

## IMPLEMENTATION OF RENT-TO-OWN FLATS MANAGEMENT AT NGELOM RENTAL FLATS, SIDOARJO REGENCY

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### Abstract

This study aims to analyze the implementation of rental flats in the Ngelom simple rental flats (rusunawa), Sidoarjo Regency using the Van Meter and Van Horn policy implementation model. This study was motivated by various problems such as payment arrears, violations of rules by residents, and lack of resources that hinder optimal management of rusunawa. The research method used is descriptive qualitative, with data obtained through interviews, observations, and documentation. The analysis was carried out based on six indicators in the Van Meter and Van Horn model, namely (1) policy standards and targets, (2) resources, (3) inter-organizational communication, (4) implementor tendencies, (5) character of implementing agents, (6) social, economic, and political conditions. The results of the study indicate that although the management policy has clear standards and objectives, its implementation still faces various obstacles. Lack of staff and financial resources are the main obstacles, while the social conditions of residents who are less disciplined worsen the situation. On the other hand, communication between organizations is going well, although the tendencies and characters of implementers still need to be improved. From the results of the study it can be concluded that the implementation of the Ngelom Rusunawa management has not been carried out optimally.

**Keywords:** Flats, Implementation, Management.

### A. INTRODUCTION

Every individual has their own needs. But there is a need, namely primary or basic needs which must be met first by every individual in the world compared to other needs. Housing is one of these primary needs. Housing is a basic need for every human being which is also very influential in the formation of the nation's personality (Pramesta et al., 2024). The population in Indonesia has increased every year. In the last ten years, population data in Indonesia can be seen as follows;



Figure 1 Indonesian Population Data  
Source: BPS 2024 (processed data)

Basically, living prosperously by having a habitable place to live is a right for all citizens, this is in accordance with what is stated in the Constitution, Article 28H paragraph 1. The population in Indonesia which always increases every year can cause a problem, because the increasing population means that practically the demand for habitable housing also increases. Therefore, the government must prioritize the problem of the availability of habitable housing as a basic need for its population. According to BPS, habitable housing must meet four criteria, namely (1) must have an area of at least 7.2 m<sup>2</sup> per capita; (2) the residence has adequate building resistance; (3) has a connection to proper drinking water; (4) has a connection to proper sanitation. However, the reality is that currently in Indonesia the availability of habitable housing is still not met by all people, especially for low-income people (MBR). Data shows that only 65.25% of households (society) have habitable housing in 2024 BPS. This shows that there are still around 97.9 million people in Indonesia who do not have a decent place to live.

The lack of access to decent housing dominated by MBR is due to the high cost of having a decent place to live. Lack of land is also a major factor in the high cost of decent housing for the entire population. According to Biryukov et.al in (Qodriya & Megawati, 2024) people will justify any means to be able to meet their housing needs, such as building houses in inappropriate places, resulting in slums and illegal settlement areas.

To respond to this problem, the government issued a policy in the form of the One Million Houses Program (PSR) in 2015. This program is intended to meet the need for decent housing which always increases every year and to reduce the number of people who do not have their own homes (backlog). Reported from the official Instagram of the PUPR Ministry in (Maharani & Alexander, 2024) the PSR target in 2024 is 1,042,738 housing units and as of July, 617,622 housing units have been built or 59.23% have been realized. A total of 9,824,001 housing units have been built as of July 2024 since this program was issued in 2015 (Maharani & Alexander, 2024). This shows how seriously the government is responding to the problem related to the availability of habitable housing.

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One type of house built in PSR is in the form of flats. Flats themselves have four types, namely public flats, flats, special flats, commercial flats, and state flats (Zachman, 2020). For public flats themselves, they are still divided into 2 types, namely simple freehold flats (rusunami) and simple rental flats (rusunawa). Public flats are the most suitable model for PSR because in fact public flats are designed at prices that are affordable enough to meet the demand for livable housing for MBR, this is in accordance with what is stated in Law Number 20 of 2011.

The design of the flats themselves is also very suitable amidst the problems between the increasing level of need for livable housing and the limited land to build housing, especially in urban areas. Because PSR is a national program, many local governments have implemented this program by building several flats according to the conditions and needs of each region. Sidoarjo Regency is also one of the areas that has implemented the program. Sidoarjo Regency has a fairly dense population density.

