

Research Article

Social Policy for Decent Housing Assistance for Low-Income Households in Gorontalo City

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Abstract.

The Livable Housing Program, also known as Mahyani, is a government initiative designed to assist low-income households (referred to as RTM) who own properties that do not fulfil the required standards for habitation. The primary objective of the Livable Housing Program is to implement a housing framework that enhances the quality of living for the community, hence fostering improved comfort and well-being. Furthermore, the provision of habitable homes enables the community to contemplate the expansion of their entrepreneurial pursuits. The primary aims of this study are to gain insights into the process of formulating the Livable Housing Program by the local government of Gorontalo City, Indonesia, assess the level of community involvement in the program's development and implementation, and examine the response of the community (as beneficiaries) towards the Livable Housing Program initiated by the Gorontalo City government. This study utilizes a qualitative technique, specifically employing a policy analysis approach, and adopts a descriptive strategy to investigate the research question. The data gathering methodologies employed in this study encompass observation, interviews, and document analysis specifically pertaining to the program. The research findings suggest that the execution of the Mahyani home building program is currently facing operational challenges. These include the significant delays encountered in the distribution of building supplies and the situation where some beneficiaries are still awaiting assistance, albeit with hopeful expectations of receiving it in due course. The replies from the beneficiaries indicate that they perceive the advantages of the Livable Housing Program implemented by the local government. With the provision of housing support, individuals are now able to inhabit their residences, notwithstanding any discrepancies between the building and their original expectations.

Keywords: livable housing, policy, Gorontalo

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Published 16 May 2025

Publishing services provided by
Knowledge E

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Selection and Peer-review under the responsibility of the ICORSIA 2024 Conference Committee.



1. Introduction

Gorontalo City is the capital of Gorontalo Province. Geographically, it has an area of 79.59 km² or 0.71 per cent of the area of Gorontalo Province. Gorontalo City is divided into 9 sub-districts, consisting of 50 villages. The sub-district with the largest area is Kota Barat sub-district. Astronomically, Gorontalo City is located between 00 28' 17' - 00 35' 36' North latitude, and 122 05' 44' - 123 05' 59' East Longitude. The population growth rate per year 2010-2020 is 0.95. with a population density of 2,494.52 inhabitants/km². The number of poor people in Gorontalo City in 2020 was 11.09 thousand people, with a percentage of 5.59%. (BPS Gorontalo City, 2020). Poverty is a condition where a person does not have the ability to fulfil their basic needs, such as shelter, food, clothing, proper health, and education. Poverty is defined as the inability of individuals to fulfil the minimum basic needs for a decent life (BPS and Ministry of Social Affairs, 2002). Poverty is a problem that exists throughout the country and is very important to overcome. To overcome the problem of poverty, it must be done by all parties, both the government, groups concerned with poverty problems, and the community itself. Poverty is something that really determines whether a country will progress or not. According to BPS and the Ministry of Social Affairs (Nurhadi, 2007) poverty is defined as an individual's inability to fulfill the minimum basic needs for a decent life.

Various efforts have been made by the government to fulfil the housing needs of poor families, namely by expanding access to housing and settlement services that are healthy and livable for the poor. According to the Central Bureau of Statistics (BPS), the number of poor people in Indonesia has decreased within five years, namely in 2007 the number of poor people was 37.17 million people (16.58% of the total population) decreased by 3.48% so that in 2011 the poor population was 29.89 million people (12.36%). The average decrease in the number of poor people each year was 0.69%. The phenomenon of poverty in Indonesia according to Mujiyadi, 2007 in Mari Ismowati, et.al 2018 is the result of four main factors, including: Lack of opportunity; Low ability; Lack of participation, and Lack of social security. Various national development activities have been carried out by the government to promote public welfare in accordance with the objectives of the state.

