

## **Analysis Of The Uninhabitable House Social Rehabilitation Program At The Department Of Public Housing Settlement Areas And Land Affairs Surabaya**

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### **ABSTRACT**

The objective of this research is to analyze the implementation of the Uninhabitable House Program at the Department of Public Housing, Settlement Areas, and Land Affairs of Surabaya regarding the issue of uneven distribution of program beneficiaries. This study was conducted using qualitative methods and a descriptive approach. Data were obtained through interviews with information sources and documentation in the form of graphs and tables managed by the researchers. The research location is at the Department of Public Housing, Settlement Areas, and Land Affairs of Surabaya. The benefits provided by this research include giving the public insight into the implementation of the program by the responsible department and identifying the main problems and obstacles related to the Uninhabitable House Program in Surabaya. The results of the research indicate that the uneven distribution is due to community leaders who conduct the screening or selection of program beneficiaries not adequately assessing the eligibility for house repairs. Additionally, the program implementation team from the Department of Public Housing, Settlement Areas, and Land Affairs faces challenges in the field. These challenges include issues with beneficiaries who have land disputes or whose land ownership is still under family status. Such problems stem from the beneficiaries themselves, related to land status or personal issues with family members. The researchers recommend closer cooperation between stakeholders, increased socialization from both the DPHSALA and community leaders, and the resolution of individual issues for Beneficiaries.

**Keywords:** Beneficiaries Program; Equitable Distribution; Implementation Program; Rehabilitation Program; Uninhabitable House Social.

### **INTRODUCTION**

The Uninhabitable House Social Rehabilitation Program or Uninhabitable House Program, is aimed at low-income communities that are unable to meet their housing needs and are living in houses that are deemed uninhabitable (Syaputra et al., 2020). This program focuses on housing conditions that include severely damaged houses, leaking roofs, cracked walls, and broken floors (Fatwa, 2022). The implementation of this program is structured, covering environmental, social, physical, and economic



improvements for residents in the surrounding village areas (Pampur et al., 2024). The policy is executed with the principles of community spirit, mutual cooperation, and social solidarity values (Setiawan & Nawangsari, 2023). The Uninhabitable House Program provides assistance to communities facing problems with uninhabitable houses. Beneficiaries of this social assistance must meet the applicable terms and conditions according to the regulations (Megaartha, 2022). The Department of Public Housing, Settlement Areas, and Land Affairs of Surabaya oversees the Uninhabitable House Social Rehabilitation Program and is responsible for addressing issues related to uninhabitable houses.

The presence of garbage and the lack of community attention to environmental cleanliness can lead to the emergence of slum settlements. Residential areas that are physically and sociologically uninhabitable are known as urban slum areas (Saputra & Hapiz Hermansyah, 2022). Surabaya as the second-largest city in East Java Province, requires better regional development planning due to the numerous slum areas (Suci, 2022). The existence of slum neighborhoods and uninhabitable houses in urban areas impacts the beauty and aesthetics of the city (Na'im & Sukada, 2022). This issue should be a concern for the government and needs to be addressed with repair assistance. Essentially, improving the quality of life for the community depends on the community itself; the government can only provide facilities, but it is up to the local residents to maintain and care for these facilities (Idawati, 2020). Community awareness of slum environments is crucial. This awareness will also help the government reduce slum areas through collaboration among stakeholders.

The role of the Department of Public Housing, Settlement Areas, and Land Affairs (DPHSALA) in addressing the issue of uninhabitable houses has come under scrutiny to ensure that the community experiences equitable implementation of this program. The Uninhabitable House Program is generally prioritized for poor families living in uninhabitable houses who are original residents of Surabaya (Setyobudi & Megawati, 2024). Additionally, they must have a certificate of incapacity from the village, own land that is not in dispute, and live in an uninhabitable house. Neighborhood Unit also play a role in recording their residents who still live in uninhabitable conditions. This Uninhabitable House Program helps the community achieve habitable housing. However, this contrasts with the reality that many residents still live in uninhabitable conditions and need assistance. Moreover, there is insufficient attention to residents who have not yet received aid from this program. This issue is a key concern that the government needs to address. This situation suggests the need for the DPHSALA of Surabaya to analyze potential conditions or procedures to identify any inequities in the program's implementation. Socialization and re-registration should be efforts to address existing community issues related to the equitable distribution of the Uninhabitable House Program. Analyzing the Uninhabitable House Program managed by the DPHSALA can provide solutions for future actions by the DPHSALA. This includes socialization, re-registration to ensure the program is well-targeted, and cooperation with interest managers such as neighborhood units responsible for further data collection on residents living in uninhabitable houses.