Data reported by BPS shows that the population of Sidoarjo Regency has reached 2.1 million people and is the fourth largest population in East Java Province after Surabaya City, Malang Regency, and Jember Regency. With a population density of Sidoarjo Regency reaching around 3,040 km<sup>2</sup>, of course this results in a demand for the availability of decent housing which is also quite high, especially the provision at affordable costs for MBR. In response to this, the Sidoarjo Regency Government has built a number of rusunawa. Rusunawa is managed by a legal entity called the manager, everything that falls within the scope of rusunawa management will be operated by the rusunawa manager which is technically regulated in Sidoarjo Regency Regional Regulation Number 1 of 2015. The Sidoarjo Regency Government has a total of six rusunawa spread across several sub-districts. The following is information about the six rusunawa

Table 1. Information Data for Rusunawa in Sidoarjo Regency December 2024

No.	Nama Rusunawa	Residential Capacity	Capacity Number of Occupants (KK)	Number of Available Housing
1.	Rusunawa Ngelom	470	420	50
2.	Rusunawa Wonocolo	396	342	54
3.	Rusunawa Tambak Sawah	384	305	79
4.	Rusunawa Pucang	297	243	54
5.	Rusunawa Bulusidokare	226	118	108
6.	Rusunawa Tambak Kemerakan	95	21	74

Source: UPT Rusunawa Sidoarjo Regency, 2024 (processed data)

Rusunawa Ngelom is located in Taman District with a land area of 22,000 m<sup>2</sup>. When it was first built in 2008, this Rusunawa only had 2 Twin Block (TB) buildings with 5 floors in each building. However, over time, the population has increased every year and the number

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of people interested in Rusunawa Ngelom has also increased every year. Rusunawa Ngelom has experienced the construction of additional TB buildings twice, namely in 2011 and 2017. Currently, Rusunawa Ngelom has a total of 5 TB buildings with 5 floors in each building. Rusunawa Ngelom is the rusunawa with the largest number of residents in Sidoarjo Regency. Rusunawa Ngelom has many enthusiasts because of its strategic location. Rusunawa Ngelom is only about 1 km from the Taman District government center, it is also close to markets, hospitals, schools, and other public facilities. Because of that, Rusunawa Ngelom has become a residential destination for the people of Sidoarjo and from outside Sidoarjo (Ardiyanti & Rahaju, 2019).

However, it turns out that having the largest number of residents also brings many problems. Researchers found several problems that occurred in Rusunawa Ngelom. In early 2024, the rental costs for Rusunawa housing throughout Sidoarjo increased. As a result of the increase in rental costs, several groups of Rusunawa Ngelom residents deliberately refused to pay their bills. This is not in accordance with what is in Sidoarjo Regency Regulation Number 1 of 2015 Article 20(f) which states that residents are obliged to pay rental fees. As a result of the increase in rental costs, Rusunawa Ngelom residents also held a demonstration at the Sidoarjo Regency Regent's building. The action aspires to three things, namely rejecting the increase in rental costs, demanding that electricity and water costs return to basic prices, and wanting garbage fees to be abolished (Koranperdjoeangan.com, 2024).



Figure 2 Demonstration Action of Ngelom Flat Residents at the Sidoarjo Regent's Office  
Source: Koranperdjoeangan.com, 2024

Due to the large number of residents who are in arrears in payments, Rusunawa Ngelom experiences an income deficit so that it is often difficult to pay electricity and water bills every month. On September 23, 2024, electricity in Rusunawa Ngelom was temporarily turned off by PLN due to arrears in payments made by the management. Similar to water bills, on November 14, 2024, the main PDAM water channel was sealed by PDAM Delta Tirta due to arrears in payments made by the management for 3 months with a nominal value of up to IDR 130 million (Patoppoi, 2024).

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This is considered inappropriate because the manager should have the right to terminate the contract with the tenant if the tenant violates the provisions agreed upon in the agreement in accordance with the regulations in Sidoarjo Regency Regulation Number 1 of 2015 Article 17 paragraph 1(a). From the results of observations, researchers also found violations where residents of Rusunawa who had cars were found and the cars were parked in the Rusunawa Ngelom area. This is not in accordance with Sidoarjo Regency Regulation Number 1 of 2015 Article 11 Paragraph 1 where the target residents of rusunawa are Indonesian residents who fall into several categories, namely MBR, students, and residents with other weak economies.



Figure 3 Cars Owned by Residents of Ngelom Flats  
Source: (Researcher Documentation, 2024)

Another problem found by researchers is the misuse of the function of the balcony in front of the rusunawa residential unit. Researchers found clothes and carpets hanging/drying on the balcony wall. This violates the rules contained in Sidoarjo Regency Regulation Number 1 of 2015 Article 8 paragraph 1(b). The article explains that the balcony building or building wall can only be used for potted/hanging plants. It has also been clarified in Sidoarjo Regency Regulation Number 1 of 2015 Article 21 point (f) that residents are prohibited from drying clothes and the like outside the designated place.



