

# Analysis of the Implementation of Social Rehabilitation Policies for Uninhabitable Houses

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## Abstract

The socialization of the uninhabitable housing program has not run optimally, the implementation of the program execution in the field is hampered, and the supervision is weak. The purpose of this study was to analyze the Social Rehabilitation Program for Uninhabitable Houses, which from now on is referred to as RS-Rutilahu in Padaawas Village, Pasirwangi District, Garut Regency. The theory used in this study explains the mode of policy implementation proposed by Van Metter and Van Horn, covering Policy Standards and Objectives, Resources, Inter-Organizational Communication, Characteristics of Implementing Agents, Tendencies (Disposition), Economic, Social and Political Conditions. The method used in this study is a descriptive method with a qualitative approach. The research location is Padaawas Village, Pasirwangi District, Garut Regency. Data were obtained using library research and field studies through observations, interviews, and documentation. The study results indicate that the implementation of poverty reduction policies through the Social Rehabilitation program for Uninhabitable Houses in Padaawas Village is categorized as not running optimally. This is shown by the six dimensions that affect the course of the policy, especially the problems caused by human resources that are not optimal enough to implement the RS-Rutilahu policy.

**Keywords:** Implementation, Policy, Social Rehabilitation, Uninhabitable Houses.

## A. INTRODUCTION

Development essentially aims to improve a country's quality of life to create a prosperous life (Diener & Suh, 1997; Robert et al., 2005; Ndou, 2004). Improving the quality of life is focused on improving human resources so that they can create constructive ideas that can be felt directly by the community. Development is very important in shaping and creating productive human resources (Kanter, 1983; Fernandez et al., 2003; Okoye & Ezejiofor, 2013), where development is essentially a change expected to occur in the dimensions of life in society.

The development desired by the community is the fulfillment of all the necessities of life (Fisher, 1995; Tonnies, 2012; Wilson, 2012). But not all people can meet their needs. This is because some still live in unfavorable conditions, such as poverty. Poverty arises from the implications of social inequality (Dewilde, 2003; Mosse, 2010; Jo, 2013). The emergence of the problem of poverty is characterized by other social problems such as abandoned children, beggars, homeless people, families who have

uninhabitable houses, prostitutes, unemployment, crime, low health levels, and others (Kitsuse & Spector, 1973; Narayan, 1999; Perrini & Vurro, 2006).

In the Law of the Republic of Indonesia Number 13 of 2011 concerning Handling the Poor in Chapter II Article 3, it is stated that the poor have the right to obtain adequate food, clothing, housing, health services, education, protection, and social services through social security, social empowerment, and social rehabilitation in building, developing and empowering themselves and their families, have the right to obtain a decent standard of living, a healthy environment, improve sustainable welfare conditions and obtain employment and business opportunities.

Based on the official news from the Central Statistics Agency in July 2020, the percentage of poor people in March 2020 was 9.78 percent, the number of poor people in March 2020 was 26.42 million people, and the percentage of poor people in urban areas in September 2019 was 6.56 percent. While the percentage of poor people in rural areas in September 2019 was 12.60 percent, the number

of poor people in March 2020 in urban areas rose by 1.3 million, and the poverty line in March 2020 was recorded at Rp. 454,652,-/capita/month. In March 2020, on average, poor households in Indonesia had 4.66 household members. Thus, the average poverty line per poor household is Rp. 2,118,678,-/poor household/month (CBS, 2020).

Law Number 11 of 2009 concerning Social Welfare is a policy direction for the implementation of integrated and sustainable social welfare carried out by the government, both central and regional governments, and the community in the form of social services to meet the basic needs of every citizen, including social rehabilitation. Social rehabilitation is a process of re-functionalization and development to enable a person to carry out his social functions properly in community life (Din et al., 2015; Zack-Williams, 2006). Social rehabilitation is intended to restore and develop the ability of a person who experiences social dysfunction to carry out their social functions properly. Social rehabilitation includes psycho-social motivation and diagnosis, accessibility services, social assistance, and assistance (Mechanic, 1995; Imrie, 1997). One of the important indicators in the implementation of social welfare as part of poverty alleviation is the provision of access to housing and settlement services.