The analysis of the Uninhabitable House Social Rehabilitation program conducted by the Department of Public Housing, Settlement Areas, and Land Affairs (DPHSALA) in addressing the issues of slum areas in Surabaya has not been widely carried out. Therefore, the researcher wrote this scientific work to provide new knowledge and insights for readers regarding the analysis of the Uninhabitable House Social Rehabilitation program. The purpose of this research is to analyze the implementation of the program being conducted. It is hoped that this research can provide new insights into the Uninhabitable House Program, which is implemented to improve community welfare, especially in terms of housing eligibility. The results of this analysis can also provide useful input and suggestions for maintaining and improving the shortcomings of the Uninhabitable House Program in Surabaya, particularly for the DPHSALA. This becomes an aspiration of the community to the government by voicing it through the writing of this scientific work. Additionally, this research contributes to the understanding of the

Uninhabitable House Program and evaluates the extent of the achievements of the Uninhabitable House Program under the DPHSALA Surabaya's management.

Based on previous research, the Department of Urban Planning is responsible for planning, regulating, and personally supervising the construction of houses and the acquisition of building equipment (Nisak & Ibnu Rochim, 2024). The Uninhabitable House Program in Surabaya has successfully improved community welfare through community empowerment, although there is still a lack of program socialization (S. N. Sari et al., 2024). The Uninhabitable House Program is combined with community skills training and is known to be a crucial component of the government's efforts to reduce slum areas in two cities, namely Sidoarjo and Malang (A. G. P. Sari & Ilham, 2022). This research is relevant in enhancing community empowerment, reducing poverty levels, and improving community welfare. With the existence of the Uninhabitable House Social Rehabilitation program over the past few years, an analysis is needed to understand the issues occurring within the DPHSALA. This program's progress and its benefits to the community require an analysis to identify the causes of the unequal distribution of the Uninhabitable House Program from the perspective of the DPHSALA. This research also contributes to new insights regarding the analysis of a program.

## **METHOD**

The research method used in this study is descriptive with a qualitative descriptive approach. The qualitative method aims to gain a better understanding of the phenomena faced by the research subjects (Adlini et al., 2022; Assyakurrohim et al., 2022). This method uses descriptive words and language to explain phenomena in a natural environment, employing various appropriate scientific approaches (Darmalaksana, 2020). In this study, the researcher used a qualitative approach to gain extensive information about the Uninhabitable House Social Rehabilitation Program, enabling the researcher to analyze and explain the data. The benefit of using a qualitative approach is that it allows the researcher to be more involved in the research site and conduct observations. This analysis provides new insights for the researcher to understand the actual problems occurring in the field.

In this study, the researcher used the interactive data analysis model of Miles, Huberman, and Saldana. This model includes components such as data condensation, data display, drawing conclusions, and data verification (Miles et al., 2014). Data condensation involves selecting, focusing, simplifying, abstracting, and transforming the data found in field notes or research notes. The researcher collected data through interviews, observations, and documentation with the relevant department. The location used for this research is the Department of Public Housing, Settlement Areas, and Land Affairs of Surabaya, located at Jalan Taman Surya Number 1, Ketabang, Genteng District, Surabaya, East Java. Before conducting this research, the researcher observed areas that still had slum neighborhoods around Jalan Kenjeran, Jalan Pacar Keling, and Jalan Sidotopo. Although only a few, these areas are the focus of the study related to the overseeing department's Uninhabitable House Program, indicating that some areas have not yet been reached by the program's beneficiaries.

Next, the researcher obtained permission from the faculty of Universitas Dr. Soetomo Surabaya to get a research recommendation letter addressed to the Investment and One-Stop Integrated Service Office. After that, the researcher created an account on the Surabaya Single Window website: <https://sswalfa.surabaya.go.id/> to continue the research permit process by following various procedures on June 23, 2024. Following the permit process, the recommendation letter from the Investment Office was submitted to the Department of Public Housing, Settlement Areas, and Land Affairs (DPHSALA) for further verification through Customer Service on June 25, 2024. After several days of permit processing at the DPHSALA, the researcher could collect data on June 27, 2024, by contacting the staff responsible for the Uninhabitable House Program program at the DPHSALA Surabaya. The researcher conducted an in-depth interview with Ms. Fika Rahmawati regarding the Uninhabitable House Program, guided by

questions based on the implementation analysis theory of Solihin Abdul Wahab (Gowa Muh Natsir Mallawi et al., 2022; Mustofa & Anggara, 2023), which includes: implementation, evaluation, and impact changes in line with the program's objectives. The data collected included Uninhabitable House Program summary documents per village for the years 2022 and 2023. This is because the Uninhabitable House Program was newly implemented by the DPHSALA in 2022, having been previously managed by the Social Affairs Office. From the documents received, the next step was to process the data into graphs and tables accompanied by descriptive explanations based on the data. The researcher also processed interview data with staff conducted on June 28, 2024, including interview quotes and analyzing them according to theory and previous research findings. The narrative and analysis of implementation, evaluation, and the impact of changes observed were then concluded in relation to the research problem statement. As part of this research analysis, it is hoped that stakeholders can jointly identify gaps in the current issues and receive recommendations from the researcher.

