

## **The Implementation of Housing Development Licensing and Non-Licensing Policies for Low Income Communities of Sukabumi City**

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### **ABSTRACT**

The purpose of the study was to determine the process of implementing licensing and non-licensing housing development which was held to meet housing needs for low-income people. The method in this study uses a descriptive research method with a qualitative approach. Data collection techniques using interview techniques, observation, and documentation related to the research. The data analysis technique in this study was carried out qualitatively. This study uses five dimensions of policy implementation from Van Meter Van Horn. Based on the results of research that has been carried out by researchers regarding the Implementation of Licensing and Non-licensing Implementation Policies for housing development for low-income communities in Sukabumi City as a whole it has been going well and optimally, but there are some things that are still not going well. Social and economic conditions have a good effect on the community, especially people with low incomes, previously they did not have a home and now have a home. Another thing is the decrease in investors in investing in the Sukabumi City area caused by the global pandemic which has an impact on all aspects.

**Keywords:** Policy Implementation; Housing Development Licensing and Non-licensing Policy; Housing Development for Low-Income Communities.

### **INTRODUCTION**

The house is an important and basic need for humans which is used as a residence or a place for family development facilities to take place (Benevenuto, 2019; Datzberger, 2018; Dfid, 2015; Yang, 2020). Everyone certainly wants to have a home that provides a sense of security and comfort from the surrounding environment. A house can ensure that its occupants remain healthy and productive which will later contribute to household sustainability and the economic and social development of an area (Boohene et al., 2019; Miyamoto, 2020; Yessoufou, 2018).

Ideally all families should have a dwelling, but for those who have limitations, it is certainly something that is difficult to realize. To realize their small dream of owning a dwelling, the central and local governments must be able to be responsible, provide and facilitate the acquisition of houses for the community through the implementation of housing and settlement areas as well as community self-help.

The high demand for housing needs certainly has an impact on the high selling price of houses. House prices soaring high make it difficult for people to realize their dream of owning a house, especially for low-income people or shortened to MBR who have limited purchasing power so they need government support to get a house.

In the process of implementing housing development for low-income communities, it is necessary to have laws and regulations that become the legal basis, policies, directions, and

guidelines in resolving housing problems, cases and disputes. The parties who take part in the fulfillment efforts are the government and developers. Fulfillment of housing facilitated by developers needs to be properly regulated by the government from the aspect of land, licensing rules, governance and financing, so that the fulfillment of housing for low-income communities is in accordance with applicable regulations.

In matters related to this, Mayor's Regulation number 115 of 2019 concerning the Implementation of Licensing and Non-licensing of Housing Development for Low-Income Communities in Sukabumi City is expected to be able to accelerate the fulfillment of low-income housing needs. In line with meeting the needs of the community in owning a house, the government provides assistance through a subsidy program of a million houses for the people which has been established to help improve the welfare of the community. The design of the existing one million houses program in April 2015 is a form of seriousness in reducing the housing backlog (shortage of housing) in Indonesia. In addition to this, in an effort to help the realization of the community owning a house, namely the construction of housing for low-income people who must be equipped with infrastructure, facilities, and public utilities as a result of efforts to fulfill livable houses.

Along with population growth which increases from year to year, so will the need for people to own a house every year. This is evidenced by the increase in the population of Sukabumi City every year which is listed in the following table:

**Table 1. Sukabumi City Population in 2019-2021**

Year	Male	Female	Total Woman and man
2019	175.391	173.554	348.945
2020	176.539	174.920	351.459
2021	177.494	175.961	353.455

*Source: Department of Population and Civil Registration of Sukabumi City*

Based on table 1, it can be seen that the number of male and female residents of Sukabumi City in 2019 was 348,945 people, while the number of male and female residents of Sukabumi City in the 2020 table was 351,459 people, and the number of male and female residents in Sukabumi City in 2021. as many as 353,455 people, then this proves that the population of Sukabumi City always experiences an increase in population every year.

Based on the level of community growth every year, the distribution of the population increases, the limited land, the high selling value of land and the large construction costs that cannot be met, so that people with low incomes are pressing for housing needs. This is also supported by the low level of home ownership, this can be seen from the following table 2.