As we know, poverty impacts the non-fulfillment of basic human needs, including physical, psychological, social, and spiritual needs (Minujin et al., 2006; Mulang, 2021). One of them is the lack of adequate housing. This happens because of their powerlessness to meet livable houses due to unfavorable economic conditions (Puteri & Notosubroto, 2016). Their knowledge about realizing a livable house is still limited. So they find it difficult to build a livable house model (Hermawati, 2017; Nawi & Lestari, 2019). For the poor, the house is only used as a place to stay without considering its feasibility from a physical, mental and social perspective. Their inability to meet the needs of decent housing is directly proportional to their income and knowledge of the function of the house itself. It is feared that this will have implications for the neglect of family members and social disability (Wahyudin, 2017; Ismowati & Subhan, 2018). This condition is experienced by the poor in Indonesia, where the condition of the houses

owned by the poor in Indonesia can be said to be unfit for habitation.

The Government has made various efforts as the administrator of Government through programs aimed at tackling the problem of poverty by providing sustainable empowerment. Among them is the Social Rehabilitation Program for Uninhabitable Houses (RS RTLH) through the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 20 of 2017 concerning the Social Rehabilitation of Uninhabitable Houses (RS-Rutilahu), which is an effort to restore the social function of the poor through improving housing conditions, either house in part or repair of the house as a whole (Roebyantho & Unayah, 2014; Kawer et al., 2018).

The social rehabilitation program for uninhabitable houses does not only focus on the physical aspects of building houses but on building the capacity of the poor to understand and realize the importance of decent housing and social aspects in the family (Abbas, 2017; Ering et al., 2021). In its implementation, the distribution of this program is divided into two targets, namely, assistance for the poor in rural areas and assistance for the poor in urban areas. This program is expected to answer the needs of the poor to obtain adequate housing that is livable, as well as become a form of motivation and stimulation for poor beneficiaries to develop further their social standard of living to avoid other social problems (Khotimah, 2018; Ramdani et al., 2018).

The social rehabilitation program for uninhabitable houses (RS-Rutilahu) is one of the implementations of the West Java Province strategic program from 2019 to 2023, namely carrying out a total repair of 100 thousand uninhabitable housing units in West Java. In Garut Regency, out of 442 villages and sub-districts, spread over 42 sub-districts still have 36,176 uninhabitable houses. Sources of funds in 2019 came from the regional revenue and expenditure budget (APBD), West Java Provincial assistance, and special allocation funds (DAK) (Garut, 2019)

Padaawas Village, Pasirwangi District, is one of the villages in the Garut Regency that has implemented this policy. The study showed an increase in the number of low-income families in 2019, with a population of 7,223 people with 1,908 families and 721 low-income families. While the comparison in 2018 was 526 families. The number of family heads who

applied for assistance from the Rutilahu program in 2019 was 100 people or 100 housing units unfit for habitation, but the budget received was only sufficient to repair 50 housing units by prioritizing community groups with heavily damaged housing conditions following the program criteria. Uninhabitable house.

Based on the description of the background above, through this research, the researcher tries to find out how to implement the Social Rehabilitation Policy for Uninhabitable Houses in Padaawas Village, Pasirwangi District, Garut Regency. The theory used in this study describes a policy implementation model that contains six variables that influence public policy proposed by Van Metter and Van Horn (1975), including Policy Standards and Objectives, Resources, Inter-Organizational Communication, Characteristics of Implementing Agents (Implementors), Tendency (Disposition), Economic, Social and Political Conditions (Wahab, 2019).

## B. METHOD

The method used in this research is the qualitative method. As for developing and describing the research, researchers use a descriptive approach where writing aims to reveal problems by explaining and interpreting objects based on field research results (Sugiyono, 2017). By using observation, documentation, and interview techniques with several informants, namely the Padaawas Village Head, Padaawas Village Head of Community, Padaawas Village Community consisting of groups of recipients of assistance and people who propose assistance, as for the services related to the research, namely the Garut Regency Social Service, the Housing Office and Residential Garut. Regency.

## C. RESULT AND DISCUSSION

### 1. Implement the Social Rehabilitation Policy for Uninhabitable Houses in Padaawas Village, Pasirwangi District, Garut Regency.

