Policy Implementation Program to Alleviate Uninhabitable Houses for the Poor

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Abstract

This research aims to describe and analyze the alleviation program of uninhabitable houses (RTLH) and identify supporting factors, obstacles, and implementation efforts. The research was conducted in Kepanjen Sub-district, Malang Regency. The data analysis technique used qualitative analysis. The findings show that the RTLH assistance program in Kepanjen Sub-district significantly benefits people experiencing poverty, such as improved building quality, health, and welfare. The program was implemented with the active role of the village and neighborhood group governments in collecting data on residents in need and supported by good socialization that facilitated the implementation process. The main supporting factors include cooperation between related parties, clear regulations, and active participation of residents. However, there are obstacles in the complicated procedures for distributing assistance, limited funds that cause some residents not to be covered, long bureaucracy, and land issues that do not belong to residents. Efforts are needed to overcome these obstacles. It is hoped that related parties will simplify overlapping regulations and increase funding allocations so that the RTLH program can cover more poor people to alleviate poverty.

Keywords: Policy Implementation, Alleviation Program, Uninhabitable House

1. Introduction

Poverty is a condition of the inability of individuals, families, or communities to fulfill physical needs such as food, clothing, and shelter, as well as non-physical needs such as health, education, and security (Maifizar, 2018). This condition is often exacerbated by weak business skills and a lack of access to economic information, so low-income people are left behind in more potential communities (Kurniawati, 2017). As one of the main problems policymakers face (Safitri, 2022), poverty is a significant issue in Indonesia, including Kabupaten Malang. Based on BPS data (2023), the number of poor people in Malang District increased from 246,600 in 2019 to 265,560 in 2020 and reached 276,580 in 2023, equivalent to 9.45% of the total population.

One of the country's goals is the community's welfare, so poverty as a fundamental problem must be addressed in an integrated, integrated, and planned manner in national and regional development (Slamet et al., 2018). For this reason, the central government, local governments, the private sector, and other institutions implement various poverty alleviation programs and fair welfare services (Syaputra et al., 2021). One of the government's efforts is the housing assistance program or rehabilitation of uninhabitable houses, which aims to meet basic needs in the form of shelter. The house not only functions as a physical dwelling but also has mental, social, and educational values for the family and reflects the dignity of its residents. With a livable house, family resilience is expected to be achieved (Law No. 1/2011).

The Government of Malang Regency shows its commitment to the welfare of its citizens through the livable house program based on the Malang Regent Regulation. The program focuses on alleviating uninhabitable houses (RTLH) as per the Minister of Public Works and Housing (PUPR) Regulation, which defines RTLH as houses that do not meet building safety requirements, area adequacy, and occupant health. After its implementation, the number of RTLH in Malang District, including in Kepanjen as the administrative capital, decreased through DPKPCK and CSR assistance. However, observations show that many residents in the Kepanjen urban area still live in uninhabitable houses, indicating the need for further efforts.

Initial observations showed several problems in implementing the uninhabitable house program in Kepanjen, such as inaccurate targeting of beneficiaries, determination of beneficiaries based solely on proposals without in-depth verification, and insufficient stimulant funds to alleviate the status of uninhabitable houses fully. In addition, the requirement of land ownership is a major obstacle, as many people cannot fulfill this requirement. This inequality is an important reason to examine the policy implementation, the obstacles faced, and the criteria the community must meet to get assistance. Thus, this study evaluated the program's implementation and identified solutions so that the livable house program is more targeted and provides maximum impact for the Kepanjen community.

This research aims to describe and analyze the program to alleviate uninhabitable houses for low-income people in Kepanjen Sub-district, Malang Regency. In addition, this research identifies supporting factors, obstacles, and efforts in implementing the program to overcome existing obstacles. The results of this study are expected to contribute academically, which can add insight and understanding to researchers as an application of science, as well as provide insight to readers about the Uninhabitable House assistance program. In addition, the practical contribution of the research results is expected to be input for policymakers in Malang Regency to design appropriate policies. This research also provides information to related parties dealing with the problem of uninhabitable houses and helps the government provide more effective assistance.

Literature Review

Policies are actions, choices, or decisions taken to influence some or all of society, either directly or indirectly, so that the goals of policymakers are achieved. According to Anderson (1994) and Wahab (2015), policy is a deliberate step taken by one or several actors regarding a particular issue. The United Nations defines policy as a guide to action that can be simple or complex, general or specific, qualitative or quantitative. Knoepfel et al. (2007) and Wahab (2015) explain that policy is a series of actions resulting from interactions between public and private actors to solve political problems. Dye (1987) in Wahab (2015) states that public policy includes actions or omissions by the government on an issue, while Wahab (2015) emphasizes that policies aim to solve public problems that are on the government's agenda.