**Tabel 2. Percentage of Households by Ownership of Residential Buildings (percent)**

Gender	Not Own		
	2019	2020	2021
Male	31,92	30,05	34,34
Female	20,66	29,68	20,73
Sukabumi City	29,67	29,99	32,00

Source: DPMPTSP Sukabumi City

Based on table 2 above, it means that the people of Sukabumi city from 2019 to 2021 the percentage of ownership of residential buildings that are not their own is still low. That's why it encourages the government to pay more attention to the community in meeting the needs of owning a house without the difficulty of finding land, and making it easy to have your own house building. This is where the role of local governments needs to provide easy housing for low-income people (MBR) through a gradual subsidy housing development planning program in the form of providing easy financing and/or construction of infrastructure, facilities, and public utilities in residential areas. The following is the data for the construction of subsidized housing as follows:

**Table 3. Data on Application for MBR Housing Permits in Sukabumi City, Year 2018-2022**

No	Year	Number of Applications	Unit Type	Number of units
1	2018	7 Housing area	Type 30/60	840 Unit
2	2019	7 Housing area	Type 30/60	443 Unit
3	2020	2 Housing area	Type 30/60	30 Unit
			Type 32/66	70 Unit
4	2021	9 Housing area	Type 30/60	480 Unit
5	2022	4 Housing area	Type 30/60	587 Unit

Source: 2022 Research

From table 3 it can be interpreted that the application for housing development from 2018 was 7 housing with type 30/60 as many as 840 units and in 2019 there were 7 housing with type 30/60 as many as 443 units, continued in 2020 there were 2 applications for permits. housing with two types, namely 30/60 with 30 units and type 32/66 with 70 units, and in 2021 there will be 9 housing units with type 30/60 with 480 units. And until mid-2022, there are 4 housing units of type 30/60 with a total of 587 units. If seen from year to year, of course, applications for permits to establish MBR housing have increased.

To ensure a decent life for the community, the government must be able to prepare healthy and livable houses and make it easy to purchase a house, especially for low-income people who need government support based on Number 64 of 2016 concerning Low-Income Community Housing Development. In its implementation, low-income communities must also be able to meet the regulations contained in the regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia Number 1 of 2021 concerning Criteria for Low-Income Communities and Requirements for Ease of Development and Acquisition of Houses.

Based on this, the researcher saw a discrepancy between the established procedures and what was happening in the field. Here, the researchers convey some of the reasons for conducting research on the Proposed Research Proposal as follows:

1. The increasing number of residents of Sukabumi City since 2018-2021 has an impact on the community in meeting the needs of life, one of which is to meet the need for housing for low-income people.
2. The low ownership of own houses for low-income people.
3. The increasing application for permits every year certainly provides opportunities for low-income people to own housing. Development actors are still facing the process of granting permits by requiring an accurate database, but the lack of socialization and length of licensing in the regions so that there is limited understanding of the requirements that cannot be fully met, which hampers the housing development permit process for low-income people.

## **METHOD**

In this study, the author uses qualitative research methods which are intended to understand phenomena or scientific objects about what is experienced by researchers and use decryption methods in the form of words and language. In this research, the unit of research analysis is Public Works and Public Housing of Sukabumi City, especially in the Implementation of Licensing and Non-licensing Policies for Housing Development for Low-Income Communities in Sukabumi City, with the informant Head of Licensing and Non-licensing Division of the Investment and One Stop Service Office of Sukabumi City, Head of the Housing Division of the Public Works and Spatial Planning Office of Sukabumi City, Housing Developers, Housing Developers, and the Community.

The data collection techniques that the researcher uses are observation, interviews, and documentation. The data validation technique in this study used triangulation techniques. The data analysis technique used in the field in this study is to use the Miles and Huberman model in Sugiyono (2018) which states that the steps for using data analysis using data analysis in qualitative research are data collection, data reduction, data presentation, data collection. decision or verification.

## **RESULT AND DISCUSSION**

### **Implementation of Licensing and Non-licensing Housing Development Policies for Low-Income Communities**

The successful implementation of a policy will be determined by the number of variables or factors and each of these variables is related to each other. The success of policy implementation is largely determined by the implementation model that is able to guarantee the complexity of the problems to be solved through certain policies.