Padaawas Village, Pasirwangi District, Garut Regency, is one of the villages that has implemented a social rehabilitation policy for uninhabitable houses. The purpose and objective of implementing this policy are as a form of attention from the Village Apparatus in tackling the poverty of low-income

communities or people belonging to the poor by improving the quality of houses suitable for habitation. The target of this policy program is to improve the community's quality of life, which is healthier, physically safe, and the physical condition of the dwelling.

#### a. Policy Standards and Objectives

The purpose of implementing the policy on uninhabitable houses, in general, is to pay special attention to the poor to always live in safe and environmentally sound conditions, both in urban and rural areas. Apart from that, it fosters a sense of togetherness, cooperation, and the value of community social solidarity. The policy's purpose is to follow the legal basis and consider the conditions of community problems (Rizky, 2018).

The policy objectives are contrary to the rules used and are inappropriate as they should be in the conditions in the field. This is because many interests are closely related to proximity; the intended goals still do not meet the efforts to reduce poverty but increase the burden due to uninhabitable housing conditions such as public health problems caused by leaky roofs, damp walls, and floors, which is not worth it. Efforts are being made to overcome this problem; the Village Apparatus seeks to evaluate and improve performance in the data proposal process for re-checking and prioritizing people who are in emergency assistance, then people who have not received assistance will be re-submitted in the next proposal.

#### b. Resource

The division of tasks and authorities has been made following the needs in implementing the social rehabilitation policy program for uninhabitable houses. The obstacles that affect the implementation of the policy program are that the BPD, in its implementation, does not supervise the development activities carried out by the community, so many obstacles that affect the development process do not receive input to overcome these obstacles. Efforts made by Padaawas Village to overcome these obstacles are by coordinating to evaluate the activity program so that further activities are expected to get better supervision according to their duties and functions.

The village head is less than optimal in carrying out his duties and functions in providing the information needed by the community in implementing the social

rehabilitation program for uninhabitable houses. Efforts are being made to overcome these obstacles; the village head will make improvements to be more responsive in providing services to the community. The Community Section Head is not optimal in providing policy direction to the community, so the community does not get the clarity of the information needed, and the implementation of survey activities is not carried out as a whole. Efforts are being made to overcome these obstacles, and the Village Apparatus will carry out competency test training for fields that provide services to the community so that the capabilities obtained will provide good progress as intended.

Sources of funding obtained from the Central Government amounting to Rp. 95.600.000,- which is intended for 4 housing units. Assistance sourced from the Government of Garut Regency Rp. 110,000, - which is intended for 11 housing units, and as for the source of funds from third parties, including the aspirations of the council, contributed Rp. 420.000.000,- which is intended for 15 housing units, the village fund budget (ADD) is Rp. 111.400.000,- which is intended for 11 housing units, and village funds (DD) of Rp. 138,000,000, - which is intended for 9 housing units. From a total of one hundred families who applied for social rehabilitation assistance for uninhabitable houses with a total budget of Rp. 875,000,000 - only able to help fifty housing units or fifty heads of families who have gone through a village deliberation process attended by community leaders and representatives of RT and RW Padaawas Village, the mechanism for distributing funds is centered on the Padaawas Village account, which will be channeled through the account of each beneficiary community. As for the efforts made by the Village Apparatus in overcoming the people who have not received social assistance, the Village Apparatus seeks to continue validating further data to be submitted to the uninhabitable house program in the coming year by prioritizing people who have not previously received assistance.

#### c. Inter-Organizational Communication

Communication between organizations is carried out with the stages of providing direction to each sector always to carry out their respective duties and functions given by the village head in the field of implementing social rehabilitation policies for uninhabitable houses;

in technical implementation, the community cation plays a role in data validation activities and survey implementation. To people who carry out the mechanism for proposing social rehabilitation assistance for uninhabitable houses and survey activities on prospective beneficiaries. As for the assignment of other tasks following the results of the deliberations and following the provisions of the rules applied, the role of the Housing and Settlement Service is to assist community groups receiving assistance in carrying out the mechanism for purchasing building materials and implementing development.