Figure 4 Clothes Dried on Balconies and/or Building Walls

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Source: (Researcher Documentation, 2024)

Basically, as a government organization or public service actor, it has a big role and responsibility to serve the community (Ikhwanisyah et al., 2023). However, if viewed from such a series of complex forms of problems and phenomena that are not in accordance with the regulations in Rusunawa Ngelom, it raises the question of how is the implementation of rusunawa management in Rusunawa Ngelom, Sidoarjo Regency?

Researchers assume that the implementation of rusunawa management in Rusunawa Ngelom has not been implemented comprehensively. This article aims to analyze and identify in depth the implementation of rusunawa management in Rusunawa Ngelom, Sidoarjo Regency.

## **B. LITERATURE REVIEW**

### **Policy Implementation**

Policy implementation is the most important part of public policy, so it requires implementation that is in accordance with the objectives of a policy. Quoted from (Pramono, J, 2020) policy implementation is a process of activities or actions carried out by implementing actors that can achieve the goals and objectives of a policy. If the implementation of a policy is in accordance with its objectives, then the implementation can be said to be successful and appropriate. According to (Kadji, 2015) it states that the implementation of public policy intersects with several parties who have interests or are also called stakeholders with public policy, some of these parties are Government, Private Sector, and Civil Society. The function of implementation according to Abdul Wahab in (Suparno, 2017) is to form a relationship where the relationship leads to goals or targets being realized as outcomes.

### **Van Meter and Van Horn's Policy Implementation Model**

Basically, the public implementation model is an abstraction that simplifies the phenomenon of public policy implementation in the real world (Suparno, 2017). One of the implementation models developed by public policy experts is the implementation model formulated by Van Meter and Van Horn. Van Meter and Van Horn's public policy implementation model in (Dewi, 2022) assumes that implementation runs linearly with public policy, implementers, and public policy performance. Therefore, Van Meter and Van Horn in (Suparno, 2017) formulated six variables that influence policy implementation, namely (1) Policy standards and objectives, (2) Resources, (3) Communication between organizations, (4) Implementor tendencies (dispositions), (5) Character of implementing institutions, and (6) Social, economic and political conditions. To clarify the model, Van Meter and Van Horn describe the framework of their model as follows:

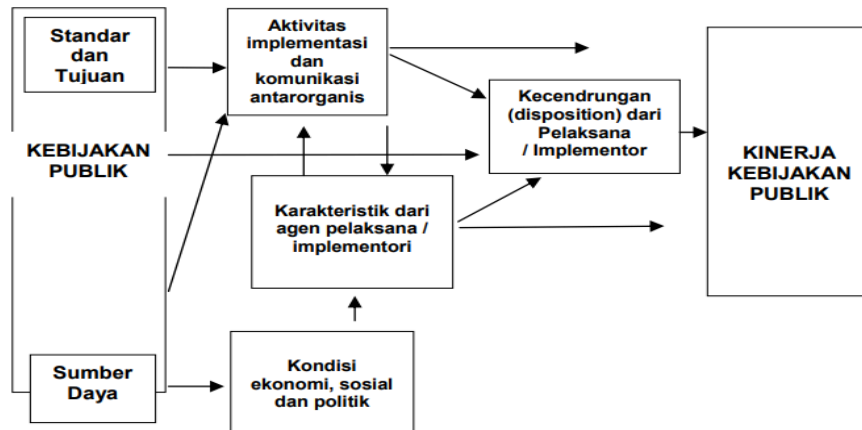


Figure 5 Policy Implementation Framework of Van Meter and Van Horn Model  
Source: Van Meter and Van Horn in (Suparno, 2017)