According to Sadhana (2013), public policy involves three main aspects influencing each other: political, legal, and management. The political dimension reflects the chosen political system, where democratic policies aim for the common good, not certain groups. The legal dimension confirms that public policies bind all people and state administrators, including the government. The management dimension emphasizes the importance of policy planning, implementation, and control through bureaucracy and community participation. Wahab (2015) divides public policies into several categories: policy demands, policy decisions, policy statements, policy outputs, and policy outcomes. Public policy generally involves the role of government, problems, actions to act or not, and the interests of certain societal groups.

An important stage in public policy is the implementation or implementation of established policies. Policies that have reached the formal legal stage and become legal products require implementation steps according to the established rules. Policy implementation includes the implementation of activities based on regulations that have been agreed upon by stakeholders. However, successful implementation does not automatically occur after the policy is passed; it requires processes and mechanisms to ensure the policy can be carried out effectively. Nugroho (2015) states that implementation contributes up to 60% to policy success, far more than formulation or evaluation. An implementation that is not well managed can cause an implementation gap, which is the gap between the expectations of policymakers and the results in the field. According to Grindle in Sadhana (2013: 179), public policy is only meaningful if accompanied by concrete actions through planned programs or projects.

This research uses Merilee S. Grindle's theory, which states that the success of policy implementation is influenced by two main variables: policy content and implementation environment. The content of the policy includes the interests affected, the type of benefits, the degree of change desired, the location of decision-making, the program implementers, and the resources involved. Meanwhile, the implementation context includes power, interests, actors' strategies, characteristics of ruling institutions, and levels of compliance and responsiveness. This theory is relevant to analyzing the implementation of the livable house policy in Kepanjen, Malang Regency because it includes the implementer and target group approaches. The success of implementation is determined by the program's suitability with the target group, the implementing organization, and organizational capabilities. With this comprehensive approach, Grindle's theory provides an in-depth analysis of the livable housing assistance policy or RTLH.

Poverty is the inability of individuals or households to fulfill basic needs such as food, clothing, shelter, education, and health. According to the Central Bureau of Statistics (BPS), poverty is measured based on the Poverty Line, which includes minimum calorie and non-food needs, with the main causal factors including low levels of education, limited access to employment, and inequality in income distribution (BPS, 2023). The poor recipients of the Rumah Tidak Layak Huni (RTLH) assistance are those classified as poor or vulnerable to poverty with uninhabitable houses. Recipient criteria include economic (income below the poverty line and informal

employment), social (families with chronic diseases, disabilities, or children dropping out of school), and physical aspects (severe damage, lack of ventilation, access to clean water, sanitation, or located in disaster-prone locations) (Ministry of PUPR, 2016).

Houses function as a place to live and a means of family development. However, many houses in Indonesia are still classified as uninhabitable (RTLH), which do not meet safety standards, adequate area, and occupant health. RTLH criteria include unstable building structures, minimal ventilation and lighting, and lack of access to clean water and proper sanitation. Housing problems in Indonesia include a backlog of millions of units and the existence of slums (Ministry of PUPR, 2016). Financial constraints, inefficient policies, and high raw material prices further worsen low-income communities' access to decent housing. Through the Self-Help Housing Stimulant Assistance (BSPS) program and the National Program for Community Empowerment (PNPM) Mandiri, the government seeks to improve the quality of houses and the environment to support the welfare of people experiencing poverty.

2. Methods

This research uses a qualitative method based on postpositivism or interpretive (Sugiyono, 2019). This method examines objects naturally by observing phenomena or human behavior and then understanding them according to the researcher's perspective. The research location is the place where research activities are carried out. In this study, the location chosen was Kepanjen Subdistrict, Malang Regency. The research informants were selected using a purposive sampling technique, including local government employees, beneficiaries, and representatives of social institutions. The selection was based on their involvement and knowledge of implementing the uninhabitable house alleviation program to provide in-depth information on the effectiveness of the policy. This research uses qualitative analysis techniques to describe the data systematically and effectively. Data were collected through interviews, observations, and documentation, then summarized and categorized, followed by data validity checks. The analysis results are presented in clear, logical sentences and can be concluded inductively to answer research problems.