In carrying out licensing and non-licensing policies for housing development for low-income communities, the Sukabumi city government has made efforts to assist or facilitate the licensing process. In this study, the researchers used an approach in the theory of Donald Van

Meter and Carl Van Horn because in this approach it has components related to the Implementation of Licensing and Non-licensing Policies for housing development for low-income communities in Sukabumi City. To explore clearly, it can be seen the results of interviews with informants related to the implementation of this policy.

## 1. Standard Approach and Policy Goals

Policy standards and objectives. Policy standards and objectives must be clear and measurable so that they can be realized. If standards and policy objectives are blurred, it will cause conflict among implementing agents. In carrying out the implementation of licensing and non-licensing policies for housing development for MBR, of course, they must pass several processes and standards that must be met by the applicant.



**Figure 1. Communities Who Are Conducting the Licensing Process**  
**Source: 2022 Research**

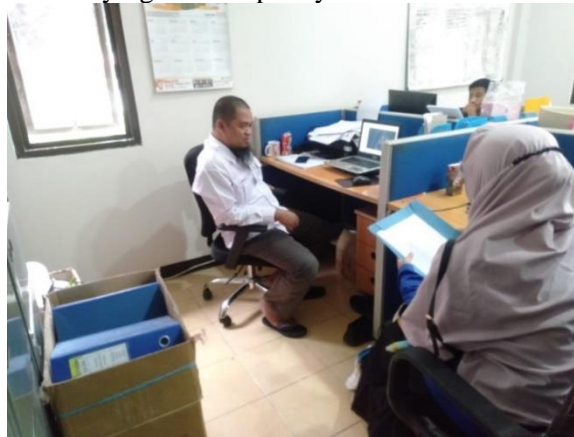
Informant I and informant II have stated that this target is of course specifically for MBR and all processes must follow the standards that have been adjusted to the spatial layout to ensure this permit is in accordance with what will be done, namely the construction of subsidized houses, this will be determined by the relevant Spatial Planning Office. with the RTRW (regional spatial plan) and submitting other studies, the PBG or Building Approval is issued through the Building Permit Information System (SIMBG).

Another thing was also expressed by informants III and IV that the policies given by the government had reached their targets, so that many MBR felt helped by the ease of application for permits and non-permits for MBR housing.

## 2. Resource Approach

According to Van Meter Horn (in Subarsono, 2011) policy implementation needs the support of both human resources and non-human resources. In various cases, government programs, such as the Social Safety Net (JPS) program for the poor in rural areas have been less successful due to the limited quality of the implementing apparatus.

Regarding the resources related to the ongoing implementation of this policy, it is adjusted to the questions posed to the DPMPTSP Office regarding the amount of resources needed and the capacity of the resources in carrying out this policy is sufficient.



**Figure 2. Interview with Informants**

Source: 2022 Research

This was explained by informants I and II who stated that although not all staff carried out this policy because it was adjusted to their respective SOPs and their workload was included in the licensing and non-licensing processes. In this case, the Office of Investment and One Stop Services already has sufficient expert staff in this area. DPMPTSP Sukabumi City, in other words, must be ready to face the challenges of an all-digital situation with mastery of information and technology supported by the availability of adequate internal human resources, facilities, and infrastructure. This control and availability is a provision in providing public services in the field of digital or online licensing which has now been fully implemented by all business actors including DPMPTSP as a validator and verifier/approval of business licensing electronically through the Online Single Submission (OSS) system. This aim is solely for the ease and acceleration of doing business in Sukabumi City.

So that the PUTR Office and the PMPTSP One Stop Service and Investment Office can be said to have had the resources that had the capability and readiness in accordance with the substance for the activities of the licensing and non-licensing application processes.

### **3. Relationships Between Organizations**

In many programs, the implementation of a program requires support and coordination with other agencies. For this reason, coordination and cooperation between agencies is needed for the success of a program. In this study, the relationships between organizations that exist between agencies are the Office of Investment and One Stop Integrated Services, the Public Works and Spatial Planning Office of Sukabumi City, developers or investors, and people who have limited purchasing power or low-income people.