### C. RESEARCH METHODOLOGY

This article uses a descriptive qualitative method, this method was chosen by the researcher so that the researcher can describe and explain in depth the research results according to the reality in the field with explanations that are not in the form of numbers, but in the form of words and pictures. This is in accordance with what was stated by (Creswell & Creswell, 2018), namely that qualitative research is a research method that aims to explore and describe social phenomena in detail by interpreting individual experiences, contexts, and perspectives. This article focuses on exploring the implementation of rusunawa management in Rusunawa Ngelom, Sidoarjo Regency using the Van Meter and Van Horn policy implementation model in (Suparno, 2017) where this model has six indicators that can influence a policy implementation, namely (1) Policy standards and objectives, (2) Resources, (3) Communication between organizations, (4) Implementor tendencies (dispositions), (5) Character of implementing institutions, and (6) Social, economic and political conditions. The types of data used in this article are primary data and secondary data. Primary data is obtained through interviews, observations, and documentation. For secondary data obtained through journals, books, and the web. The data analysis technique used in this article uses the Miles and Huberman model data analysis technique in (Sugiyono, 2019), namely data reduction, data presentation, and then drawing conclusions. The location of this article was carried out at Rusunawa Ngelom, Taman District, Sidoarjo Regency.

### D. RESULTS AND DISCUSSION

Rusunawa is one form of government response to increase the availability of habitable housing, especially for MBR because of its affordable rental rates (Kusumaningtyas, 2024). Sidoarjo Regency has 6 rusunawa under the auspices of the Housing, Settlement, Human Settlements and Spatial Planning Service (DP2CKTR). Rusunawa Ngelom is located in Taman District and is the rusunawa with the largest number of residences in Sidoarjo Regency. Rusunawa Ngelom has a land area of 22,000 m<sup>2</sup>, has 5 twin block buildings where

each building has 5 floors. In the implementation of rusunawa management in Rusunawa Ngelom, it cannot be separated from what are called obstacles and barriers. To measure the level of success of the implementation of rusunawa management carried out by the implementer (manager) can be measured using the Van Meter and Van Horn policy implementation model which has six indicators for measuring the success of policy implementation, namely (1) Policy standards and objectives, (2) Resources, (3) Communication between organizations, (4) Implementor tendencies (dispositions), (5) Character of the implementing institution, and (6) Social, economic and political conditions. The researcher will analyze the implementation of rusunawa management in Rusunawa Ngelom using the six indicators as measuring dimensions which will be described comprehensively as follows:

### **Policy Standards and Objectives**

Van Meter and Van Horn in (Suparno, 2017) explain that policy objectives and standards are crucial factors in the implementation process. The level of clarity of objectives and standards of a policy can influence implementers in implementing a policy. Policies with unclear objectives and standards will hinder implementers in implementing the policy. In addition, the level of understanding of implementers regarding policy standards and objectives also influences the policy implementation process.

The policy regarding the management of flats in Sidoarjo Regency is written in Sidoarjo Regency Regulation Number 1 of 2015. The regulation is a reference for flat managers as policy implementers. The implementation of the management of rental flats in Ngelom Flats, Sidoarjo Regency, which is regulated in Sidoarjo Regency Regulation Number 1 of 2015, has standards and objectives, namely to ensure the systematic management of rental flats in Sidoarjo Regency, starting from registration requirements, maintenance, supervision, to administrative sanctions. The regulation provides certainty for all matters relating to the management of flats. This can be proven by the existence of Rusunawa Ngelom which can reduce slum housing and settlements, provide affordable housing for MBR which is also in accordance with what is in Sidoarjo Regency Regulation Number 1 of 2015.

So that the presence of the Regulation can be said to have clear standards and objectives. The success of implementation can also be seen based on the level of understanding of the managers (implementers) of the standards and objectives of the Sidoarjo Regency Regulation Number 1 of 2015. This level of understanding can be seen based on how they perform. The managers of Rusunawa Ngelom showed some of their performance that was not in accordance with existing regulations. The targets for rusunawa residents are Indonesian citizens (WNI) who are included in the MBR category, students/pupils, and other economically weak residents. Residents whose economic capabilities have improved must relinquish their rights as rusunawa residents. To find out residents whose economy has improved, this is done through an evaluation carried out periodically by the manager. However, until now there are still rusunawa residents who cannot be categorized as MBR because they have a car which is a luxury item. In addition, there are still residents who use the balcony walls to dry their clothes, which is against the rules written in Sidoarjo Regency

Regulation Number 1 of 2015. So the level of understanding of the management regarding the standards and objectives of the Regulation can be said to be lacking.

From the explanation above, it can be concluded that Sidoarjo Regency Regulation Number 1 of 2015 has clear standards and objectives. However, the level of understanding of implementers regarding the standards and objectives of Sidoarjo Regency Regulation Number 1 of 2015 is still lacking because there are still several phenomena that are not in accordance with the regulations. Such as the target of residents who are not on target and also the existence of residents who violate the rules but are not reprimanded by the manager.

