

PUBLIC VALUE IN THE PROGRAM FOR IMPROVING SETTLEMENT QUALITY THROUGH GEBRAK PAKUMIS IN TANGERANG REGENCY (CASE STUDY: SEPATAN TIMUR DISTRICT)

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Article History

Received: 11 August 2025

Accepted: 25 August 2025

Published: 31 August 2025

Abstract

This study aims to describe and illustrate the public values created by the Gebrak Pakumis Settlement Quality Improvement Program in Tangerang Regency, a case study of East Sepatan. The Gebrak Pakumis Program is designed to improve the quality of settlements consisting of RTLH Rehabilitation, Improvement of Sanitation Facilities, Improvement of Clean Water Facilities and Environmental Management of Settlement Areas. This study uses Mark Moore's Public Value theory. In this theory, public value consists of several indicators, namely Legitimacy and Support, Organizational Capacity, and Substantial Value. This study uses a qualitative research method with a descriptive type. The technique for determining informants in this study uses purposive and snowball sampling techniques. Based on the results of the study, the Gebrak Pakumis Settlement Quality Improvement Program in Tangerang Regency is supported by legitimacy in the form of Tangerang Regent Regulation Number 63 of 2019 concerning Guidelines for the Implementation of the Joint People's Movement Program to Overcome Dense Areas, Slums, Poverty, and Socio-Economic Environmental Empowerment in Tangerang Regency, especially Article 11 paragraph (1) letter a which includes RTLH rehabilitation activities, Improvement of Sanitation Facilities, Improvement of Clean Water Facilities and Environmental Management of Residential Areas. In addition, this program also received support from the community. From the aspect of organizational capacity, it has been supported by human resources, financial resources, and organizational resources, although there are still obstacles in the coordination process and the recruitment process for builders who are less selective, as well as the budget is still limited. Meanwhile, from the aspect of substantial value, this program provides real benefits in the form of economic value, socio-cultural value, and educational value for the community receiving the program in East Sepatan District.

Keywords: Public Value, Housing Quality Improvement Program, Gebrak Pakumis.

A. INTRODUCTION

Slums remain a major problem in urban Indonesia. These conditions are synonymous with poverty, unemployment, and low public access to adequate housing and basic sanitation facilities. According to Law Number 1 of 2011, slums are characterized by irregular buildings, high density, and substandard infrastructure (Perkim.id, 2020). The existence of slums not only impacts environmental degradation but also has consequences for public health and spatial planning (Krisandriyana et al., 2019).

Tangerang Regency is the most densely populated region in Banten Province, with a population of over 3.2 million (BPS, 2020). Data from the Tangerang Regency Housing, Settlements, and Cemeteries Agency (2024) recorded 29 slum areas, one of which is in East Sepatan District. The majority of residents in this area fall into the Low-Income Community (MBR) category, with an average monthly income of less than IDR 2,500,000 and limited access to basic facilities (Rifa'i, 2021). These conditions make them socially and economically vulnerable, necessitating intervention through settlement improvement programs.

To address these issues, the Tangerang Regency Government launched the Joint Movement for the People to Overcome Dense, Slum, and Poor Areas (Gebrak Pakumis) Program in 2019, which was later strengthened by Regent Regulation Number 63 of 2019. This program focuses on rehabilitating uninhabitable houses (RTLH), improving sanitation facilities, providing access to clean water, and improving the environment in residential areas (CNNbanten.id, 2019).

While it has demonstrated results, such as a significant reduction in the number of RTLH, the program still faces challenges such as budget constraints, weak coordination, and a less selective workforce recruitment process. These issues raise questions about the extent to which the program is capable of creating tangible public value for the beneficiaries.

Based on this, this study utilizes Mark Moore's Public Value theory, which emphasizes three key aspects: legitimacy and support, organizational capacity, and substantial value (Moore, 1995). Through this framework, the research is expected to provide insight into how local government programs can generate tangible benefits while strengthening public trust in government administration.

B. LITERATURE REVIEW

Public Administration

Public administration studies how public policies are designed, implemented, and evaluated for the well-being of society. According to Keban (2014), public administration is the process of managing resources to solve public problems. Pasolong (2019) emphasizes that public administration is a combination of theory and practice to make policies more responsive to social needs. Its essential elements include policymaking, implementation, accountability, efficiency, participation, and legal certainty (Mulanda & Adnan, 2023).

Governance

Governance is a decision-making process involving multiple actors to manage public resources. UNDP (1997), as cited in Budiman (2017), emphasizes that governance encompasses mechanisms, processes, and institutions that enable citizens to express their aspirations and oversee government. Indicators of good governance are transparency, participation, accountability, and coordination (Prasetyo, 2017, as cited in Maranjaya, 2022).