3. Results and Discussion

3.1. Results

Kepanjen Sub-district is one of 33 Malang Regency, East Java Province sub-districts. The topography of all villages and sub-districts in the Kepanjen sub-district is plain. Researchers in this study used Marilee S. Grindle's implementation theory as a reference to analyze the successful implementation of the RTLH alleviation program for people with low incomes. Grindle's theory includes two main dimensions: policy content and policy environment (Context of Policy). The policy content dimension consists of several elements, including the interests that influence the expected benefits, the desired change, the location of decision-making, the program implementers, and the resources involved. This approach measures the extent to which the RTLH program can achieve its intended goals and how these factors contribute to its success in field implementation.

The task of implementation is to build networks that enable public policy objectives to be realized through the activities of government agencies that involve various interested parties. Based on influencing interests, the RTLH assistance program in Kepanjen Sub-district is implemented by considering various factors that play a role. The first informant argued, "The influencing interests start from the central interest, the central government. Housing is one of the basic needs, if it can be fulfilled, family resilience will be achieved according to Law No. 01/2011 on Housing and Settlements. The district government is also interested because of Regent Regulation. Now, what is being implemented is through the Self-Help Housing Stimulant Assistance (BSPS) program" (Interview on November 9, 2024).

The second informant adds: "There are many interests in this RTLH assistance program, starting from the central government, the district, and even the beneficiary groups. The point is that uninhabitable houses must be reduced through the RTLH assistance program through the Self-Help Housing Stimulant Assistance or BSPS program because the house is one of the basic needs that must be decent from various sides—social, health, and building sides" (Interview on November 9, 2024). The third informant's statement reinforced this opinion: "I feel that this housing assistance is very important for me and my family. My house is in such a poor condition. The term is inappropriate, so yes, this assistance is very important for me" (Interview on November 11, 2024).

The results of interviews with informants show that the interests of various related parties influence the RTLH assistance program in Kepanjen Sub-district. The informants explained the factors driving the implementation of this program, including the interests of the central government, district government, and residents in need. The central government's interest is reflected in Law No. 01/2011 on Housing and Settlement, which is the legal basis for the program. The interests of the Kepanjen Regency government are reflected in the

Regent Regulation, which regulates the implementation of the social assistance program. In addition, the main targets are the interests of residents whose houses are inadequate in building, social, and health. These interests are interrelated and influence decisions and the successful implementation of the RTLH assistance program.

The benefit type dimension was developed to collect information on whether the policy implementation of the RTLH assistance program will benefit people experiencing poverty, their families, and policymakers. The RTLH assistance program should provide greater benefits to the policy targets than to the government as the policy maker. The target group must understand the benefits of this policy, and it is the government's job to provide this understanding to maximize the achievement of policy objectives. With the right understanding, the target community can more optimally feel the benefits of this program. The fourth informant argued: "The benefits are, of course, to improve the standard of living and welfare of the community. Reducing social inequality because slums are reduced. The benefits for the targeted poor communities are clear: their houses become livable" (Interview on November 11, 2024).

The RTLH house renovation assistance program in the Kepanjen Sub-district provides several benefits for people experiencing poverty, such as rehabilitating livable houses, improved welfare, reduced slums, and improved health and living standards. The program is also expected to reduce social inequality, benefiting the community and policymakers. This is reinforced by the opinion of the third informant, who stated: "What is clear is that my house has become more decent, healthier too. Alhamdulillah, the children can live in a house that meets health standards. Family life has become more prosperous" (Interview on November 11, 2024). In addition, the third informant also added: "So that the house is more decent. Our house often leaked in the past, and the plywood walls were easily damaged and fragile. The benefit is that our house is livable, it does not leak anymore, the walls are strong, the floor is clean" (Interview on November 11, 2024).

The desired degree of change point aims to explain how much change is to be achieved through policy implementation, which must have a clear scale. A policy that requires significant changes in attitude and behavior will be more difficult to implement. There are several desired changes from the RTLH house renovation assistance program according to the viewpoints of informants from related agencies and residents. These changes include the elimination of stigma and discrimination against people with low incomes, the improvement of the quality of life of people experiencing poverty, the reduction of social gaps or inequality, the improvement of living standards in terms of social and health, family life becomes more comfortable, children can go to school well, and residents feel calmer at work.

The first informant gave an opinion related to this: "The desired degree of change is to eliminate stigma and discrimination for the poor. It is also to improve the quality of life of the poor, which is implemented through the Perbup" (Interview on November 9, 2024). In addition, the third informant also reinforced this opinion: "The obvious change is that my family's life has become more comfortable. In the past, when it rained, we were afraid, mas. There were leaks everywhere, and I was afraid of collapsing, too. So, my wife and I were busy arranging buckets. Now, thank God, when it rains, I can be calm. My hope for the future is that the children can study comfortably because of the decent house. Now I must consider the children's school fees so they can go to school, unlike their parents" (Interview on November 11, 2024).