#### d. Characteristics of Implementing Agent (Implementor)

The establishment and establishment of operational service standards (SOPs) implemented by the Padaawas Service cannot be separated from the legal basis of Village Regulations and Regulations of the Minister of Social Affairs, which also looks at the condition of problems that exist in the community. The standard-setting by the Social Service provides clarity of information and data collection systematically and transparently so that data will not experience errors because it goes through a series of collection processes that are tested for truth and then given clarity through the signature of the authorized party to reach the community. At the same time, the Department of Housing and settlements has a standard of prioritizing surveys and research in the field and then coordinating to achieve the expected final results according to the results of mutual agreement. So that in setting operational service standards, the rules have been conceptualized well, but in practice, there are still problems regarding inaccurate data validation caused by Village officials who are less thorough and clear in conveying information and conducting surveys, so efforts are made to overcome these problems. Evaluation and improvement of services, so service standards are following implementation and on target.

#### e. Tendency (Disposition)

The supervision carried out by the BPD did not run optimally. In practice, the BPD only supervises the mechanism for distributing aid, as in its supervisory function, it is carried out when the mechanism for proposing aid reaches the construction of house repairs. The assistance and supervision carried out by the Housing and Settlement Service have been

running according to its duties and functions in implementing the program, but the obstacles that occur in implementation are in the community who do not compile development reporting activities. This will impact validating data that violates the rules to be submitted to the Garut Regency Social Service.

Supervision and assistance activities carried out by the spatial planning technician carried out by the Head of Assistance and Beneficiaries of the Garut Regency Housing and Settlement Service in implementing the social rehabilitation policy of uninhabitable houses, supervising and assisting the implementation of the 30% phase of development until the construction phase is completely completed.

f. Economic, Social, and Political Conditions.

Economic conditions impact the process and results obtained from implementing social rehabilitation activities for uninhabitable houses in Padaawas Village. The diversity of community livelihoods adds to problems in house repairs, lack of funding in paying for handyman services makes development unable to be completed properly. The construction work was carried out with minimal energy; apart from that, the shortage of materials took a long time to complete.

The social condition of the Padaawas Village community in responding to the social rehabilitation policy of uninhabitable houses is quite good, and some people are quite responsive in supporting the implementation of activities. As for the assistance provided, such as helping in voluntary development, additional capital assistance made modestly, and cooperation in completing development. However, some still do not respond well to the policy in question; some do not understand the criteria for potential assistance beneficiaries so that many people with permanent livelihoods and economic conditions can contribute to the mechanism for proposing assistance.

The political conditions in Padaawas Village, Pasirwangi Subdistrict, are very thick with the political environment, which in the end, the implementation of the social rehabilitation policy program for uninhabited houses becomes an opportunity to increase the prestige of elite interests, through part of the third party funding source for aid distribution, namely the aspirations of the council. In the end, it becomes a personal or group interest,

and political participation of the community is very necessary for the progress of the social rehabilitation program for uninhabitable houses.

## **2. Barriers to implementing Social Rehabilitation Policies for Uninhabitable Houses in Padaawas Village, Pasirwangi District, Garut Regency**

The implementation of the social rehabilitation policy for uninhabitable houses brought many changes, especially for the poor or the poor in improving housing inadequacy, as for the social impact that fosters a spirit of togetherness and cooperation among the people of Padaawas Village through moral and material assistance according to their respective abilities. Respectively. The study results show several obstacles to implementing social rehabilitation policies for livable houses, both at the time of the proposed mechanism and the technical implementation of housing construction.

### a. Policy Standards and Objectives

The making of the rules and the application of the established legal basis have been made well, following the economic and social conditions of the community environment, but there are still many people who do not understand the elaboration of the rules or legal basis that are made and stipulated, the impact caused by the community cannot distinguish criteria for beneficiary candidates. It was found that data validation did not match the intended criteria, the number of people who could receive social assistance in economic conditions; this shows that the rules and implementation are not going well.

Data on recipients of social assistance for uninhabitable houses is balanced between poor people and people with economically capable conditions. This causes many people who cannot afford to be hampered in receiving the assistance that has been carried out in the process of proposing assistance. This causes many people who cannot afford to be hampered in receiving the assistance that has been carried out in the process of proposing assistance.