### **Resources**

Resources are an important factor in the success of policy implementation. In accordance with what was stated by Van Meter and Van Horn, the success of an implementation process is highly dependent on the quality of the available resources (Saharuddin & Khakim, 2020). The resources in question are human resources and non-human resources. Humans are the most important resource that will determine the success of a policy implementation. If the quality of human resources is qualified, the greater the chance of successful policy implementation (Zulfikar et al., 2023). Non-human resources are financial resources. If the quality of human resources is qualified, but financial resources are less supportive, this can hinder the success of the policy implementation process.

#### **a) Human Resources**

The human resources in Rusunawa Ngelom are the staff of UPTD Rusunawa Ngelom consisting of 12 staff. The staff is divided as follows: 1 coordinator who is tasked with coordinating between UPTD Rusunawa Ngelom and UPTD Rusunawa Dinas P2CKTR; 2 admins who are tasked with implementing apartment services ranging from supervision, maintenance, to billing fees; 5 security personnel who are tasked with maintaining security in the Rusunawa Ngelom environment; 3 cleaners who are tasked with maintaining cleanliness and beauty in the Rusunawa Ngelom environment; and 1 technician who is tasked with being a technician for repairing facilities in Rusunawa Ngelom. The results of the study showed that there was still a shortage of staff in the security, cleaning, and technician sections. Security officers in Rusunawa Ngelom are divided into 2 shifts.

The division of working hours for security officers is the morning shift consisting of 1 person starting at 05.00 to 17.00 WIB and the night shift consisting of 2 people starting at 17.00 to 05.00 WIB. In one week, each officer has a schedule of 2 night shifts and 1 morning shift. The division of working hours is less effective because there is only 1 security officer on the morning shift which is the impact of the lack of officers. The cleaning staff at Rusunawa Ngelom is also lacking because there are only 3 people. The division of tasks for the cleaning staff is 1 person in charge of cleaning the building corridor area, 1 person in charge of cleaning the rusunawa environment area, and 1 person in charge of helping both. With only 3 people, it is not comparable to the vast area of Rusunawa Ngelom. As a result, there is still scattered garbage and wild grass in the Rusunawa Ngelom environment area.



Figure 6 scattered garbage and wild grass in the Ngelom Rusunawa area

Source: (Researcher Documentation, 2024)

For technicians in Rusunawa Ngelom, there is also a shortage because the number of technicians in Rusunawa Ngelom is only 1. This is very ineffective because technicians have to carry out their duties as technicians to repair Rusunawa facilities. Moreover, the technician's residence is not in Rusunawa Ngelom so that when his working hours are over, there are no technicians for the night. This is as expressed by the admin staff.

"For technicians, honestly there is a shortage here. Moreover, his house is not here, so if someone needs a technician at night, they have to wait until the next morning during working hours." (Interview, December 30, 2024)

From this variable, it can be concluded that there is a shortage of staff in the security, cleaning and technician sections. This number is not comparable to the size of Rusunawa Ngelom, resulting in an excessive workload which also has an impact on less than optimal performance.

#### **b) Financial Resources**

Financial resources in Rusunawa Ngelom are related to the sources of income received by the rusunawa management to support the implementation of management. According to Sidoarjo Regency Regulation Number 1 of 2015, it is explained that financial sources to support management activities are obtained from security deposits, rusunawa rental rates, fines, grants, management capital, and/or other legitimate businesses. In addition, it also comes from the Regional Revenue and Expenditure Budget.

However, the results of the study showed that financial sources in Rusunawa Ngelom only came from 3 sources, namely security deposits, rusunawa rental rates, and the APBD. The security deposit is paid by the occupant, paid at most 1 time the rental fee paid at the time of signing the rental agreement. This security deposit functions as reserve funds for the manager if the occupant is in arrears in payment.

For the rusunawa rental rate itself, what is meant is the rental fee for housing, electricity, water, and garbage which must be paid by the occupant every month. All payments made by residents each month are no longer paid conventionally to admin staff but are paid independently via transfer using the BTN Bank VA code which goes directly into the UPTD

Rusunawa Dinas P2CKTR account. However, there are exceptions for the elderly and some groups who do not understand technology are still allowed to pay conventionally through admin staff. This rate is then managed by the UPTD Rusunawa Ngelom admin staff assisted by the UPTD Rusunawa Dinas P2CKTR as the main source of finance. However, this is still constrained by the large number of residents who are in arrears in payments.