The location of decision-making refers to the place and parties authorized to decide on policy implementation. Diversity and geographical location greatly affect the success of a program. The more homogeneous and geographically close the decision-making process is to the location of policy implementation, the greater the likelihood of success. Conversely, the more diverse or distant the decision-making location, the less likely the policy's success. In the RTLH assistance program, the local government of Malang District makes the final decision through a Regent Decree, with the office located in Kepanjen. The Malang District Housing, Settlement, and Human Settlement Office is tasked with socializing the program, which the village government then follows up. The village submits a list of proposals, which are then decided in a decree.

The first informant argued: "This is from the district, so the first decision is made by the district government, the Office of Housing, Settlement Areas, and Human Settlements. For the decision on the assistance recipients, we cooperate with the Heads of Hamlets to socialize and record who is approximately entitled to this assistance program. The data is collected independently to ensure that the recipient data is accurate and right on target, without relying on the Integrated Social Welfare Data and proposing prospective beneficiaries whom the local government will process. The names of beneficiaries are submitted in a list of proposals which will then be decided in the Regent's Decree (SK)" (Interview on November 9, 2024).

Program implementers play a significant role in successfully implementing the RTLH program. The groups involved, whether from the government, civil society, or the private sector, influence the smooth running of this policy. The interaction between these parties and the shifting interests between them can create complex dynamics. Therefore, the role of the implementer greatly determines the effectiveness of achieving program objectives. Based on the results of interviews with informants, the implementers of the RTLH assistance program in the Kepanjen Sub-district involve two main parties. First, the Malang District Housing, Settlement Areas, and Human Settlements Office is responsible for program implementation. Second, the village government plays a

role in socializing and collecting data on the names of residents who will be proposed to receive assistance. These two parties work together to ensure the program runs smoothly and is on target.

The success of policy implementation depends on the ability to utilize available resources. The RTLH assistance program in Kepanjen Sub-district involves various resources that support its smooth implementation. These resources include the parties that play a role in each program stage. Firstly, the district government provides policy support and budget allocation. Second, the Sub-district Government participates in coordination and monitoring. Third, the Housing, Settlement Areas, and Human Settlements Agency is responsible for technical implementation. Fourth, village officials play a role in socialization and data collection. Fifth, the neighborhood group (RT) and surrounding residents, including the neighbors of the beneficiaries, support the implementation. Finally, the beneficiary families are the main targets of this program. All these parties work together to ensure the success of the program.

The fifth informant stated: "The implementation starts at the district level with facilitators from the Housing, Settlement Areas and Human Settlements Office, then labor that is self-help from the beneficiaries. This can be family or neighbors who work together to help. Village and RT also play a role during socialization and data collection" (Interview on November 9, 2024). The Head of Hamlet also added, "Those involved are human resources from the Housing Office, builders who can be from neighbors who help cooperation" (Interview on November 11, 2024).

The context of the implementation environment includes several important factors, one of which is the role of policy content and public programs that determine the success of policy implementation, according to Merilee S. Grindle's policy implementation model. In this model, implementing actors must be able to understand and consider the environment that can affect policy success. Each party plays a role in implementing the RTLH assistance program according to their responsibilities. The Housing, Settlement, and Human Settlement Agency serves as a facilitator, oversees the use of funds, and ensures targeting accuracy. Village socializes the program and submits proposals, while RT records the residents who need assistance. All parties work by SOPs to avoid conflicts of interest, with independent data collection strategies, community consultation mechanisms, and verification by the agency. Beneficiaries are also involved by providing labor and start-up funds.

The first informant stated, "Everyone plays a role according to their respective portions. Our employees from the Dinas carry out their duties as facilitators and supervise and ensure the program runs smoothly. The use of funds is strictly according to its allocation" (Interview on November 9, 2024). During the implementation of the RTLH program, there was no conflict of interest, where the program implementers worked according to procedures by following existing regulations. In addition, the fifth informant also argued about the program implementation strategy: "The most important strategy is during data collection. So, this RTLH house renovation program is carried out independently. So, the data on residents who need assistance is real, depending on the Integrated Social Welfare Data. Then the second strategy is that the beneficiaries are also involved. They must prepare labor that is self-help. It is free from his family or his neighbors. I think that is an interesting strategy because the assistance can be right on target, and the beneficiaries can also actively participate in the effort" (Interview on November 9, 2024).