## **RESULTS AND DISCUSSION**

### ***Implementation of the Uninhabitable House Program and Number of Beneficiaries***

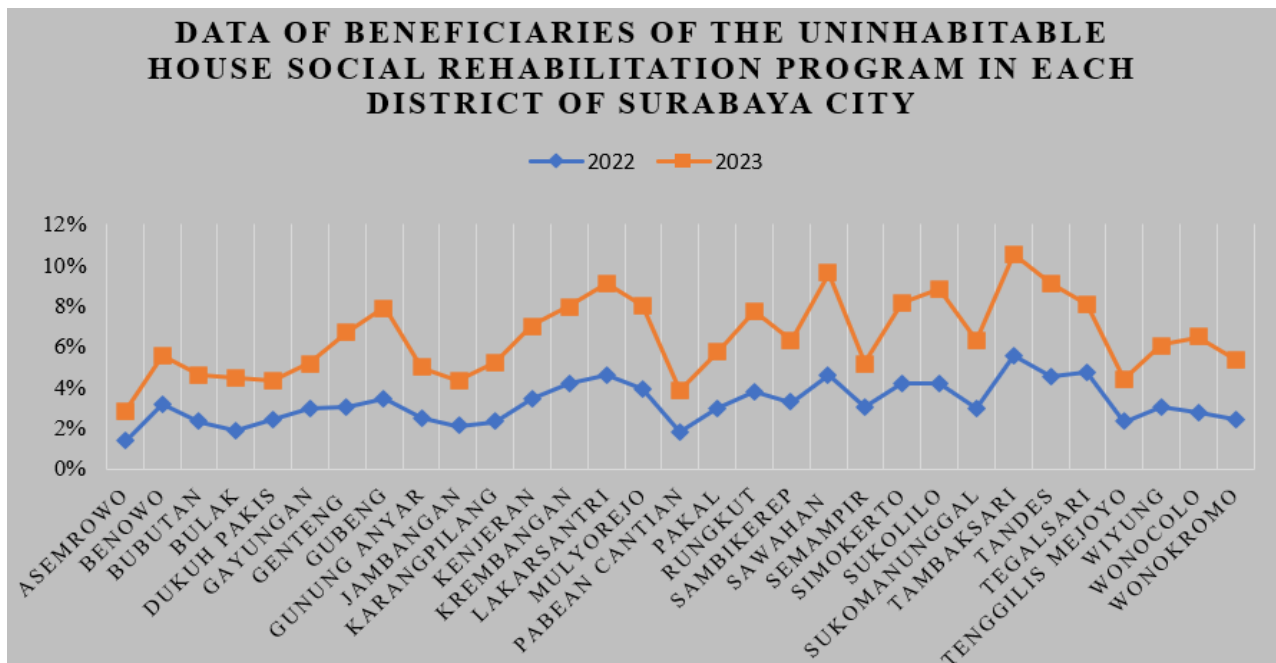
The Uninhabitable House Social Rehabilitation Program is a government assistance initiative, particularly in Surabaya, aimed at repairing uninhabitable houses. This program is outlined in the Mayor's Regulation No. 7 of 2024, amending the previous regulation, Mayor's Regulation No. 9 of 2022, of Surabaya. The implementation of the Uninhabitable House Social Rehabilitation Program, often referred to as Uninhabitable House Program, involves all stakeholders to achieve common goals. This research focuses on analyzing problem-solving strategies from the perspective of the DPHSALA of Surabaya. Additionally, the researcher gathered information that provides insights and actions that should be taken not only by the program's overseeing department but also by involving all stakeholders, especially the community's participation. Community involvement is crucial, both actively and passively, in development, in line with contemporary progress. According to the concept of social justice, the primary goal of development is to fulfill and provide the community's rights to equal participation. The following factors influence the success of poverty alleviation programs: understanding local values, integrated and comprehensive strategies, and human resource development. Poverty alleviation programs fail due to using the 'target' and 'top-down' concepts, ignoring fundamental values, being influenced by 'external parties', low involvement, lack of a holistic approach, and the illusion of investment (Nisak & Ibnu Rochim, 2024). Regarding community welfare, it reflects the measurement of community development results in achieving a better life, which includes: meeting basic needs, enhancing capabilities, and equitable distribution of basic needs such as food and shelter; improving living standards, income, and education; expanding the economic scale, and providing social choices for individuals and nations, leading to better job opportunities from a better community, thus enhancing welfare (Hasimi, 2020). In the implementation of programs to improve welfare, one of them is the Uninhabitable House Social Rehabilitation Program managed by the DPHSALA of Surabaya. In its implementation, there are certainly both advantages and disadvantages to the program being carried out. In this context, community complaints and facts on the ground become an analysis that needs to be understood.