Regarding the APBD, the UPTD Rusunawa Dinas P2CKTR receives a budget to be distributed to the six UPTD Rusunawa in Sidoarjo Regency. The budget is distributed not in the form of money but in the form of procurement of goods to support the needs of the management's performance such as lawn mowers, trash cans, brooms, mops, etc.

Based on this explanation, it can be concluded that the financial resources in Rusunawa Ngelom are relatively inadequate. Also considering the large number of residents who are in arrears with payments, the management's income is hampered, which results in the implementation of the management of the flats in Ngelom Flats also being hampered.

### **Inter-Organizational Communication**

In order for the policy implementation process to run smoothly, good coordination between organizations is needed. This coordination can be achieved with good communication. Therefore, communication is one of the determining factors in the implementation process. This is in line with the explanation of Van Meter and Van Horn that the better the communication coordination between the related parties, the fewer errors in the implementation process will occur (Purnamasari & Pradana, 2017).

Related to coordination communication in Rusunawa Ngelom, it occurs between the UPTD Rusunawa Dinas P2CKTR and UPTD Rusunawa Ngelom. The coordination communication that occurred in Rusunawa Ngelom has been well established. Communication between the UPTD Rusunawa Dinas P2CKTR and UPTD Rusunawa Ngelom is carried out in two ways, namely directly and indirectly. Direct communication occurs when the performance evaluation meeting of the UPTD Rusunawa Ngelom staff is held every month. In addition, the UPTD Rusunawa Dinas P2CKTR also often visits the UPTD Rusunawa in Sidoarjo Regency that is experiencing problems. For indirect communication, namely digital communication in the form of gadgets via WhatsApp groups. Therefore, it can be concluded that communication between organizations in Rusunawa Ngelom can be said to be running smoothly. Both parties, namely the UPTD Rusunawa Dinas P2CKTR and UPTD Rusunawa Ngelom, synergize in solving every problem that exists.

### **Implementer's Tendency (Disposition)**

The implementer's disposition influences the policy implementation process. As stated by Van Meter and Van Horn, if policy implementers have a tendency to disagree or are not happy with the policy, the implementation process will be difficult to achieve success (Fauziyah & Arif, 2021). Tendency can also be interpreted as the implementer's attitude in responding to the policy.

In Rusunawa Ngelom, the management has a less than ideal attitude towards the policy, in this case Sidoarjo Regency Regulation Number 1 of 2015. On the one hand, the management of Rusunawa Ngelom has carried out its duties well regarding informing

residents of the billing costs every month. However, on the other hand, the management of Rusunawa Ngelom is still unprofessional in implementing the policy. This can be proven by the fact that there are still many residents who violate the regulations but there is a lack of strict warnings given by the management to the violators. This causes the situation in Rusunawa Ngelom to be chaotic. This can also be proven by the phenomenon of PDAM water sealing due to arrears in payments to PDAM for 3 months, amounting to 130 million.

From this explanation, it can be concluded that the tendency (disposition) or attitude of the implementing agents is still less professional. Because on the one hand, the manager has carried out his duties well which is evidence that he has a positive attitude towards the policy. However, on the other hand, the manager is less firm in giving sanctions and reprimands to residents who violate.

### **Character of the Implementing Institution**

According to Van Meter and Van Horn in (Purnamasari & Pradana, 2017), the success of policy implementation can be achieved by looking at the character of the implementing institution which includes the bureaucratic structure, norms and rules, and relationship patterns within the bureaucracy. Too much bureaucratic structure will hinder the implementation process. Likewise, the relationship pattern within the bureaucracy, if it is too dense, will affect the policy implementation process. Norms and rules must also be in line with the characteristics and commitment of the implementing institution. Therefore, the success or failure of policy implementation is influenced by the character and commitment of the implementing institution (Maulidiah & Megawati, 2022).

In terms of implementing the management of flats in Ngelom Flats, the bureaucratic structure is not extensive. At least there are only two parties that directly manage flats, namely the UPTD Flats of the P2CKTR Service and the UPTD Flats of Ngelom. The relationship pattern within the bureaucracy is not dense and complicated, UPTD Rusunawa Ngelom is responsible to UPTD Rusunawa Dinas P2CKTR and UPTD Rusunawa Dinas P2CKTR will regulate, assist and monitor the management process carried out by UPTD Rusunawa Ngelom. This shows how simple the bureaucratic structure is so as to increase the effectiveness of the policy implementation process.

Everything regarding the rules on management has been regulated in Sidoarjo Regency Regulation Number 1 of 2015. The main tasks and functions of the implementing agencies have been regulated in detail in the Regulation. Regarding the norms which relate to the character of the implementing agency in providing services are stated in detail in the Standard Operating Procedure (SOP).