The Office of Housing, Settlement Areas, and Human Settlements has the characteristics of a ruling institution responsible for carrying out its duties. It consistently follows applicable standard operating procedures (SOPs) and ensures that existing regulations execute every step of the program. In addition, the village Government also plays an important role in program implementation by demonstrating responsiveness to community needs and carrying out its duties by establishing SOPs. These two institutions collaborate to ensure that the RTLH assistance program is implemented effectively, on target, and by applicable regulations to achieve optimal results for the beneficiaries.

The level of compliance and responsiveness of the RTLH assistance program implementers in the Kepanjen Sub-district is very high. The Housing, Settlement Areas and Human Settlements Office is responsive in following up on any regulations, such as the Perbup, and implementing them according to the applicable provisions. The village government also immediately conducted socialization with its residents after receiving information from the kabupaten, then instructed the RT to collect data on its residents. The data collection was conducted independently to ensure the recipient data was on target and avoid nepotism. The RTLH assistance program can reach the right target by implementing the mechanism according to the procedure. The criteria for beneficiaries include the house's damaged and uninhabitable condition, such as a dangerous roof, rotten walls, or damaged floors. All parties work well to ensure the program runs smoothly.

The implementation of the Rumah Tidak Layak Huni (RTLH) assistance program is supported by several factors conveyed by the first informant, namely: "In my opinion, there are several factors supporting the implementation of the program. First, good cooperation from all related parties from top to bottom. Secondly, there are clear regulations from the center and the regions. Third, there is support from community institutions that participate in providing grants" (Interview on November 9, 2024). In addition, the fifth informant also added: "Supporting factors are clear regulations so that the program can be implemented. The cooperation from related

parties. The sub-districts and neighborhood associations in Kepanjen are also quick to respond, making the work easier. The sense of solidarity among Kepanjen residents is also quite high because they are willing to work together to help their neighbors. Either with labor or providing consumption" (Interview on November 9, 2024).

Factors that support implementing the Uninhabitable House (RTLH) assistance program in Kepanjen Sub-district, Malang District, include cooperation between all related parties, from the top to the bottom. In addition, the existence of clear regulations, both from the central and local governments, is also a major supporting factor. The RTLH assistance program has a clear structure that facilitates its implementation. The agencies and institutions involved perform their duties according to their main tasks and functions. Support from community institutions is also instrumental in the smooth running of the program. The high sense of solidarity among Kepanjen residents, the village's quick response, and the beneficiary's proactive attitude helped smooth the implementation of this program.

Meanwhile, several factors hinder the implementation of the Uninhabitable House (RTLH) assistance program in Kepanjen Sub-district, Malang District, including the complicated and lengthy procedures for distributing assistance, especially those related to funding involving the APBN, APBD, and Special Allocation Fund. In addition, limited funds are a major obstacle, resulting in many poor residents not being covered by the program. The long bureaucratic process also affected the smooth implementation of the RTLH assistance program. Another obstacle was that people experiencing poverty lived on land that was not their own, causing difficulties in implementing the assistance.

This is supported by the fifth informant's statement: "The procedure, that is one of the obstacles. The bureaucracy is quite long when we make the RTLH assistance program. Then the limited funds" (Interview on November 9, 2024). This is also the opinion of the Hamlet Head: "Maybe if it is from the lower residents, it is because some do not have their land, mas. Sometimes, they inherit land with no certificate, and taking care of it takes a long time. That is why sometimes those who need it cannot even be helped" (Interview on November 11, 2024).

3.2. Discussion

The following discusses the research results on implementing the uninhabitable house (RTLH) assistance program. The RTLH alleviation program for low-income people in Kepanjen Sub-district, Malang District, refers to Malang Regent Regulation No. 4/2012. Implementation begins after goals and objectives are set, programs are designed, and funds are allocated to achieve these goals (Prihatin & Wicaksono, 2021). Policy elites are important in shaping policy and institutional outcomes, although contextual factors influence their choices. These unique policy-related circumstances influence the dynamics and processes of decision-making, although they do not necessarily determine the outcome. Therefore, program implementation is strongly influenced by two important dimensions: policy content and policy environment, which also applies to the RTLH assistance program in Kepanjen Sub-district.

Based on the research results, public policy implementation is influenced by various interests of related parties. This research supports the findings of Syaputra et al. (2021), who states that public policies are often based on the interests that exist in their formulation. This policy implementation refers to implementing policies through activities, programs, or actions connected to a particular system. The policy implementation process of the RTLH assistance program in the Kepanjen Sub-district is top-down, where the central and local governments make the policy, then socialize and applied to the target group. Nevertheless, the policy can accommodate the interests of various parties, both the target groups who receive direct benefits and the community as a whole, while still considering individual interests in improving welfare, as is the case with the RTLH house renovation program in Malang District.