**Figure 3. Interview with Informant (Head of Licensing and non-licensed DPMPTSP)**

Source: 2022 Research

This inter-organizational relationship will certainly result in convenience for all parties, especially for applicants for permits and non-permits for housing development for low-income people. Based on the statements given by informants I and II, it was stated that there was a relationship involving several agencies that issued recommendations, studies, both subsidized housing and other companies. As an example of the relationship between organizations, there are several procedures that must be completed in applying for the licensing process by filling out a data completeness checklist such as a building plan drawing containing floor plans, views, sections and details of building construction, a site plan that will be recommended by the PUTR Office, Environmental Recommendations. Life in the form of SPPL / UKL-UPL / AMDAL studies, and Andalins who are familyd by the Department of Transportation.

Likewise, what was stated by the third and fourth informants stated that the relations between the relevant agencies have a common understanding so that it does not create ambiguity for investors and the public. From the results of this interview, it can be interpreted that the relationship between organizations that exist between agencies and the community has been going well, thus helping facilitate the licensing and non-licensing process for housing development for MBR.

#### **4. Characteristics of Implementing Agent**

What is meant by the characteristics of implementing agents include bureaucratic structures, norms, and patterns of relationships that occur in the bureaucracy, all of which will affect the implementation of a program. In the characteristics of implementing agents, of course, they have tried to implement this policy properly in accordance with existing regulations. Regarding supervision related to the implementation of policies, informant I and informant II explained that there was control that was always carried out periodically. Monitoring will be adjusted by the OSS (Online Single Submission System) in accordance with Number 12 of 2021 concerning the Transition of the Implementation of Business Licensing to the Implementation of Risk-Based Business Licensing through the OSS system. In this system, business actors register

and manage the issuance of Business Licenses and the issuance of Commercial and/or Operational Permits in an integrated manner. Through the OSS, the Central Government and Regional Governments issue Business Licensing proposed by Business Actors based on Government Regulation of the Republic of Indonesia Number 24 of 2018 concerning Electronically Integrated Business Licensing Services. Meanwhile, the monitoring stage is divided into three stages. The light stage is carried out by the local government itself such as the Dinas, the middle stage is supervised by the province, and the high stage is supervised by the ministry. In carrying out initial monitoring, the Office will remind investors and the community to adjust the building according to the site plan or site plan such as location and waterways. Supervision is carried out at the beginning and at the end of the permit, so it is carried out periodically until the PSU letter or Public Utility Infrastructure is submitted.

Related again to planning, DPMPTSP compiled the Changes to the Organizational Strategic Plan (Renstra) for 2018-2023 which is one of the basic tools for measuring performance on services provided to the community in the field of licensing and investment in Sukabumi City, which will be evaluated in the next stage of the Accountability Report. Performance of Government Agencies (LAKIP) at the end of each year, so that the monitoring carried out can be used as feedback for the success of the following year.

## 5. Social, Political, and Economic Conditions

These variables include environmental economic resources that can support the successful implementation of policies; the extent to which interest groups provide support for policy implementation; characteristics of the participants, namely supporting or rejecting the nature of public opinion in the environment and whether the political elite supports policy implementation.



**Figure 4. MBR Housing Conditions Are Quiet Due to the Impact of Covid-19**

Source: 2022 Research

The researcher interprets based on interviews with informants I and II that socio-economic and political conditions certainly have an impact on this policy. Social and economic conditions



have a good effect on the community, especially for low-income people, previously not having a home and now owning a house.

Even so, informant III said that the economic conditions in the last few years had quite hampered the development process, in short, investors did not have enough funds to carry out operations, this was due to the Covid-19 disease outbreak which was on a national scale so that it had an impact on all aspects.

## **6. Implementor Disposition**

The disposition of the implementor includes three important things, namely the response of the implementor to the policy, which will affect his willingness to implement the policy, cognition; and the intensity of the disposition of the implementor, namely the value preference owned by the implementor.

Regarding the disposition of the implementers, the informants agreed that the response of the implementor was not only given from the relevant agencies but also the citizens of the community who responded to the policies on which the SOPs depended. So that the implementor must understand and be able to maintain consistency so that there is no possibility of getting out of the executive and legislative agreements, which are used as references.