Problem analysis in a program is essential to identify the causes or factors that can lead to complaints and obstacles faced by the program creators. Therefore, this research uses the theory of Solihin Abdul Wahab, who argues that one of the elements required in a policy/program analysis is stakeholder involvement. Various interested parties must be involved in policy analysis. Their participation ensures that different perspectives are considered, and the final policy is more acceptable to all parties. According to Solihin Abdul Wahab (2012), policy analysis is a critical study of a specific political issue conducted by analysts and actors affected by the policy (Desrinelti et al., 2021;

Permatasari, 2020). Various methods are used to generate policy suggestions and recommendations to help policymakers and those affected by the policy find appropriate solutions to policy problems relevantly. Public policy analysis can be grouped into four categories: meta-analysis, meso-analysis, decision analysis, and implementation analysis (Parsons in Abdul Wahab; 2012: 126). This analysis aims to understand how the program implementation has been carried out so far. This can be seen from the efforts of the relevant department and the response from the community that has received the program. The Uninhabitable House Program itself certainly has shortcomings that need to be analyzed to determine the causes. This analysis is necessary to enable improvements in the program for better future implementation. The issue of unequal distribution of benefits in this program requires analysis to understand why it occurs. Using one of the analysis groups according to Solihin Abdul Wahab, namely delivery analysis, by analyzing implementation, evaluation, and impact changes can help solve the problems that arise. Additionally, the relevant department can continuously analyze the issues experienced by the community.

In this study, the researcher conducted interviews with staff specifically handling the Uninhabitable House Program at the Department of Public Housing, Settlement Areas, and Land Affairs of Surabaya City (DPHSALA Surabaya). Additionally, the researcher requested data regarding the number of beneficiaries of the Uninhabitable House Social Rehabilitation Program from year to year. The following data has been processed into a graph:

Graph 1. Number of Beneficiaries of the Uninhabitable House Program in Each District in Surabaya City for the Years 2022-2023



Source: Researcher, 2024

Graph 1. The data regarding beneficiaries of the Uninhabitable House Program above was obtained by the researcher from the relevant department, the Department of Public Housing, Settlement Areas, and Land Affairs (DPHSALA) of Surabaya, on June 27, 2024. The data shows that in Surabaya, 31 districts received benefits from this program. In 2022, 153 districts received assistance for house repairs across Surabaya. Meanwhile, in the previous year of 2023, the number of districts receiving housing improvement assistance increased to 155 districts. This was also due to the focus of the Surabaya city government under Mayor Eri Cahyadi's administration on the Uninhabitable House Program. This information was provided by Ms. Fika Rahmawati, a staff member of DPHSALA Surabaya.

“Last year in 2023, the target was set for 2700 units as Mayor Eri was indeed focused on handling the Uninhabitable House Program.” (Source: Interview, June 28, 2024)

Certainly, this requires collaboration among stakeholders to achieve the desired goals together unlike in 2022, where 153 villages received benefits from the Uninhabitable House Rehabilitation Program totaling only 950 units with the allocated budget. The above graph shows that the implementation of the Social Rehabilitation Program for Uninhabitable Houses in Surabaya has significantly increased from the target of 950 to achieving 2700 units in 2023. This 17.5% increase in beneficiaries is a positive outcome for the recipients. However, the implementation may still face challenges despite meeting annual targets. As per Solihin Abdul Wahab's theory (2012) regarding program implementation analysis, there are stages of implementation analysis, evaluation, and the impact of changes according to the program's goals. In the implementation of the Uninhabitable House Program Social Rehabilitation program in the field locations, especially observed by researchers, there are still houses that need repairs and appear slum-like. This is a problem that needs solutions by understanding the actual conditions in the field. The implementation of the Uninhabitable House Rehabilitation program has mostly been on target, with the main function of the responsible department providing maximum service to the community. According to the implementation of Uninhabitable House Program in Kiwa village, it is considered good because inter-departmental coordination has been effective and assistance has been distributed accurately (Munandar, 2020; Rahmah & Subadi, 2021; Safaringga et al., 2022).