The first interest comes from the central government through Law No. 01/2011 on Housing and Settlements, which aims to provide legal certainty in the implementation of housing, support regional planning, and increase the use of natural resources for housing development due to environmental sustainability. The central government also seeks to empower stakeholders and ensure the creation of livable and affordable housing. The second interest comes from the district government, through Perbup No. 4/2012, which distributes grants to the Housing and Human Settlements Agency for the RTLH assistance program to support local government affairs. The third interest concerns residents whose houses are very inadequate and who hope to improve their welfare through the program. This community's self-interest can stimulate creativity and productivity, improving overall economic welfare (Wicaksono & Wicaksono, 2022).

The benefit type dimension was developed to collect information on whether implementing the RTLH assistance program policy can improve the economy of people experiencing poverty, meet family needs, and benefit policymakers. The results support the statement that the benefit type dimension of this program provides long-term benefits for the government and medium to long-term benefits for the recipients (Sintaningrum & Geru, 2011). This research also shows that policy benefits should be greater for policy targets than for the government. The government's job is to provide understanding to target groups so that policy objectives are

maximally achieved. Ignorance of policy benefits can make it difficult to formulate future policies. The benefits of the RTLH program in Kepanjen Sub-district include house rehabilitation, improved welfare, reduced slums, improved health, and reduced social inequality.

Every government policy must be able to provide benefits that are felt not only during its implementation but also in the future to make the target community more independent and have better economic capabilities and spread the benefits to other communities. Policy benefits and costs, both immediate and future, should be measured in terms of symbolic or real effects. The results showed that people experiencing poverty in Kepanjen who received RTLH assistance experienced benefits, such as reduced slums and improved health and living standards. Interviews with the agency and the Head of Hamlet's informants also showed similar benefits. Target groups that receive information about policy benefits are expected to support and take responsibility for program implementation. The success of policy implementation depends not only on the implementers but also on the participation of target groups.

The research results show several desired changes from the RTLH house renovation assistance program for people experiencing poverty in Kepanjen Sub-district, Malang District. Some respondents stated that the expected changes include improved quality of life, living standard, and family comfort. This result supports previous research that shows expectations of increased income and a better life after receiving assistance. However, it is difficult to say that the program has succeeded in improving the welfare of recipients because there is no measuring tool that can assess welfare at the kabupaten/kota level. Some of the desired changes include the elimination of stigma and discrimination against people with low incomes, improved quality of life, reduced social inequality, improved living standards, social health, family comfort, and access to education for children.

The faster and more direct the degree of change the target group feels, the more effective the policy implementation. In the RTLH assistance program in Kepanjen Sub-district, the desired changes include improving the condition of houses that were previously slums, especially before the presence of companies around the community. Poor people with uninhabitable houses are vulnerable to health problems because they do not have basic facilities such as bathrooms or toilets and dirt floors. After receiving the assistance, the beneficiaries stated that their family life has become more comfortable, children can go to school well, and they have more peace of mind at work. Informants from related agencies also hope that these changes include the elimination of stigma and discrimination against people with low incomes, improved quality of life, reduced social inequality, and improved living standards in social and health aspects.

There is an overlap in strategic decision-making related to policy sustainability in the community, which becomes a problem in its implementation in the field. According to Grindle & Thomas (1989), the location of decision-making refers to who has the right and authority to make decisions to implement policies. Diversity and geographical location affect the success of a program. The more homogeneous and closer the decision-making location is to the policy implementation, the higher the probability of success. Conversely, the more diverse or distant the decision-making location, the less likely the success. This policy's final decision maker is the Malang Regency's local government through the Regent's Decree (SK). The Malang District Housing, Settlement Areas, and Human Settlements Office socializes the program, followed up by the village government and socialized to residents, then provides a list of proposals that are decided in the Regent's Decree.

Several pieces of information were obtained from interviews with several community members. Firstly, the community was never consulted by the local government or the combined district government about the plan to provide the RTLH assistance program. Political decisions or policies come from above, and the decision-making process is crucial for implementing this policy. Secondly, the sub-district and village governments remain responsible for socializing the program to the community. Thirdly, the RT collects data on residents in need, a community meeting is held, and then the village proposes names. The results of this study support previous research (Syaputra et al., 2021), which shows that community leaders such as the heads of Neighborhood Group(RT)/Community Group (RW) play a role in data collection because they know the condition of the houses and the economy of their residents. The final decision on who will receive the assistance remains in the hands of the Regency government through the Regent's Decree (SK).