The role of the government in providing infrastructure ecognient and well-targeted policies for the functioning of the affordable housing system must be carried out, and for those who are very poor, the government must provide subsidies for development. This is a consequence of the state ecognizing housing as a basic need (Jo Santoso,

et.al.2002). how vulnerable the social problems that will arise in society will be if the need for livable housing cannot be addressed. Therefore, there needs to be attention from the government regarding uninhabitable houses. The government is responsible for protecting the entire Indonesian nation through providing livable housing. This needs to be done so that people are able to live and live in a decent and affordable house in a house that is healthy, safe and harmonious. So that it is able to guarantee environmental sustainability, in line with the spirit of democracy, regional autonomy, and creating a prosperous society. Various research on housing problems, suggests that housing problems cannot be solved completely, there must be regular reviews of housing policies, housing policy finances, encouragement of the use of local materials, as well as providing low-cost housing in urban and rural areas. The role of the private sector is needed in this housing problem for low income groups (LIG) (Abdullahi 2011)

The government's programme to alleviate poverty is through a housing assistance programme for the poor. One of the regions that supports the housing assistance programme is Gorontalo City, Gorontalo Province. The regulation that regulates to have a livable house (Mahyani) is regulated in the 1945 Constitution Article 28 H of the fourth amendment, explained that 'Home is one of the basic rights of every Indonesian, so every citizen has the right to live and get a good and healthy environment. The purpose of the Mahyani programme or the house renovation programme is to strengthen the housing system for the community in an effort to improve a comfortable life for the community. In addition, with the Mahyani programme, people can think about how to expand their business. The local government has initiated a programme to refurbish uninhabitable houses for the poor to help the poor have a decent livelihood.

2. Literature Review

Many studies on poverty alleviation to create prosperity in Indonesia have been carried out previously. The results of this study discuss government policy in the house renovation program for the poor. For this reason, the researcher wants to study the implementation of social policy towards the house renovation program implemented by the government, in this case it has never been studied carefully before in Gorontalo Province.

Research that has been carried out includes: (Tauchid Komara Yuda,2017) with research entitled Governing Alternative Resources for Social Policy: A Welfare Political Challenges on Mixed-Welfare Arrangements, concluding that the Self-Help Home

Renovation Program can bridge the gap between the state and society in understanding preferences welfare schemes through clear and simple policy design. The results of the research are: first, instead of being a provider, the government's position only acts as a facilitator and regulator in order to develop cooperation between various sectors to address social opportunities and problems through partnerships between government, community institutions and the corporate sector, then linking it with donors and beneficiaries. Second, to operate the program, Hasto applies the concept of governance as his policy strategy. This can be identified from how the government uses the Gentong Rembes Movement to give the impression that the program is an authentic citizen initiative, thereby encouraging citizen participation to get involved. Third, the authority to determine beneficiaries is transferred to the community itself through informal consensus mechanisms (deliberation) at the grassroots level. In this way, horizontal conflict can be prevented and social capital can be maintained at the same time.

According to (Adi Fajar Nugraha, 2014) with research entitled Implementation of the Social Rehabilitation Program for Uninhabitable Houses (RS-RTLH) in Serang City. The research results show that the implementation of the Social Rehabilitation Program for Uninhabitable Houses (RS-RTLH) in Serang City has not run optimally. This can be seen from the incomplete involvement of parties related to the RS-RTLH program as implementers, there are still some implementers whose understanding is limited, and the RS-RTLH program's socialization has not yet reached the community. The researcher provides suggestions regarding this research, namely improving coordination and cooperation between parties involved in the RS-RTLH program, there needs to be increased insight from the implementers, and the Serang City Social Service must be involved directly in providing outreach in each Neighborhood Unit (RT).

In accordance with the 1945 Constitution, the goal of the Indonesian people in establishing the Republic of Indonesia in achieving independence is the form of a material and immaterial prosperous life, the development of the Indonesian nation as a whole, which ultimately is the welfare of the people/society, namely the provision of a place to live/home. A residence is basically a place for humans or families to live their lives. Implementation of regional government policies in the Mahyani program is a process of implementing the Mahyani program which has been decided by the regional government to help poor communities in developing Mahyani as well as to overcome the problem of poverty in the region. Then, the implementation of the Mahyani program policy in Gorontalo Province is still ongoing.

3. Research Methodology

This research was conducted from April 2021 to July 2021 with the research location being Gorontalo City. In this research, the research method used is qualitative research. The purpose of qualitative research is that researchers seek data by analysing in a structured manner based on real phenomena in the field and through observations made by researchers, through interviews, observations, utilization of documents. Interviews will be conducted with selected informants based on observations that have been made.