Graph 1 shows that in 2022, the highest number of beneficiaries of the program were in Tambaksari District, with the data obtained and processed as shown in the following table:

Table 1. Number of Recipients of Uninhabitable House Program Benefits Tambaksari District, 2022

<b>TAMBAKSARI DISTRICT</b>		
<b>Sub-District</b>	<b>Number of Beneficiaries</b>	<b>Prosentase (%)</b>
<b>Dukuh Setro</b>	6	11,32 %
<b>Gading</b>	7	13,21 %
<b>Kapas Madya Baru</b>	5	9,44 %
<b>Pacar Keling</b>	5	9,44 %
<b>Pacar Kembang</b>	4	7,54 %
<b>Ploso</b>	15	28,30 %
<b>Rangkah</b>	4	7,54 %
<b>Tambaksari</b>	7	13,21 %
	53	100 %

(Source: Researcher, 2024)

From the table above, it can be seen that out of the 8 sub-districts in Tambaksari District, the highest number of beneficiaries is in Ploso Sub-district. This indicates that the number of beneficiaries in Ploso Sub-district is 15 units, which accounts for 28.30%. This data is obtained from the PHSALA Department of Surabaya in 2022. In 2022, it marked the beginning of the Uninhabitable House Program received by the PHSALA Department, which was previously assigned by the Surabaya Social Department. This statement was provided by Ms. Fika Rahmawati as a staff member of the Uninhabitable House program at the PHSALA Department or Disperkim.

“In our department (DPHSALA), the Uninhabitable House Program started in 2022. Our focus in the PHSALA department is on the building structures, unlike the work done by the Social Services Department, which focuses on the social aspects. Their function is primarily oriented towards social welfare. In our department, our focus is on the structural aspects and condition of the buildings, aiming to ensure that the structural integrity and conditions of the buildings meet the criteria for decent living accommodations.” (Source: Interview, June 28, 2024)

The analysis of Table 1 indicates that according to Solihin Abdul Wahab's theory on implementation analysis, especially of the Uninhabitable House Program in Tambaksari District in 2022, has been quite effective. Furthermore, the evidence that Ploso Sub-district has become the major beneficiary reflects the impact of change within the Ploso Sub-district area. This change is also included in the implementation analysis of the Uninhabitable House Program, which has yielded a positive outcome of 28.30%. This analysis aligns with the impact observed on beneficiaries in terms of social aspects contributing to the social welfare of recipient families (A. O. Sari et al., 2020; Tursilarini & Udiati, 2020).

Graph 1 in 2023, with a significant increase in the Uninhabitable House Program itself following the direction of the Mayor of Surabaya, focused on the Social Rehabilitation Program for Uninhabitable Houses throughout Surabaya City, shows that the highest number of beneficiaries was obtained in Sawahan District. Below is the data in the form of a table:

Table 1. Number of Recipients of Uninhabitable House Program Benefits Sawahan District, 2023

<b>SAWAHAN DISTRICT</b>		
<b>Sub-District</b>	<b>Number of Beneficiaries</b>	<b>Prosentase (100%)</b>
<b>Banyu Urip</b>	35	26,12 %
<b>Kupang Krajan</b>	20	14,93 %
<b>Pakis</b>	25	18,66 %
<b>Petemon</b>	15	11,19 %
<b>Putat Jaya</b>	20	14,93 %
<b>Sawahan</b>	19	14,17 %
	134	100 %

(Source: Researcher, 2024)

From Table 2, it is found that the highest number of beneficiaries of the Uninhabitable House Program is in Banyu Urip Sub-district, amounting to 35 units, or 26.12%. The total number received by Sawahan District itself reached 134 units in 2023. Once again, this achievement includes interventions from community leaders in the area. These community leaders are expected to collaborate closely with relevant departments to achieve common goals. This was also expressed by Ms. Fika Rahmawati,

“Regarding indirect proposals to us (DPHSALA), these proposals are collected by the urban village and the Local Community Development Council (LCDC). They are then discussed and deliberated upon to determine which ones are eligible for assistance and which ones can be deferred. Only after this process are they submitted to us (DPHSALA). The outcomes are previously agreed upon by neighborhood units, community leaders, Local Community Development Council (LCDC) itself, and the Sub-district Head. Therefore, we (DPHSALA) do not directly receive these proposals from the beneficiaries. Typically, we first receive reports from the urban villages or community leaders in those areas before they are forwarded to us. If there are direct letters submitted to us (DPHSALA), we would return them to the urban village for surveying and mutual agreement beforehand.” (Source: Interview, 28 June, 2024)