The policy transfer process at each implementor level affects policy implementation. This process occurs from higher to lower levels, including delivering information related to implementation, who does what, who is responsible, and the policy's main objectives (Asterix et al., 2021). Based on interviews with informants, the implementers of the RTLH assistance program in Kepanjen Sub-district are the Malang District Housing, Settlement Areas, and Human Settlements Office, as well as the Village or Urban Village Government, whose task is to socialize and record the names of those to be proposed. Policy implementers need to monitor implementation because the community continuously has various limitations, one of which is a low level of education, which affects their responsiveness to policies and solutions (Prihatin & Wicaksono, 2021).

Policy implementation affects the interests of other parties affected by the policy objectives, especially related to regulations that can affect certain parties with power. This often leads to policy-making negotiations

between the government and these parties. Weak implementor responses can affect policy implementation (Asterix et al., 2021). Based on interviews, the implementation of the RTLH assistance program in Kepanjen Sub-district involves various resources, namely: district government, sub-district government, Housing, Settlement and Human Settlement Agency, village officials, neighborhood group (RT), residents, and beneficiary families. This result supports previous research, which shows that policy implementation is related to factors such as resources, intergovernmental relations, and the actors' strategies. All parties play their roles according to their duties, without conflict of interest.

The strategy implemented in the RTLH assistance program in the Kepanjen Sub-district involves independent data collection of uninhabitable houses to ensure the right target. Determinations and proposals are made through community meetings and program socialization. The facilitator ensures that the work is up to standard and selects a building shop that has been working together. The process is followed by cross-checking and reimbursement by verification from the Dinas and evaluation. Beneficiaries must be proactive, prepare labor, and provide start-up funds. The program involves many parties working together in policy implementation, from the district to the grassroots. Horizontal cooperation between organizations and hierarchical accountability is essential for success (Asterix et al., 2021). Effective implementation requires optimal utilization of human resources (Prasetyo, 2021).

The results show that during the RTLH program implementation process, the Housing, Settlement Areas, and Human Settlements Office was responsible for carrying out its duties per the SOPs and applicable regulations. This result supports previous research, which suggests that formalization is related to the use of rules in the organization. These rules become organizational techniques that regulate behavior, including how, when, and by whom tasks must be performed (Alfia, 2016). Formalizing these rules clarifies the division of work and facilitates coordination channels so that policy implementation can be implemented properly. The agency has its own rules governing the duties and functions of employees, which not only facilitate coordination but also clarify the path of handling problems so that the accountability of activities is clear and program objectives can be achieved.

In this study, the level of compliance and responsiveness indicator received the most responses, which was in line with the number of questions asked to cross-check to ensure data validity. The Housing, Settlement Areas, and Human Settlements Agency showed quick responsiveness by complying with existing regulations once there was a regent regulation. Village immediately conducted socialization after receiving information from the sub-district and instructed the neighborhood group (RT) to record their residents. If implementers at all levels carry out the mechanism according to the procedure, the RTLH assistance program will be well-targeted. Data collection was conducted independently to ensure the accuracy of the recipient data. All mechanisms are carried out well, without any nepotism. The criteria for beneficiaries include dangerous house conditions, inadequate flooring, and lack of sanitation facilities. The program runs smoothly because all parties carry out their duties well.

Policy implementation must be carried out through clearly detailed programs and activities by Grindle's model. The implementation begins when goals and objectives are set, programs are designed, and funds are allocated to achieve them. Although this model is easy to understand, its implementation requires deep thinking and sufficient time to detail operational guidelines for implementers in the field. The success of policy implementation largely depends on the level of policy implementability, which includes the policy content and the implementation context related to policy formulation. The target group, the RTLH beneficiaries, plays an important role in program implementation. The indicators of compliance and responsiveness are of major concern as they show positive responses from the community and related parties, indicating the great benefits obtained from the RTLH assistance program.

Policy implementation is a series of activities by the government and related parties to achieve the objectives set out in the policy. While the government and public administrators are committed to supporting implementation, it is important to identify the factors that support the process. Based on interviews with informants, we identified several factors supporting implementing the RTLH assistance program in the Kepanjen Sub-district, including good cooperation between all relevant parties, clear regulations from the central and local governments, and clarity of the RTLH assistance program. Departments and institutions carry out their duties according to their main tasks and functions, supported by community institutions and the high solidarity of Kepanjen residents. The village responded quickly, while the beneficiaries also showed proactivity in this process.