## **Supporting Factors and Inhibiting Factors**

### **1. Supporting Factors**

In implementing the housing licensing and non-licensing process for low-income communities in Sukabumi City, of course, there are factors that support the implementation of this policy, namely:

- 1) There is a legal basis in assisting the community in carrying out the housing licensing and non-licensing process, especially for low-income communities so that they are able to encourage residents to own housing. This is in accordance with the Mayor's regulation number 115 of 2019 concerning housing licensing and non-licensing, especially for low-income people in Sukabumi City.
- 2) There are adequate facilities and infrastructure. In addition, local government support provides recommendations such as licensing services for community members, including education, health.
- 3) There is support from the Central Government and the Provincial Government, goodwill support and very strong political will to increase investment and licensing services to the sdanya support from Stakeholders (stakeholders).
- 4) The existence of a work copyright law as evidence of support for each policy. The application of a system or application helps ease the workload and makes it easier for the public and other parties such as investors to access the ease of all licensing processes.

## 2. Inhibiting Factors

In implementing the housing licensing and non-licensing process for low-income communities in Sukabumi City, of course, there are factors that support the implementation of this policy, namely:

- 1) With licensing services through OSS, permit issuance services are now carried out by the OSS Institution not by PTSP, the authority of PTSP seems to be withdrawn even though the authority based on regional autonomy remains and has not been socialized with electronic licensing services (OSS).
- 2) Investors' need for information needed to make investments has not been fulfilled and there is a lack of knowledge and understanding of the community and investors or developers regarding this policy. Moreover, coupled with the licensing process for housing development for low-income people who use the application system. So that there are benefits to this policy, and for those who do not understand, they will feel disadvantaged and hampered.
- 3) Fewer investors will invest in the form of building housing for low-income people. This happens because the global economic conditions are uncertain or stable due to the Covid-19 virus which affects aspects of people's lives

## Discussion

### 1. Standard Approach and Policy Goals

The benchmark in determining the success of policy implementation is the process and stages that are passed and succeeded not only by one or two people, but by all the people who propose. The indicators of the process and the stages it goes through are planning documents and site plans. Another thing was also expressed by informants III and IV that the policies given by the government had reached their targets, so that many MBR felt helped by the ease of application for permits and non-permits for MBR housing. The results of this study are in line with research conducted by Suhendra (2020) which states that the government's goal to issue Government Regulation Number 64 of 2016 concerning Housing Development for Low-Income Communities, is to facilitate housing development actors for low-income communities. The benefit that will be felt is that housing licensing will be faster and cheaper so that the goal of providing decent and affordable housing can be realized more quickly. With low licensing fees, it is hoped that it will reduce house prices so that houses are more affordable for low-income people and create a broad market that stimulates investment in public housing. With these benefits, many houses have grown and developed that were built by developers with private investors, not only new developers but even old developers who have turned into housing developers for low-income communities (Subsidized Housing).

### 2. Resource Approach

Regarding the resources related to the ongoing implementation of this policy, it is adjusted to the questions posed to the DPMPTSP Office regarding the amount of resources needed and the ability of the resources to carry out this policy is sufficient. As revealed by Agus et al., (2020) the role of local governments is fully regulated in the PUPR Perem as the regulator involved in the

4 pillars of housing development, in this case the authority to administer location permits (IMB), provision of public facilities and utilities (PSU), pioneering (providing) land banking, and housing zoning.

### **3. Relationships Between Organizations**

This inter-organizational relationship will certainly result in convenience for all parties, especially for applicants for permits and non-permits for housing development for low-income people. The researcher asked about the stakeholders involved in the implementation of government regulation 115 of 2019 regarding licensing and non-licensing policies for housing development for low-income people. In line with research conducted by Ramadhan & Frida Sebayang (2022) One of the efforts to improve the welfare of the community is the need for coordination between the private sector and the government to discuss the opportunities and weaknesses they have to be developed together so that the community's need for housing can develop and encourage investment in housing development. continue to increase.

### **4. Characteristics of Implementing Agent**

In carrying out initial monitoring, the Office will remind investors and the community to adjust the building according to the site plan or site plan such as location and waterways. Supervision is carried out at the beginning and at the end of the permit, so it is carried out periodically until the PSU letter or Public Utility Infrastructure is submitted.