It can be concluded that the staff of UPTD Rusunawa Ngelom as the managers of Rusunawa Ngelom already have characteristics in accordance with the existing SOP. However, the character of UPTD Rusunawa Ngelom staff in implementing rusunawa management still cannot be said to be optimal. UPTD Rusunawa Ngelom staff have yet to impose administrative sanctions on residents who violate the rules. This can be proven by the fact that there are still many residents who violate the rules in Rusunawa Ngelom.

### **Social, Economic, and Political Conditions**

In addition to the internal factors discussed previously, there are external conditions that also influence the success of policy implementation. As explained by Van Meter and Van Horn, unsupportive external conditions can cause the failure of policy implementation performance (Kurniawan & Maani, 2019). Therefore, efforts to create supportive external conditions are important in the policy implementation process. The external conditions in question include social, economic, and political conditions

#### a) **Social Condition**

In the process of implementing policies, supportive social conditions are needed. If internal factors are adequate but social conditions are not supportive, then the implementation process will only fail. The social conditions in question are related to residents who are expected to obey the regulations in order to facilitate the implementation of rusunawa management. The results of field observations show that the social conditions in Rusunawa Ngelom are still not supportive enough.

Many residents still often violate existing regulations. This can be proven by the fact that there are still residents who misuse the function of the rusunawa building, namely using the balcony wall to dry clothes and carpets. In addition, some residents also often litter so that the environment of Rusunawa Ngelom looks dirty. According to Sidoarjo Regency Regulation Number 1 of 2015, parking and placing motorized vehicles must be in the place provided. However, the existing condition is that many residents still park and place their motorized vehicles in the wrong place, namely in front of the building.

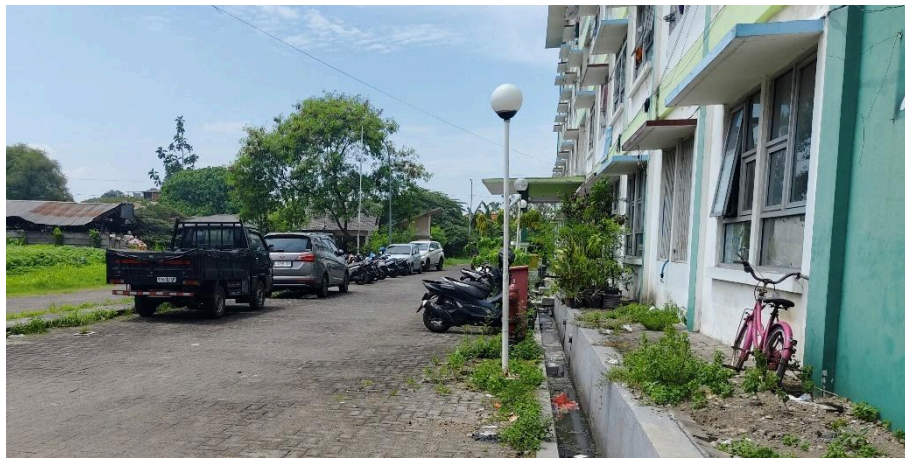


Figure 7 illegally parked vehicles

Source: (Researcher Documentation, 2024)

From this explanation, it can be concluded that the social conditions in Rusunawa Ngelom cannot be said to be supportive. This is because the level of awareness of residents regarding the importance of their role in supporting the successful implementation of rusunawa management in Rusunawa Ngelom is still lacking. This shows that the implementation of rusunawa management in Rusunawa Ngelom is still hampered.

#### b) **Economy Condition**

In addition to social conditions, economic conditions also affect the policy implementation process. The economic conditions in question are the economic conditions of the policy implementing agency, namely the staff of the Ngelom Rusunawa UPTD and the

economic conditions of the policy targets, namely the residents. Based on the results of observations, the economic conditions in the process of implementing the management of rusunawa in Ngelom Rusunawa are still relatively unstable. The economic conditions of the Ngelom Rusunawa UPTD staff did not experience significant obstacles because they received salaries every month, although the salary receipts were sometimes not appropriate or delayed.

However, the economic conditions of the residents as the targets of the policy are still unstable because the incomes of the residents vary. The results of an interview conducted with one of the Ngelom Rusunawa staff referred to the economic conditions in Ngelom Rusunawa which were unpredictable. This is because there are still many residents who are in arrears. The large number of residents who are in arrears results in a lack of income received by the management, which also results in the management having difficulty paying electricity and water bills so that the implementation of rusunawa management is hampered.