Cooperation between all parties is the main supporting factor in implementing the RTLH assistance program. This result aligns with Safitri's (2022) research that emphasizes the importance of cooperation between the government, the private sector, and the community to achieve policy implementation optimization. Prasetyo (2021) also stated that cooperation from various groups, especially interested parties, is needed to support and know the results that will be obtained. Collaboration between the government and social organizations is important in achieving social goals and accelerating innovation towards a sustainable future. In addition, clear regulations from the central and local governments support implementing the RTLH program, as effective

regulations are an important tool for developing the economy, protecting the environment, and improving people's lives.

Another supporting factor in implementing the RTLH assistance program is the implementation of tasks by the main tasks and functions of relevant agencies and institutions, such as the Housing, Settlement and Human Settlement Agency, sub-district, village administration, and RT. All parties work well together so the program can run smoothly. Some institutions and organizations involved in the program are autonomous but depend on each other to make the assistance program successful (University of Pretoria, 1996). The high social solidarity among residents is also important, as it can strengthen social-ecological resilience. The collective identity that emerges among Kepanjen residents encourages them to help, such as volunteering their time, energy, and food for beneficiaries, thus facilitating the implementation of the RTLH program.

The quick response of the village government is a key enabler for the successful implementation of the RTLH assistance program in the Kepanjen Sub-district. Village governments are important in ensuring residents can access basic services and encouraging providers to deliver quality services, especially for the poor and vulnerable. In this RTLH assistance program, the village responded quickly to their superior agency's instructions so the program could be implemented well. In addition, proactive participation from beneficiaries was also a supporting factor. Residents who met the requirements, provided initial funds, and sought labor to construct the houses demonstrated the active involvement needed to ensure the program's success. Structured synergy and coordination between officers, stakeholders, and the poor is essential to achieve significant impact.

Poverty has been a major development focus in many countries and is a significant global challenge (Ruja et al., 2024). Poverty reduction programs, including housing assistance for the poor with uninhabitable houses, are part of the Sustainable Development Goals (SDGs) to create a better and sustainable future (Nugroho et al., 2021). Despite various efforts, implementing the RTLH assistance program in the Kepanjen Sub-district still faces several obstacles. Based on the interviews, the main inhibiting factors include the complicated and lengthy assistance distribution procedures, especially the funding issues involving the APBN, APBD, and the Special Allocation Fund. In addition, limited funds, a long bureaucracy, and the large number of poor people living on non-owned land also complicate the implementation of this program.

Public policy implementation often leads to lower-than-expected revenue, poor service quality, and failure to achieve set goals (Nugroho et al., 2021). Long implementation chains, deviations from policy strategies, and high levels of bureaucratic discretion can cause implementation problems. Ignorance, opposition, and non-compliance of target groups also contribute to policy failure. The main obstacles to the RTLH assistance program in the Kepanjen Sub-district are the complicated and lengthy bureaucracy and the lack of funding. Funding is limited to the APBD and a few other sources, while the number of uninhabitable houses reaching 435 far exceeds the available funds. This resulted in only a few residents being able to receive assistance.

4. Conclusion

Based on the research on the implementation of the Uninhabitable House (RTLH) assistance program in Kepanjen Sub-district, Malang Regency, this program has been implemented by Malang Regent Regulation on Guidelines for the Implementation of Grant Expenditure and Social Assistance Expenditure. The program provides benefits in the form of improved housing quality, social conditions, and health, as well as improving community welfare, reducing slums, and reducing social inequality. The village and neighborhood group (RT) governments collect data on residents in need through community meetings, with the final decision on beneficiaries determined by the Malang Regency government through a Regent Decree. The program implementation went smoothly because all parties involved carried out their duties using the applicable mechanisms, supported by compliance, high responsiveness, and positive resident responses.

Factors supporting implementing the RTLH assistance program in Kepanjen Sub-district include good cooperation between related parties at the central and local levels, clear regulations, and a well-structured assistance program. The agencies and institutions involved carry out their duties according to their main tasks and functions, with support from community institutions and high solidarity among Kepanjen residents. Villages respond quickly to residents' needs, while beneficiaries proactively support program implementation. However, there are inhibiting factors, such as complicated and time-consuming procedures for distributing assistance, especially funding from the APBN, APBD, and the Special Allocation Fund. The limited funds mean that many poor residents have not been reached, and the long bureaucracy and land status that does not belong to the recipients are also obstacles.

Based on the above conclusions, several suggestions can be made: first, regulations must be simplified. Too many complicated and overlapping regulations will only complicate the program implementation process. Second, poverty alleviation in Indonesia must remain a priority in every era of government, with various programs rolled out, including the RTLH assistance program for people experiencing poverty. To reach more

people, the government should increase the allocation of funds for this poverty alleviation program. Increased funding will help speed up the program's implementation and ensure that more low-income families receive the assistance needed to improve their quality of life.

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