Primary data sources are data collected through the first party, usually through interviews, traces and others. Data sources will be collected through observation and in-depth interviews as well as selecting informants who can be asked for information, namely: to people who receive mahyani assistance. Secondary data is data obtained by conducting a search of some library materials and literature relevant to the problem to be studied such as: books, journals, and articles related to the problem under study.

For secondary data used such as: Gorontalo pocket book in numbers, housing data from the Public Housing and Settlement Area Office of Gorontalo Province and City, data published in Gorontalo City public relations online media, and data from daily print media. Data analysis technique used in this research is descriptive qualitative analysis by describing clearly and deeply. It consists of several stages, namely data validity, data triangulation, transcribing data, classifying data, interpreting data.

4. Research Result and Discussion

4.1. Affordable housing programme

The Livable Housing Program(RLH) is one of the efforts made by the local government to tackle the problem of poverty for its people. This programme originated from the community's request for assistance to the government to renovate houses inhabited by poor households. The mechanism for the implementation of the house renovation programme starts with the local neighbourhood association (RT/RW) submitting it to the village head (Lurah). The Lurah then submits a proposal to the local government regarding residents who are entitled to receive funds for the livable house programme.

The Gorontalo City Government coordinates with the Gorontalo Provincial Government and the Provincial PRKP Office. Where the implementer of the Livable Housing Programme to determine the work of an infrastructure, the Gorontalo City PRKP Office

determines that livable houses are built by the implementer, whether it is a contractor or the community and all of that has its rules and the development or implementation of the Livable Housing Program in Gorontalo, is indeed carried out in synergy, which also involves TNI personnel. The process of building a decent house programme by the Gorontalo Provincial Government is seen from the needs of the community and also looks at the existing budget.

The construction of livable houses if the budget is more than 200 million means that this Livable Housing Program must be carried out by an auction process, and if the construction of livable houses is carried out below 200 million means that the City Housing and Settlement Area Office directly appoints who will work on the construction of this livable house. Because it is known that the budget is billions, so the construction of livable houses must be auctioned. If then there is a policy that it will be carried out by for example a community group, so if it is carried out by a community group, it is automatically the group from the community that determines it. For example, in *kelurahan X* for the Gorontalo City area, the community group decides, the point is that the implementer has the ability and for community groups such as LPM that are already legal entities and already have an organisational structure, after that the implementer can build decent houses and just wait for how the PA (Budget User) submits the budget for construction to the implementer.

After the construction of livable houses (RLH) is completed, the city Public Housing and Settlement Area Office (Dinas PRKP) conducts a coordination meeting with the regional head, to get the budget it needs coordination. The coordination of the Gorontalo City PRKP Office itself with the regional head for the Livable Housing Programme about the progress report of the regional head, the regional head does this to see how the monthly progress is called e-money for evaluation meetings every month, then the thing that is asked directly by the regional head is how many percent has been built from the target. If the monthly target is not achieved, then the regional head will provide a submission related to the construction of the RLH so that the construction is even faster and evaluate what obstacles occur in the construction of the RLH and this must be found a solution so that the construction of the RLH can run well.

The regional head plays a very important role in the implementation of the RLH to provide a budget to the Provincial Public Housing and Settlement Areas Office (Dinas PRKP), make it easier to issue a Governor's Decree, and of course oversee the implementation of the RLH development. Legal justification from the provincial government for assistance must be a Governor's Decree (SK), because a job that is

not issued by a governor's decree, then the implementation of the RLH programme cannot be carried out. The RLH programme is very fast and easy to take action in its implementation by the regional head, because the name of the social assistance the regional head is very quick to approve it compared to things that do not at all prosper the community, therefore the provincial PRKP Office was ordered to immediately make a decree.