Related again to planning, DPMPTSP compiled the Changes to the Organizational Strategic Plan (Renstra) for 2018-2023 which is one of the basic tools for measuring performance on services provided to the community in the field of licensing and investment in Sukabumi City, which will be evaluated in the next stage of the Accountability Report. Performance of Government Agencies (LAKIP) at the end of each year, so that the monitoring carried out can be used as feedback for the success of the following year. Similar to the results of research conducted by Zanariah (2019) In encouraging the acceleration of housing development licensing for low-income people, from the existing regulations, the Ministry of Home Affairs and the Ministry of PUPR made a breakthrough for this acceleration by assisting in the formation of attributive regulations regarding acceleration housing development permits for low-income communities from the substance, technical and regulatory aspects in order to meet the target of the one million houses program. As well as identifying obstacles and obstacles in implementing the implementation of the ease of licensing housing for low-income communities in the regions.

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

These variables include environmental economic resources that can support the successful implementation of policies; the extent to which interest groups provide support for policy implementation; characteristics of the participants, namely supporting or rejecting the nature of public opinion in the environment and whether the political elite supports policy implementation. Based on the results of research conducted by Prastiyo et al., (2022) the calculation of effectiveness found that the value of effectiveness, namely the program to fulfill housing needs

that had been carried out was considered quite effective. Then, at the level of efficiency that is assessed in terms of house monitoring and assistance according to needs, it is considered quite efficient. In the calculations carried out in terms of the adequacy of the assistance received which is at a sufficient level. In the calculations made in terms of the benefits felt by the recipient community, it was at a sufficient level. From the results of calculations with accuracy values, it can be concluded that in terms of income it is considered appropriate because all of the respondents meet the requirements in terms of income to get assistance.

## **6. Implementor Disposition**

The disposition of the implementors, the informants agreed that the response of the implementor was not only given from the relevant agencies but also the citizens of the community who responded to the policies on which the SOPs depended. So that the implementor must understand and be able to maintain consistency so that there is no possibility of getting out of the executive and legislative agreements, which are used as references. As revealed by Sirait et al., (2021), implementation determines the achievement of government policies in the housing sector and residential areas. This is undeniable, as long as the implementer has the ability to translate policies at every level of the hierarchy. If not, then of course this will be an anti-climax with the achievement being constrained due to the behavior of the implementer who does not understand or tries to play at the level of the implementation discourse that is distorted.

## **CONCLUSION**

Based on the results of research that has been carried out by researchers regarding the Implementation of Licensing and Non-licensing Implementation Policies for housing development for low-income communities in Sukabumi City as a whole it has been going well and optimally, but there are some things that are still not going well. This can be reviewed with 6 approaches that become a benchmark for the success of the Implementation of Licensing and Non-licensing Policy Implementation for housing development for Low-Income People proposed by Donald Van Meter and Carl Van Horn. Here's the conclusion: 1) Looking at the standards and policy targets in the Implementation of Licensing and Non-licensing housing development for low-income communities, DPMPTSP has tried its best so that it is considered successful in carrying out this policy because it can be seen from several subsidized housing activities that are in the development stage to provide houses for low-income people, 2) Resources in implementing the policy are of course staff or members. In carrying out this policy, the amount of resources and understanding and competence of each staff regarding the licensing and non-licensing procedures for housing construction for low-income people have been carried out in accordance with the applicable SOP, 3) Communication carried out by stakeholders or carried out between agencies has been going well. This happens because in the process of making permits for the construction of MBR housing, relevant agencies such as the PUTR Office, the Environment Agency must be involved in order to obtain letters of recommendation and studies in fulfilling the licensing requirements, 4) Characteristics of implementing agents must have done their best as always

carried out periodic evaluation monitoring. So that this policy can continue to run as it should. And if there are obstacles or other things that are not in accordance with the provisions, an evaluation will be carried out. So that the monitoring carried out can be used as feedback for the success of the following year, 5) Socio-economic and political conditions certainly have an impact on this policy. Social and economic conditions have a good effect on the community, especially people with low incomes, previously they did not have a home and now have a home. Another thing is the decrease in investors in investing in the Sukabumi City area caused by the global pandemic which has an impact on all aspects, and 6) The disposition of the DMPTSP implementor and the PUTR Service in carrying out their duties and authorities is in accordance with their respective main duties and functions which makes a strong reference and support for the success of this policy. The consistency of the implementer with the rules must be maintained in carrying out the policy as best as possible.

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