According to Solihin Abdul Wahab, policy analysis can be categorized into four types: meta-analysis, meso-analysis, decision analysis, and implementation analysis. In this study, the researcher employs implementation analysis, focusing on the implementation, evaluation, and impact of policy or program changes. Based on the tables and graphs above, it can be analyzed that the implementation of the Uninhabitable House Program has been quite effective and has been able to meet its targets annually, especially in the last two years following its implementation at the Housing and Settlement Agency as well as the Land Office of Surabaya. This contrasts with research findings indicating that the implementation of development programs is still considered inadequate (Jamaluddin & Sinaga, 2023). The procedures and working mechanisms of the PHSALA Department itself have fulfilled their

responsibilities as required in this program. In an interview with the staff of the Uninhabitable House Program program at DPHSALA, Ms. Fika Rahmawati stated,

“The mechanism in budgeting involves allocating funds based on the Budget Estimate after the BNBA (Basic Needs-Based Assessment). Once the BARKPR (Proposal for Uninhabitable House Program Assistance) submitted by the urban village is received by us, we then proceed to conduct field visits. Our surveyors typically assist in assessing the extent of damage, estimating the required materials, and determining the necessary area and quantity. After these measurements are taken, our team of experts assists in preparing the Budget Plan and technical specifications. We have our own team of experts to evaluate the RAB and specifications proposed by the Local Community Development Council (LCDC).” (Source: Interview, 28 June, 2024)

According to Ms. Fika, a staff member of the Uninhabitable House Program at DPHSALA, they have implemented the program optimally in terms of financial resources, time, and manpower. This contrasts with the implementation results of job training programs at the Manpower Office, which have not yet achieved optimal outcomes (Ardiyanti & Sadad, 2021). The mechanisms applied adhere to procedures aimed at minimizing unnecessary budgetary needs. DPHSALA does not immediately provide direct assistance to the community; instead, it involves stakeholders in program implementation to achieve desired goals. This approach aligns with Solihin Abdul Wahab's theory on implementation analysis in program execution.

“The Uninhabitable House Program is self-managed under type 4 budgeting from the regional budget (APBD), but its implementation is carried out by community groups known as Pokmas or HRTG (House Repair Technical Group - Home Improvement Technical Group). Ideally, they are responsible for creating the Budget Plan and its design, but members of HRTG come from various backgrounds, not all of whom have expertise in civil engineering or related fields. Therefore, the department provides assistance. Each HRTG group is accompanied by a facilitator who helps them create the budget, designs, material requirements, and other aspects, which are later verified by experts from DPHSALA.” (Source: Interview, 28 June, 2024)

In the implementation of programs, according to the theory of implementation analysis, it is essential to determine whether the program has been executed as intended or otherwise. The administering department makes efforts to provide assistance and supervise each phase of the house improvement process. Typically, in 2 to 3 sub-districts, there is at least one DPHSALA facilitator assigned to assist the local Home Improvement Technical Groups (HITG). Ms. Fika Rahmawati, a specialized staff member in the Uninhabitable House program at DPHSALA, outlined this approach. Her statement indicates that the implementing department has made maximum efforts and is supported by experts from the department. This aligns with the findings that the MBKM curriculum implementation analysis has been executed effectively and proficiently (Oksari et al., 2022).

### ***Equitable Distribution of Beneficiaries of the Uninhabitable House Program***

One way to describe conditions in various countries is through the term "slums." Old buildings that are unfit for habitation are known as slums (Setyawan & Prathama, 2024). Negative perceptions of slum environments, such as overcrowding, inadequate infrastructure, underdevelopment, hazardous, unsafe, dirty, and unhealthy conditions, often accompany them. Many variables, including the annual increase in population that raises housing demand, continue to impact slum settlements. Additionally, as more cities experience urbanization, the need for housing land also increases. Efforts to meet basic needs and improve urban economic conditions have led to urbanization. However, not all urbanization efforts are beneficial. In fact, a number of misguided urban projects have contributed to current issues in urban areas, such as the emergence of slums inhabited by low-income communities.



The Social Rehabilitation of Uninhabitable Houses (Uninhabitable House Program) is a program aimed at transforming unfit living spaces into habitable ones to enhance the safety and health of impoverished families. Communities can participate in this program to meet their material, spiritual, and social needs, enabling them to lead honorable lives and peacefully fulfill their social roles. The goal of Uninhabitable House Program is to improve social functionality and enhance the welfare of impoverished communities, upholding principles of solidarity, revitalizing housing and livelihood needs, and preserving all elements (Setyawan & Prathama, 2024). Throughout various areas, there are still houses with inadequate living conditions on the outskirts of cities. Therefore, social rehabilitation is needed for these houses through specialized programs like Uninhabitable House Program. Under the Ministry of Social Affairs of the Republic of Indonesia, the Directorate General of Social Empowerment and Poverty oversees the Uninhabitable House Rehabilitation Program (Uninhabitable House Program). Additionally, the Ministry of Social Affairs implements similar policies and programs with local governments at the district, city, and provincial levels. Following the general guidelines of the Ministry of Social Affairs, the Department of Social Welfare is currently implementing the Uninhabitable House Rehabilitation Program known as Uninhabitable House Program. This program requires cooperation among relevant authorities at the district and city levels to address poverty issues in the Republic of Indonesia.