After the issuance of the Decree (SK) is carried out by the City PRKP Office, then the City PRKP Office coordinates with the sub-district government to send a letter to the sub-district head that the Gorontalo City government will carry out the construction of RLH in several names attached, and this must be forwarded to the city PRKP Office to be given a draft SK. With the draft SK given to the city government, so it can be known how many must be built by the city government in the sub-district area, then for the construction of RLH must also be known by the village government must also be given a SK, so that the village government can help supervise the construction of RLH

After coordination with the sub-district and village governments, the Gorontalo City PRKP Office decides with whom the work will be carried out (whether it will be built by itself, with a provider or with other agencies), in this case the TNI, or with community groups, and this depends on the policy taken. However, to date, the City PRKP Office is still cooperating in the construction of the RLH with the TNI under type 2 self-management. There are four types of *swakelola*: type 1 *swakelola* is self-managed by the city PRKP Office, because the budget is also in the city PRKP Office, so the city PRKP Office has the right to do the work itself. *Swakelola* type 2 means that the city PRKP Office appoints another agency, in this case the city PRKP Office chose the TNI. If, for example, the city PRKP Office has research work, it means that *swakelola* is suitable for that with universities/academics and not possibly with the TNI. *Swakelola* type 3 collaborates with community organisations such as Non-Governmental Organisations (NGOs), and *swakelola* type 4 collaborates with community groups such as the Community Empowerment Agency (LPM) in the *kelurahan*.

After the construction of the RLH is completed, the Gorontalo City PRKP Office then makes a report on the results of the implementation evaluation which is carried out every 3 months. The sub-district government does not pay attention to determining who is entitled to receive RLH assistance, because according to information from RLH assistance recipients, there are people who should get RLH but the *kelurahan* government only records them as recipients of self-help housing stimulant assistance (BSPS). Therefore, the beneficiaries want the Public Housing and Settlement Area

Agency (Dinas PRKP Kota Gorontalo). According to Tauhid Komara Yuda, 2017 that the Home Improvement Programme by looking at the position of the government which only acts as a facilitator and regulator in order to develop cooperation between various sectors to address social opportunities and problems through partnerships from various sectors, how to operate the programme by applying the concept of governance as its policy strategy, and see how the authority over the determination of beneficiaries is left to the community itself through informal consensus mechanisms (*musyawarah*) at the grassroots level.

4.2. Community Contribution in Programme Formulation and Implementation

Community participation in the implementation of the programme is very helpful because they as recipients are greatly assisted and keep the construction of this house running smoothly because the community's self-help helps. Helping is also not forced, especially since this is only social assistance so they are very helpful.

The participation of the surrounding community in the preparation of the implementation of the *Rumah Layak Huni* (RLH) programme is very large, but the *kelurahan* that accommodates this contribution is not wholeheartedly, here it can be seen that they are favouritism. Especially with the existence of the Community Empowerment Agency (LPM) in the *kelurahan*, there have also been incidents of providing assistance to the LPM and being given five hundred thousand rupiah. This is one of the actions that is not good, because I am just an ordinary citizen who is silent. This cannot be said either, later they will say I am jealous of their position. I am a community member who likes to liberate the needs of the poor, but when I am about to make a move, there will be those who track me from behind

The village government contributes so that they get this Rumah Layak Huni (RLH) assistance directly from the social service, before that there is data collection then the social service will determine the potential recipients of the livable house assistance. Then the *kelurahan* told us that we got the assistance so we contacted the *kelurahan* because if we just asked for money, we would spend it but the *kelurahan* did not allow it. At that time, 3 people received RLH, where each person received Rp. 25,000,000 but this money only reached the *kelurahan*, later the village would procure the materials because the *kelurahan* said that if it was given in the form of money there would be

no house construction. Because of this experience, they gave money to the beneficiaries, but they did not build, only bought other goods and finally the house remained unchanged.

There is no contribution from the *kelurahan* government to the RLH assistance, if the *kelurahan* government shows favouritism in the provision of RLH assistance. Many people show favouritism because their families are prioritised, while ordinary people who do not want to know anything are left alone. The government contributes so that they get this RLH assistance in the form of information and prospective recipients are immediately recorded to get help because they are entitled to this RLH assistance. Furthermore, the *kelurahan* government contributes so that prospective recipients get this RLH assistance and the Head of the RT only records who gets assistance. Then from the RT head, it is submitted to the *kelurahan*, and the *kelurahan* will propose it to sub-district.

