and Output

The RTLH program in Sukabumi City demonstrated efficiency in managing limited inputs, with an allocation of Rp 20 million per unit and a six-month implementation target, and successfully produced high-quality, habitable homes. However, further analysis of information inputs and human resources revealed uneven distribution of aid and inaccurate targeting. This was evident in geographic bias (e.g., unequal realization across sub-districts) and criteria-based bias (self-help requirements that finance the extreme poor). The underlying mechanisms included suboptimal baseline poverty data, overly rigid selection criteria, and a limited number of Community Empowerment Agency (BKM) (one per sub-district) and facilitators (eight for seven sub-districts), which hampered the accuracy of field verification. Thus, while the program was efficient in utilizing resources, the overall scale of output and targeting accuracy remained limited due to financial constraints and suboptimal quality of information inputs and human resources. Thus, the overall comparison between inputs and outputs indicates that the RTLH program in Sukabumi City is not only efficient in utilizing its resources but also highly effective in producing quality, habitable houses, in line with its objectives. However, it is important to emphasize that this efficiency was achieved in the context of limited financial inputs and suboptimal quality of information and human resources inputs, which ultimately limited the overall scale of outputs and targeting accuracy, as seen in the still low target achievement and issues of inequitable aid distribution.

3.1.5 Overall objectives

The achievement of the overall objectives of the RTLH program is measured based on two main indicators: achievement of objectives and tangible impact, and program sustainability. In terms of achievement of objectives and tangible impact, the program has demonstrated significant success in improving the physical quality of homes and the well-being of beneficiaries. Homes have become more livable, healthier, and safer, reducing the economic burden and allowing families to focus on improving other aspects of life.

However, it should be noted that despite its strong impact on beneficiaries, the program has not yet been able to reach all slum areas in the city. Meanwhile, the program's sustainability indicators have demonstrated good performance, supported by the provincial government's commitment to ongoing intervention and the monitoring mechanism by the BKM. Therefore, the achievement of the overall objectives of the RTLH program has not been optimal due to limited coverage in addressing all slum issues, although its effectiveness and sustainability in the intervention units have been very good.

3.1 Inhibiting Factors for the Social Rehabilitation Program for Uninhabitable Houses in Sukabumi City

The Social Rehabilitation Program for Uninhabitable Houses in Sukabumi City faces several significant inhibiting factors that impact the program's effectiveness. First, limited program funding sources and recipients' self-reliance. Inadequate budgets force independent contributions from often less-privileged communities, ultimately leading to suboptimal repair quality or even recipient withdrawal. These limitations are a direct manifestation of Input and Output constraints, where available financial resources are disproportionate to the scale of the problem. The implication is that even if houses are rehabilitated, the sustainability of post-program housing quality may be threatened if there are no continued efforts to support the maintenance or holistic improvement of recipients' quality of life. Second, suboptimal understanding of human resources (workers) regarding building technical specifications according to program technical instructions can impact construction quality and work efficiency, requiring close supervision. This is a quality issue of human resource input that impacts the quality of the program's physical output. This lack of understanding can also hinder the vision of more sustainable housing development, as suboptimal initial quality will require further improvements in the future. Third, challenges in communication and adapting interaction patterns with the community also hamper the program. Differences in understanding of the goals and obligations of independence, as well as social dynamics on the ground, require more persuasive and adaptive communication strategies to ensure the active and sustained participation of target groups. These issues with information input and communication impact the smoothness of program implementation mechanisms and the accuracy of targeting. Following the rehabilitation of the houses, the program has sought to ensure the sustainability of housing quality by integrating efforts to improve the overall quality of life. This includes improved access to sanitation, clean water availability, and even realized family economic improvement programs for recipients. The realization of these non-physical aspects forms a crucial foundation for the sustainability of housing quality and the well-being of recipients. Thus, the program significantly contributes to the vision of more sustainable housing development in Sukabumi by ensuring that rehabilitated houses are not only temporarily habitable but also support long-term improvements in health and well-being, while permanently reducing slum areas in Sukabumi City..

4. CONCLUSION

The Social Rehabilitation Program for Uninhabitable Houses (Rutilahu) in Sukabumi City has been implemented effectively, but has not yet reached full optimality due to obstacles. Based on Campbell J.P.'s dimensions, the program has demonstrated success in

converting houses to habitable conditions, increasing the number of rehabilitated units, and having a positive impact on the welfare of recipients. The level of beneficiary satisfaction with the quality of the results and service processes is also high, supported by intensive mentoring. The efficiency of program input utilization has been proven to be good, especially through the utilization of community self-help. However, the achievement of the overall program target is still limited (around 5.27% of the total need) due to regional budget constraints and the obligation of self-help that burdens recipients. The main inhibiting factors include limited funding sources/self-help, suboptimal technical understanding of the workforce, and challenges in communication and adaptation of interaction patterns with the community. Theoretically, this study is expected to be a reference for developing studies on the effectiveness of public programs, with suggestions for comparative studies or long-term impact analysis. Practically, it is recommended that the Sukabumi City Public Works and Spatial Planning Office strengthen the socialization of self-help and technical assistance, and optimize monitoring. For the community, it is hoped that active participation and understanding of the limitations of assistance will increase.

This study, while providing in-depth insights into the effectiveness of the Rutilahu Program in Sukabumi City, has several limitations. The qualitative descriptive nature of the study means that the findings cannot be statistically generalized. The limited sample size (6 informants) potentially impacts external validity. Limited access to highly detailed program financial data dictates the efficiency of quantitative analysis. Finally, the potential for informant bias in providing positive answers, although mitigated by triangulation, needs to be considered. These limitations are inherent to the study design and field context, not implementation errors, and are important for the interpretation of the results.

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DOCUMENT

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