Public Value

The concept of Public Value was introduced by Mark Moore (1995) through the Creating Public Value framework. Public value emphasizes the creation of tangible benefits felt by the public through government policies or programs, rather than simply achieving administrative targets. Moore proposed a strategic triangle consisting of:

1. **Legitimacy and Support:** Political legitimacy and community support as the basis for program sustainability.
2. **Operational Capabilities:** Organizational capacity and resources to implement policies.
3. **Substantively Valuable:** Real value or benefits perceived by the community.

Public value is closely related to community satisfaction, improved quality of life, trust in government, and sustainable development (Spano, 2009). In the context of the Gebrak Pakumis program, public value can be measured by the extent to which the rehabilitation program for uninhabitable houses is able to improve socio-economic welfare, health, and community trust in local government.

C. RESEARCH METHODOLOGY

This research employed a qualitative, descriptive approach. This approach was chosen because it was deemed capable of in-depthly describing the public value phenomenon created by the Gebrak Pakumis Settlement Quality Improvement Program in East Sepatan District, Tangerang Regency.

The research location was determined in East Sepatan District, one of the priority areas for the Gebrak Pakumis program. Research informants were selected using purposive sampling and snowball sampling techniques, which involved selecting informants based on specific criteria deemed relevant and developed from recommendations from previous informants. Informants included local government officials, Community Forum (FORMAS) administrators, and program beneficiaries.

Data collection involved in-depth interviews, field observations, and documentation studies. The research instrument consisted of an interview guide developed according to the research focus. The collected data were analyzed using the Miles and Huberman qualitative data analysis model, which includes data reduction, data presentation, and conclusion drawing/verification. To enhance data validity, this study utilized source and method triangulation.

With this method, it is hoped that a comprehensive picture can be obtained regarding how the Gebrak Pakumis Program is managed, the challenges faced, and the public value generated for the community in East Sepatan District.

D. RESULT AND DISCUSSION

Legitimacy and support

The Gebrak Pakumis program in Tangerang Regency has strong formal legitimacy, supported by Tangerang Regent Regulation Number 63 of 2019, specifically Article 11 Paragraph (1) Letter a, which serves as the legal framework for the rehabilitation of uninhabitable houses (RTLH), improvement of sanitation facilities, provision of clean water access, and environmental management. This legal framework not only provides administrative certainty but also demonstrates the local government's commitment to addressing slum settlement issues in a structured and sustainable manner. This regulation serves as the legal framework for the rehabilitation of uninhabitable houses (RTLH), improvement of sanitation facilities, provision of clean water access, and environmental management. This legal framework not only provides administrative certainty but also demonstrates the local government's commitment to addressing slum settlement issues in a structured and sustainable manner. With this legal legitimacy, this program holds a strategic position as a regional development priority.

Within the Public Values framework, the legitimacy of a program is determined not only by its legal framework but also by support from authorities and the community. Mark H. Moore explains that legitimacy is achieved through support from an "authorizing environment," a combination of government agencies and community approval, which gives credibility to the program.

This research shows that the Gebrak Pakumis program has been officially recognized and supported by authorized institutions in the planning, implementation, and verification of the

program. Furthermore, community support for the program also strengthens its social legitimacy. Based on interviews with residents, they not only accept the program but also feel greatly helped and grateful for the assistance received, indicating trust in the program. Furthermore, legitimacy is also strengthened through effective socialization, which helps build community understanding and trust. Through open communication and a participatory approach, the community feels involved in the program's implementation. This reflects tangible support from the authorized environment, as explained by Moore. Therefore, the Gebrak Pakumis program meets the legitimacy indicators within the Public Value framework because it has a strong legal basis, is implemented by authorized institutions, and is supported by the beneficiary community. These three aspects form an important foundation for implementing a valuable and sustainable public program.

Operational Capabilities

Operational capabilities in the Gebrak Pakumis Settlement Quality Improvement Program in East Sepatan District are seen from the management of human resources, financial resources, and organizational resources.

Human Resources (HR)

From a human resources (HR) perspective, the program's implementation involves several parties, including members of the expert team, a facilitator team, the Community Forum (FORMAS), and construction workers. The challenge faced is that the experts have received technical training, such as reading drawings and calculating costs, but they lack official certification, thus their professional capacity is not fully recognized. Furthermore, the recruitment process for construction workers is still carried out informally through recommendations from residents without a rigorous selection process. This situation impacts the quality of the work, as some houses that have been rehabilitated still experience damage, such as leaking roofs.

Financial Resources (SDK)

Furthermore, in terms of financial resources, this program is funded through the Tangerang Regency Regional Revenue and Expenditure Budget (APBD) allocated to the DPPP. These funds are used to purchase materials such as cement, sand, bricks, roofing, and other equipment as needed for the RTLH development. However, budget constraints pose a constraint because the number of houses rehabilitated is not commensurate with the need. As shown in the following table, in the East Sepatan District there are 2,200 Uninhabitable Houses (RTLH), but from 2022 to 2024, only 141 houses were successfully rehabilitated.