After being researched, the Social Rehabilitation Program for Uninhabitable Houses has shown positive impacts on the community over the past two years. However, on the other hand, the implementation of the Uninhabitable House Program has faced challenges experienced by DPHSALA when directly involved in the field. This is due to administrative process issues from DPHSALA, which may proceed as planned, but there are separate issues from the beneficiaries themselves.

“The challenges faced during these 2.5 years since 2022 have been mostly consistent, particularly concerning the beneficiaries themselves. For instance, administrative hurdles arise from our department (DPHSALA), but when we attempt to address them, beneficiaries often have their own issues. For example, inheritance disputes may arise, but typically, we still proceed if there is evidence that the inheritor is willing to allow their house to undergo repairs. These issues can significantly impede progress. If, for instance, one out of five applications from a neighborhood has a problem, it affects all applications. Another challenge is when beneficiaries suddenly withdraw due to disputes or conflicts. Secondly, regarding the HRTG, their oversight responsibilities are inconsistent, often delegating repair tasks entirely to craftsmen. This inconsistency may stem from their own busy schedules. When we request reports, discrepancies are often found, such as measurement deviations where a required 3 meters might become 4 meters or less than 2 meters, regardless of the design specifications. Adjustments are therefore necessary.” (Source: Interview, 28 June, 2024)

From the statement by the Uninhabitable House Program staff at DPHSALA, it can be analyzed that the perceived challenges include: First, issues with beneficiaries and their own families regarding inheritance rights of the houses to be repaired. Second, challenges where beneficiaries suddenly withdraw for personal reasons. Third, complications related to land status, such as disputed land. These indicate that the implementation of the Uninhabitable House Program does not proceed smoothly when encountering these issues. This contrasts with the relatively effective implementation of healthcare services by ISSE (Hasrillah et al., 2021). These challenges do not originate from the administering department but rather from the community or the prospective beneficiaries themselves. These hurdles result in delays for other prospective beneficiaries who should already have their homes repaired but now need more time due to issues involving one prospective beneficiary in the same neighborhood. Further evaluation is necessary involving community leaders and the community itself regarding the Uninhabitable House Program, as per Abdul Wahab's program evaluation theory. Program evaluation is crucial when implementation encounters challenges, aiming for more effective and efficient program outcomes after evaluation.

In the implementation of the Uninhabitable House Social Rehabilitation program, the issue highlighted by the researcher is the uneven distribution of beneficiaries. This was also explained by Ms. Fika, a staff member of the Uninhabitable House Program at DPHSALA.

“If it is fair and even, it should not be specialized for certain groups. However, here we as the department manage the budget; we only distribute it based on our proposals, returning it to each district. Our hope is that the districts are the ones who truly understand the conditions of their areas, which residents are in need of assistance or deserving of it when making proposals. For example, if there is a sudden change where District A initially proposed 5 beneficiaries but then an additional one, such as an orphan, is included, then typically they will adjust by replacing one of the original 5. This occurs when there is a mutual agreement between the district and community leaders. We (DPHSALA) only accept what has been agreed upon by the district and community leaders in that area.” (Source: Interview, 28 June, 2024)

In this case, it can be analyzed that the uneven distribution occurs possibly due to constraints or the joint agreement process involving community leaders in the area. Furthermore, in programs where some beneficiaries have yet to receive benefits, it could also be due to the beneficiaries themselves. According to theory on program implementation analysis in program evaluation, these constraints need to be re-evaluated in the implementation of ongoing programs. This aligns with research on program implementation that emphasizes the need for evaluation to achieve better improvements (Ardianto et al., 2023). Program evaluation is necessary so that programs can be implemented again with innovations and solutions to issues faced by beneficiaries.

Regarding the evaluation of the Uninhabitable House Program, conducted annually by DPHSALA itself, this evaluation also applies to community leaders in each region. As in the implementation of every process carried out, Ms. Fika explained about the consistency in policy application, standards, and program procedures.