The process of preparing the RLH programme by the Gorontalo City Government is that the process must be included in the development plan, then in the law sometimes the process is included in the housing section, because the preparation is included in the central reduction. The 2014 local government law made it so that each city has its own authority, and each province has its own authority. The authority of the city's PRKP Office is the development of livable housing infrastructure, this is the basis, one of the main bases then proposed to the strategic plan for the next 5 years through the RPJMD, we propose the target for each year, how many are specific in the regional work plan and it will be discussed by the agency with the TAPD technical team. The formation of development planning for the emergence of the Budget Work Plan (RKA) for each agency has a process, from the process of developing the strategic plan, what is the law on public housing, the authority is that we suddenly design a development programme with a hospital, it is not in our authority, so we cannot deviate from the law. According to Karniawati (2011), policies are actions or decisions made by the government, where these actions or decisions have an influence on society. (Karniawati, 2011)

The preparation process for the decent housing programme by the Gorontalo City Government looks at the needs and then looks at the existing budget. So usually the preparation process is a lot and may or may not depend on the budget. For Gorontalo City, the budget is very small, because 20% is already for the education budget, 10% for health, plus 40% for apparatus spending. So 70% of the budget has been used, leaving 30% for housing and other sectors.

The purpose of the implementation or implementation of the Livable House (RLH) program from the PRKP Office is to realise government programs, for example, this year's program is 500, so 500 must be realised and in accordance with the plan and in accordance with the rules set by the planning team. Anderson (2000)

reviews public policy from the actions of actors in solving problems, as in the following statement: one direction of action that has a certain direction, which is carried out by an actor or group of actors in overcoming problems. Haerana (2016) says that policy is a decision originating from a person, group of people or government with an interest in which the content of the decision concerns a series of activities that are interconnected with each other and are intended to achieve certain goals.

4.3. Reaction of Community Beneficiaries to the Affordable Housing Programme

The reaction of beneficiaries to the RLH programme created by the city government is that many people react to the beneficiaries, because these beneficiaries receive assistance for their own struggles. The *kelurahan* always opposed the beneficiaries, but the beneficiaries did not care about the villages. Another reaction from the beneficiaries is that the beneficiaries feel grateful because they have received this RLH assistance, but what is very disappointing for the recipients of this RLH assistance is that the funds spent and the materials received are not optimal, therefore the recipients must have their own costs to support the construction of their house so that everything can be completed.

The beneficiaries said that the RLH programme created by the Gorontalo City government can be seen as a benefit, with the house assistance they have been able to occupy the house even though the construction is not as desired by the beneficiaries. Because if there is no assistance from the city government, then their condition will be very bad with various health problems. The assistance provided by the government to the beneficiaries still has shortcomings, such as what was conveyed by the beneficiaries that the provision of these materials is mostly materials provided such as materials that are lacking. Therefore, this is what the city government needs to know in the distribution of materials.

Another response regarding the RLH programme from the Gorontalo City Government as a policy maker is that the provision of this assistance is very supportive and good, where the assistance is carried out and the work on the house is carried out until

it is completed, because if the work is not completed then the beneficiary must return the assistance that has been given.

In addition, the information obtained by the beneficiaries regarding the existence of RLH assistance from the Gorontalo City Government was known through the radio, from hearing information from the radio, the beneficiaries then looked for the source of the information from whom and then entered the file to the source of the information. The documents included a family card, *jamkesmas*, land certificate, all of which were provided in the form of photocopies. Within three days of submitting the documents, the beneficiary's house was surveyed.

The recipient of the assistance gave a reaction to the existence of livable house assistance saying that in the past the recipient's house was very slum, the recognition of the recipient of the assistance that his house if touched with a finger would penetrate out and the walls were very rotten. In the past, the *kelurahan* had touched the slum houses but in the end many were corrupted, only the roof was replaced, then the floor and walls were not replaced. Therefore, the beneficiaries were very disappointed with the village government, so they went directly to the provincial government to coordinate so that they could get assistance. Another beneficiary said that there is a poor community's house that should be helped to get a mahyani (livable house), but this community only received BSPS (Bantuan Stimulan Perumahan Swadaya) assistance. This BSPS is known to be only for house rehabilitation assistance, so the house of this community was not completed because the assistance provided was not enough to build a decent house. Currently the house cannot be lived in because the floor has not been cast and other parts have not been completed, and the land of this house is only given by his family. Another study was conducted by Cita Fauziatul Akmala (2017) in Rizky Ahmad, et.al 2017, entitled Implementation of the Family Hope Programme in Kranggan Village, Kranggan District, Temanggung Regency. The research method used is Qualitative Descriptive and uses the Theory of Policy Implementation from Charles O'Jones. The results of the study went smoothly but there were several obstacles, one of which was that the assistance was still not on target.