Table 1. Number of RTLH Rehabilitated and Unrehabilitated in East Sepatan (2022–2024)

Year	Number of Houses Rehabilitated	Total Slums (2017-2025)	Remains Not Yet Rehabilitated
2022	55	2200	2145
2023	56	2200	2089
2024	30	2200	2059
Total	141	2200	2059

Source: Processed from DPPP Tangerang Regency data (2025)

These financial constraints limit the scope of assistance to vital home components, such as roofs, floors, walls, and sanitation. As a result, many residents still have to wait long periods to receive assistance. Furthermore, beneficiaries must bear some additional costs if the provided materials are insufficient. For example, when cement or other building materials

are lacking, residents must supplement them at their own expense if the construction is to be completed to meet their household's needs.

Organizational Resources (ORS)

The organizational resource support for the Gebrak Pakumis Program is reflected in the coordination mechanism between the Housing, Settlements, and Cemeteries Agency (DPPP), the RTLH Forum, and community groups. The RTLH Forum acts as a liaison in the village, collecting data on potential beneficiaries and assisting with the rehabilitation process. This coordination facilitates government outreach to the community because the RTLH Forum works directly with residents.

Furthermore, after the house rehabilitation is completed, an inspection is conducted by the Agency and the Community Forum. This inspection aims to ensure that the rehabilitation meets established standards, particularly for roofs, floors, walls, and sanitation. However, research findings indicate that this inspection process has not been optimal. Some beneficiary houses still experience damage after rehabilitation, such as leaks in the roof. This indicates that the monitoring and evaluation function has not been implemented comprehensively, resulting in the quality of the rehabilitation results not fully meeting expectations.

Substantially Valuable

Economic value

The Gebrak Pakumis program in East Sepatan District is reflected in the reduced costs faced by residents for home repairs. Beneficiary residents reported that prior to the program, they struggled to renovate due to limited income. Through government material and labor assistance, most basic home repair needs, such as roofs, walls, floors, and sanitation facilities, can be met without significant family outlay. This program has thus eased the financial burden on residents who previously had to save for long periods of time to make repairs..

Social Value

The Gebrak Pakumis program in East Sepatan District not only provides economic benefits but also has a positive impact on the community's socio-cultural aspects. This program also encourages a culture of mutual cooperation in the surrounding area. The community is involved in assisting with the rehabilitation process, both directly and indirectly, thus creating a sense of togetherness. The presence of the Community Forum (FORMAS) as a forum for citizen participation also strengthens existing social values. Through this forum, the community can express their aspirations, participate in decision-making, and support each other in program implementation. This demonstrates that the program is not only oriented towards physical development, but also towards building social solidarity within the community.

Educational Value

In addition to providing economic and social benefits, the Gebrak Pakumis Program in East Sepatan District also fosters educational value for the community. This educational value is reflected in the increased awareness of residents about the importance of having a decent, clean, and healthy home. After receiving assistance, several beneficiaries reported being encouraged to independently maintain and repair their homes, albeit on a limited scale. This awareness demonstrates a change in behavior from those who previously paid little attention to the condition of their homes. This program focuses not only on physical aspects but also fosters new ways of thinking and lifestyles, namely healthy living and taking responsibility for the quality of the home environment.

E. CONCLUSION

This study aims to analyze public value in the implementation of the Gebrak Pakumis Program in East Sepatan District, Tangerang Regency. Based on the findings, it can be

concluded that the program has essentially created public value, although its implementation still faces several limitations.

In terms of legitimacy and support, the program is implemented based on a clear legal basis, namely Tangerang Regent Regulation No. 63 of 2019. The community demonstrated positive acceptance by not rejecting the program and even feeling helped and grateful for the home improvements. This indicates that the formal legitimacy and social support for the program are quite strong.

From an operational capacity perspective, the program is supported by the involvement of a technical team, facilitators, and experts. However, limitations remain in the recruitment of workers who do not meet specific qualification standards, as well as limited certification of experts due to budget constraints. In terms of organizational resources, coordination between the Public Works and Housing Agency (Dishub) and the RTLH Forum (Forum RTLH) is quite effective, but post-rehabilitation evaluations are not optimal due to discrepancies between reports and field conditions. Financial resources are fully supported by the Regional Budget (APBD) and have been managed quite well, although non-governmental involvement remains minimal.

In terms of substantive value, the program provides tangible benefits to the community. Economically, the program reduces the burden of home renovation costs, although complaints remain regarding the quality of the workmanship. Socio-culturally, the program fosters mutual cooperation, solidarity, and a sense of community within the community. Educationally, the program raises community awareness of the importance of decent, healthy, and clean housing, thus motivating them to maintain their homes sustainably.

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