Based on this explanation, it can be concluded that the economic conditions in Ngelom Rusunawa do affect the process of implementing rusunawa management. The unstable economic conditions, as evidenced by the fact that residents are still in arrears, have hampered the implementation of flat management in Ngelom Flats.

### **c) Political Condition**

In addition to social and economic conditions, political conditions are also important factors that can influence the policy implementation process. In terms of implementing the management of flats in Rusunawa Ngelom, everything has been regulated in Sidoarjo Regency Regulation Number 1 of 2015 concerning the management of flats and also related to rental rates have been regulated in Sidoarjo Regent Regulation Number 24 of 2018 concerning rental rates for flats in Sidoarjo Regency. Regarding the political conditions in flats in Sidoarjo Regency, there was a change in policy regarding the increase in rental rates.

This received a lot of negative responses from the residents of Rusunawa Ngelom to the point of holding a demonstration in front of the Sidoarjo Regent's office. The change in policy resulted in several residents in Rusunawa Ngelom going on strike to pay their bills. This clearly affected the process of implementing the management of flats in Rusunawa Ngelom because it resulted in many residents ultimately being in arrears on their bills which also had an impact on the income of Rusunawa Ngelom.

## **E. CONCLUSION**

Based on the findings and discussion, it can be concluded that the implementation of the management of simple rental flats in Rusunawa Ngelom, Sidoarjo Regency has not been implemented optimally. This implementation has not been running optimally due to several inhibiting factors. By using the Van Meter and Van Horn policy implementation model which has 6 measuring indicators, the implementation of rental flat management in Rusunawa Ngelom still experiences several problems.

The standards and objectives of the rental flat management policy in Sidoarjo Regency have clear objectives. However, there is still a problem, namely that implementers still do

not understand the standards of the policy. This is because there are still many violations that occur in the Rusunawa Ngelom environment.

The resources available in Rusunawa Ngelom also still face challenges, especially in terms of the number of staff. Security, cleaning, and technician staff have excessive workloads due to the lack of staff. So this causes their performance to be less than optimal. In addition, the financial resources of Rusunawa Ngelom also still face challenges. The source of income for Rusunawa Ngelom is from rental rates, but the existing situation in Rusunawa Ngelom is that many residents are in arrears in payments so that the income of Rusunawa Ngelom is lacking.

Communication between organizations in Rusunawa Ngelom is running well and smoothly. Communication between UPTD Rusunawa Ngelom staff and UPTD Rusunawa Dinas P2CKTR staff is carried out in two ways, namely directly through meetings or gatherings held routinely every month and indirectly through WhatsApp groups. UPTD Rusunawa Dinas P2CKTR staff also routinely visit and supervise Rusunawa Ngelom directly. This is evidence of the good communication between organizations in Rusunawa Ngelom.

The tendency (disposition) of UPTD Rusunawa Ngelom staff is still unprofessional. On the one hand, in some cases the staff have carried out their duties well, such as informing the amount of penguin bills every month. However, on the other hand, the tendency of UPTD Rusunawa Ngelom staff is still not firm enough in giving sanctions to residents who violate the rules according to Sidoarjo Regency Regulation Number 1 of 2015.

Similar to the characteristics of the implementing agency, UPTD Rusunawa staff do not yet have a character that supports the implementation of regulations because they are not firm enough in giving administrative sanctions to residents who commit violations. However, UPTD Rusunawa Ngelom staff already have characteristics that support and are in accordance with existing SOPs.

External conditions that include social, economic, and political conditions in Rusunawa Ngelom also still have several challenges that must be faced. Social conditions in Rusunawa Ngelom are very less supportive, which can be proven by the behavior of residents who are still indifferent to the rules. Economic conditions in Rusunawa Ngelom also still provide challenges to the implementation of rusunawa management because the economy of Rusunawa Ngelom is chaotic due to the large number of residents who are in arrears. Political conditions in Rusunawa Ngelom also still have their own challenges, where changes in policy will greatly affect the attitudes of residents as policy targets.

Therefore, the steps that can be taken to overcome some of the challenges and problems that exist are by evaluating the performance of the Ngelom Rusunawa management so that they have high professionalism in enforcing the rules. This is also supported by education through socialization to residents to increase their awareness regarding compliance with existing rules. In addition, increasing the number of staff, especially for security, cleaning, and technician staff so that their workload does not exceed the limit so that it can also affect their performance.

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