Receiving aid has a mechanism or flow to obtain disbursement of funds, the funds provided no longer exist but are only in the form of materials that will be provided. However, there are several conditions that must be submitted, including having to have your own land certificate and other equipment in the form of an ID card and family card. The mechanism or flow for obtaining disbursement of funds as stated by aid recipients is that they are unable to build a house on their own, so they are assisted

by the government, and even then aid recipients must provide their own self-help to supplement the assistance provided by the city government, possibly with funds provided by the government the province does not have enough to build these livable houses. The assistance provided is 80% for the purchase of materials and 20% for workers' wages and recipients of the assistance also provide their own self-help to supplement the purchase of missing materials.

After providing assistance, there is a change in the abilities of the recipient of the assistance. Changes in the abilities of the aid recipients themselves before or after receiving the program have been very good with the assistance of livable housing. Because the house of the recipient of this aid is already habitable and the recipient of this aid has even taken it upon himself to enlarge his house even though he is on his own. With this RLH assistance, all aid recipient families no longer think about the condition of their homes as before, and the welfare of the aid recipient families has increased.

The livable housing assistance that is provided also has difficulties in receiving assistance. The difficulty experienced by aid recipients in obtaining this program is that the distribution of materials takes a very long time, after one material is finished, one waits for another material to be sent again, so this becomes an obstacle for distribution of aid means that the materials are not distributed all at once but are sent in stages.

The assistance provided for livable housing raises hope from the aid recipients. The aid recipients hope that in the years to come, people who have not received assistance will be able to receive livable housing assistance. The recipient of the aid also said that the recipient could get more assistance to continue the unfinished work, for the construction of a terrace, kitchen, bathroom and toilet

Another hope from aid recipients is that in the future for the habitable housing (RLH) program from the Gorontalo City government, the supervision and implementation of RLH will be supervised directly by the relevant Gorontalo City Department, and not handed over to the sub-districts because the sub-districts commit many irregularities. Midiansyah (2011), in his research entitled Evaluation Study of the Utilization of Grants and Social Assistance Funds in Tarakan City. This researcher said "The central government and/or regional governments have the right to carry out financial audits on every recipient of grant aid and social assistance with the aim of ensuring accountability for the use of state money. Central Government and/or Regional Government Supervisory Bodies as well as by Public Accounting Firms (KAP) appointed by the Government. If the

number of aid recipients is too large and it is not possible to audit all recipients, then a financial audit must be carried out at most at least 10% (ten percent) of all aid recipients who have sent randomly selected budget realization reports in each district/city area.

Furthermore, in providing aid, there are aid recipients who want the aid to be given in the form of materials and there are also aid recipients who want the aid to be given in the form of money. Because it is known that from these two options there are things that are not desired by aid recipients and the government needs to pay attention to them regarding providing aid in the form of materials and providing aid in the form of money. Another recipient of aid said that it was good that the government's aid was in the form of money, but the government itself had provided aid in the form of materials. So the aid recipients just accept it, because the aid recipients say this aid cannot be cashed in but only given in the form of materials, and even then all the materials come from the government. Because if the aid is in the form of money, the aid recipient can buy better quality materials. Most of the materials given are not enough.

5. Conclusion

From the research results, it can be concluded that the process of preparing the Livable Homes (RLH) program is: budgeting, verification and validation of prospective recipients, determination of recipient decrees, socialization, and house construction. The community contribution in implementing the program is that there is no community contribution because it is always blocked by the sub-district government, because the community receiving aid wants to help other poor people to get assistance, it is always tracked by the sub-district government.

The reaction of the community receiving aid to the RLH program created by the Gorontalo city government, is that in the RLH program created by the Gorontalo City government the benefits can be seen, by being given housing assistance they can now occupy their house even though the construction is not yet as desired by the aid recipients.

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