### b. Resource

The division of tasks and functions in implementing the social rehabilitation policy for uninhabitable houses. The BPD has less role in conducting supervision activities in the development phase carried out by the recipients

of social assistance, causing obstacles to the technical implementation of development not to receive direction, such as delays in the arrival of building materials. In addition, other technical implementers, such as the Village Head, are less than optimal in providing information to the community; socialization activities are only carried out at the time of capital participation to community groups receiving social assistance so that information does not reach other communities.

The Community Section Head is less than optimal in providing technical guidance on program proposals, such as the criteria for those who are entitled to receive assistance and receiving various complaints submitted by the community regarding the lack of understanding of the technical implementation of program activities that have never received a clear response or a solid solution about when the community will be involved. Apply for assistance to receive the distribution of social assistance, which has been registered several times but has not received any attention.

The distribution of social assistance does not have a clear time certainty, and the amount of the distribution of funds given does not have a size that can still change, decrease or even increase, sourced from the Central Government, Regency Governments, and third parties so that it affects the distribution of funds intended for the quota of each housing unit.

#### c. Inter-Organizational Communication

Padaawas Village, in providing information through socialization activities, has not run optimally. As a result, some people do not know and understand enough about the policies made by the Government as an effort to overcome the problem of uninhabitable houses, while the information is not well understood by the community, causing people who receive assistance to carry out total development not to improve the condition of their homes. The damaged one.

#### d. Characteristics of Implementing Agents (Implementors)

The implementation of the proposed mechanism is not following operational service standards, the deepening of the accuracy of data validation provided by the community at the village office is not carried out carefully, and there is no follow-up. This causes the loss of public trust in the village's services because the implementation is not following the commitments set.

#### e. Tendency (Disposition)

Padaawas Village is not optimal in supervising the implementation of development; many communities receiving social assistance cannot complete the development process because the development machine is not following the rules, many of whom do development as a whole which results in a lack of funding, so that development cannot be completed, the process of building the house in question, as follows:



**Figure 1 Condition of Construction of Houses for Social Rehabilitation Assistance Recipients Uninhabitable Houses Unfinished**

Source: Researcher 2020.

The picture above is the condition of the house of one of the people of Padaawas Village who received assistance from the social rehabilitation program for an uninhabitable house; the physical condition of the building shows that the construction was not completed. The family of the house residents is forced to live in a narrow part of the house because the expected construction of the house is far from being completed. As this program aims to improve the housing of the poor who are not feasible to become a suitable place to live, in reality, it is not following its functions and objectives. This makes it clear that the supervision conditions carried out by the Village Apparatus have not run optimally.

### **3. Solutions to Overcome Barriers to Implementing Social Rehabilitation Policies for Uninhabitable Houses in Padaawas Village, Pasirwangi District, Garut Regency.**

The social rehabilitation policy for uninhabitable houses (RS-Rutilahu) is one of the Government's efforts to tackle the problem of poverty. As stipulated in the Minister of Social Affairs Regulation Number 20 of 2017 concerning Social Rehabilitation of Uninhabitable Houses and Environmental Infrastructure, it aims to restore social function and improve the quality of housing for the poor through improving the condition of houses and or environmental infrastructure, both in whole and in part by using the spirit of togetherness, cooperation and the value of community social solidarity. In its implementation, it does not always run well, and following the concepts that have been made, environmental conditions impact implementation, which creates obstacles that come from technical and non-technical implementation.

a. Policy Standards and Objectives

Obstacles in the legal basis that are not sufficiently understood and understood by some people, Padaawas Village officials make efforts by making alternative legal bases or guidelines regarding social rehabilitation policies for uninhabitable houses to be featured on the official website portal belonging to Padaawas Village and providing physical evidence to be able to read and understood by the community provided at the village office, so concerning the legal basis or the rules made, if they still cannot be understood, the officers will be assisted by the officer to make it more clear so that the final goal of the efforts is hoped that the community can understand well the criteria and requirements that must be completed to follow the proposed mechanism.