“We have technical assistants who are deployed across all neighborhoods and districts. Each technical assistant handles 2 to 3 neighborhoods and is tasked with supporting the Regional Apparatus Work Unit (HRTG) according to the Budget Plan and specifications agreed upon by the Audit Board. They also monitor the entire repair process until it aligns with the specified Central Financial Agency (CFA). Our technical assistants provide continuous reports, which are submitted to the Head of the Department (Karayon – to the Head of the Department). Daily reports are also prepared, and our experts verify them.” (Source: Interview, 28 June, 2024)

Such explanations are related to the accountability of the Uninhabitable House Program itself from the overseeing agency. The DPHSALA Surabaya ensures overall accountability through the presence of HRTG assistants in the field, who provide weekly reports on the implementation of beneficiary repairs. Additionally, the Disperkim has been transparent regarding the Uninhabitable House Program as the overseeing agency. This research aligns with positive impacts on local government performance as documented by (Jatmiko, 2020; Mustofa & Afifah, 2023; Sine et al., 2021). These findings were obtained through interviews with Uninhabitable House Program staff at DPHSALA. According to implementation analysis theory during the evaluation phase, the agency ensures that information regarding Uninhabitable House Program implementation and outcomes is easily accessible to the public. This facilitates faster service delivery in providing current information and taking prompt action (Febriyanti et al., 2023; D. Sari et al., 2020). Ms. Fika revealed that in terms of program implementation, monitoring is conducted for each activity and is publicized on official social media channels of DPHSALA such as Instagram and YouTube. Furthermore, regarding program outcomes, the overseeing agency requests feedback from beneficiaries. The agency selectively requests feedback on the Uninhabitable House Program from beneficiaries who can communicate effectively and provide meaningful opinions. Not all beneficiaries are

asked for feedback; only a few selected ones are reviewed and their feedback and suggestions are subsequently published through DPHSALA's official social media channels.

From an evaluation conducted annually by DPHSALA on the Uninhabitable House Program, it is evident that the program has achieved successful implementation. This can be seen from the high responsiveness of the community. Research results also indicate strong responsiveness from the agency and good cooperation among stakeholders (Ratoe et al., 2023; Risalbi et al., 2021; Wulandari & Utomo, 2021). Ms. Fika also affirmed the community's participation in the Uninhabitable House Program. Since its inception and throughout its implementation, the program has actively involved the community, with the Regional Apparatus Work Unit (HRTG) playing a central role. HRTG's responsibilities include handling the Uninhabitable House Program in each area, supported by technical assistants from the overseeing agency to monitor the program implementation process.

This initiative has brought about several positive impacts aligned with Solihin Abdul Wahab's theory of implementation analysis on change impacts:

1. First, there is high community participation and mutual cooperation in rehabilitating houses. Community involvement is evident during the house repair process, such as in demolition and debris clearance. However, certain parts of the construction phase require specialized civil engineering expertise.
2. Second, beneficiaries can focus on other tasks without worrying about their damaged or uninhabitable houses collapsing, ensuring their safety.
3. Third, the Uninhabitable House Program supports economic improvement for beneficiaries. DPHSALA assists by installing special windows for selling goods from home, enabling beneficiaries to engage in trading activities.
4. Fourth, as the number of Uninhabitable House Program beneficiaries increases, there are positive impacts on the environment and the economy. This transformation helps upgrade substandard housing, thereby improving economic conditions and reducing slum areas as communities and housing conditions become more orderly.

These impacts align with the social effects observed in other programs like PKH (Conditional Cash Transfer) as documented in studies on social impacts (Chrisanum et al., 2022; Eryani & Yusrianti, 2022; Prasetyo & Muharam, 2022). They reflect the program's goal of transforming homes into safe, healthy, and habitable living spaces

## **CONCLUSIONS**

The implementation of the Uninhabitable House Social Rehabilitation program at DPHSALA Surabaya has been optimal over the past 2 years. According to Solihin Abdul Wahab's theory of implementation analysis, there are stages of analysis in implementation, evaluation analysis, and analysis of change impacts in the Uninhabitable House Program, aligned with its objectives. DPHSALA has made maximum efforts as the overseeing agency of the Uninhabitable House Program, particularly in monitoring and budgeting. However, there are challenges primarily arising from the beneficiaries themselves. Additionally, stakeholder involvement is crucial for successful program execution to achieve full success. This is one of the reasons for uneven distribution of beneficiaries, as sometimes local community leaders are unable to fully and meticulously carry out their tasks in the beneficiary selection process for their respective areas. Addressing these challenges requires program evaluation to identify and rectify deficiencies in the implementation process.

From the implemented program, positive changes have been observed among beneficiaries and stakeholders, such as improved economic conditions, community welfare, health, and improved housing conditions. Livable housing contributes to changes in community health and the environment. The more habitable the housing, the greater the potential economic benefits for the community. This shift occurs

because beneficiaries no longer prioritize home repairs, allowing them to focus on other needs. Researchers suggest that for more equitable distribution of program benefits, community leaders should ensure accurate beneficiary selection. Beneficiaries, in turn, should conduct thorough observations, including land permits and resolving personal family needs, to prevent future obstacles. Furthermore, overseeing agencies should intensify program awareness and evaluation efforts.

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