In its implementation, obstacles in setting the objectives of the social rehabilitation policy of uninhabitable houses are not following the objectives as stated in the applicable rules and legal basis. Padaawas Village Apparatus seeks to improve the performance of technical implementers in the process of receiving proposals to pay more attention to documents and community backgrounds; apart from that, technical improvements in conducting surveys will be carried out carefully and spread throughout Padaawas Village so that the results of data validation obtained will be more secure. Obstacles in setting targets for the social rehabilitation policy of uninhabitable houses Padaawas Village conducts data checking activities repeatedly and ensures that people

who have carried out the mechanism for proposing assistance and have not been selected as community groups that receive assistance will be prioritized in proposing social rehabilitation assistance for uninhabitable houses in next year.

b. Resource

The Village Head is less than optimal in providing information to the community; socialization activities are only carried out at the time of capital participation to community groups receiving social assistance so that information does not reach other communities. The solution to overcome obstacles in the implementation of social rehabilitation of uninhabitable houses carried out by the Village Apparatus is by coordinating with the BPD to evaluate the program so that further activities are expected to receive better supervision according to their duties and functions. As for other solutions to overcoming obstacles to the duties and functions of the Village Head, the services provided to the community will be more responsive and more cooperative in providing information and responses in overcoming obstacles that occur in the implementation of development. Apart from that, the technical implementer of the Kasi for Community will be given training to test competency skills in the field of service so that the final results to be achieved by the community can receive excellent service provided by the Village Apparatus.

The obstacle in the delay in distributing social assistance and the number of funds by the Padaawas Village Apparatus to cover the finances that are lacking in development, namely being assisted by finances sourced from the Village Fund, the Village Fund Budget sees the availability of village cash reserves if sufficient to be distributed evenly to the beneficiary community then will be helped, if it is not evenly distributed then it will not be helped because it will cause social jealousy.

c. Inter-Organizational Communication

Barriers to providing information through outreach activities on implementing social rehabilitation policies for uninhabitable houses. The Padaawas Village apparatus seeks to overcome these problems by regularly carrying out continuous socialization activities to minimize misunderstandings that the community receives.

d. Characteristics of Implementing Agents (Implementors)

Obstacles to in-service operational standards (SOP) in implementing social rehabilitation policies for uninhabitable houses. The Padaawas Village apparatus seeks to overcome these problems by carrying out evaluation and service improvement activities so that service standards follow field implementation to achieve the results of policies that can be right on target.

e. Tendency (Disposition)

Obstacles in the implementation of the supervision of the social rehabilitation policy of uninhabitable houses Padaawas Village is not optimal in supervising the implementation of development carried out by the community receiving social assistance, namely by improving the quality of services in carrying out supervision for the proposal stage in the coming year and carried out routinely until the development stage done.

## D. CONCLUSION

Based on the description of the discussion from the results of observations in the field regarding the Implementation of the Social Rehabilitation Policy for Uninhabitable Houses (RS-Rutilahu) in Padaawas Village, it was found that there were obstacles to implementing the policy. The most influential factor in hindering the implementation of the policy is human resources as a tool in implementing activities, namely the Village Government in providing information through socialization activities that are not running optimally, causing people not to understand the criteria for prospective beneficiaries. Lack of understanding of tasks and functions causes activities to be less targeted due to data validation findings that do not match the criteria for the proposed mechanism, many people with economic conditions can become candidates for social assistance recipients, and survey activities are not carried out following the data received so that the implementation of activities is not right on target. The technical implementation of development does not get good enough supervision by the Village Government, and many people make their own rules in carrying out development so that the development process cannot be completed on time; the community chooses to build as a whole, not by repairing the physical condition of damaged houses, lack of funding in buying

materials building materials. The distribution of social assistance does not have a clear time certainty from the Central Government, and the Garut Regency Government with the amount of assistance provided is not always fixed, as for sources of assistance from third parties who are not always able to assist the implementation of activities. So it can be concluded that the implementation of the social rehabilitation policy for uninhabitable houses in Padaawas Village in 2019 has not run optimally. In addressing the obstacles in the implementation of uninhabitable housing activities, Padaawas Village seeks to find solutions to overcome these problems through a good level of supervision in the activities of the mechanism for proposing assistance and survey activities in the community will continue to be accompanied until completion, data selection will focus on community groups who cannot afford it, and the physical condition of the house is quite severe. Service standards will be further improved in outreach activities and involve many community leaders to help provide information to the community so that the final results to be achieved in the implementation of the social rehabilitation policy of uninhabitable houses in Padaawas Village will be right on target as the objectives of the program implementation activities.

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