



Analysis of the self-help housing assistance program (SHA) in facilitating rural regional planning: A case study of village subulussalam utara, simpang kiri district, subulussalam city, aceh province, Indonesia

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Abstract

This study analyzed the implementation of the Self-Help Housing Assistance (SHA) program in achieving rural spatial planning in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province. The program involved multiple organizations and actors, each with specific tasks and functions. The research identified both supportive and inhibiting factors influencing the implementation of the SHA program. Supportive factors included effective communication among program implementers and cooperation among stakeholders. On the other hand, inhibiting factors included human resource limitations and the need for accurate targeting of beneficiaries. Overall, the program was found to be on track, but improvements are recommended, such as enhancing coordination and cooperation among relevant stakeholders. This can be achieved through persuasive approaches and continuous guidance from the Subulussalam City Public Works and Spatial Planning Agency (Dinas PUPR).

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Introduction

The emergence of poverty is marked by various social issues, such as abandoned children, beggars, homelessness, inadequate housing, delinquency, unemployment, crime, low health levels, lack of education, and others. Poverty is a condition that disrupts the well-being of every community. As we know, poverty can lead to the unfulfilled basic human needs, including psychological, physical, spiritual, and social needs. This is due to irregular income, low job opportunities, limited skills possessed by individuals, lack of education, and therefore, one of the reasons why people cannot meet their basic rights, such as proper housing, which is caused by the inability of the community to meet the criteria for suitable living conditions due to poor or unstable economic conditions.

The fulfillment of the basic need for adequate housing is expected to improve the resilience and health of the community. Therefore, it is essential for the government to implement housing development programs to support the community in obtaining suitable housing, especially for those who are less privileged or economically disadvantaged. Government programs like the Self-Help Housing Assistance Program (SHA) not only focus on the physical aspect of housing but also on building the capacity of impoverished groups, raising awareness of the importance of decent housing, addressing social aspects within the family environment, and fostering a sense of solidarity and community spirit. As we all know, the sense of solidarity and community spirit has been diminishing, and with the implementation of this program, it is hoped to alleviate the difficulties faced by poor families in having decent housing (Halimah *et al.*, 2019) ^[2].

In Aceh Province itself, the number of people living in poverty in 2021 was 834.24 thousand, compared to 814.91 thousand in the previous year, indicating an increase of 19.33 thousand individuals. The percentage of the population living in poverty in

Aceh Province in March 2021 was 15.33 percent, a decrease of 0.1 percent from September 2020 and an increase of 0.34 percentage points compared to March 2020. The government, through the Ministry of Public Works and Housing (PUPR), continues its efforts to reduce the number of uninhabitable houses in Indonesia through the Self-Help Housing Program, also known as the SHA program, which includes initiatives in Aceh Province. One of the districts/cities in Aceh Province that benefits from this program is Subulussalam City. The Self-Help Housing Program (SHA) in Subulussalam City has been running for 5 years. Since 2018, self-help housing construction has been carried out in various subdistricts, including 66 units in Simpang Kiri, 65 units in Penanggalan, 116 units in Longkib, 86 units in Rundeng, and 101 units in Sultan Daulat. A total of 434 units of self-help housing have been built or renovated in Subulussalam City by 2022.

Field observations conducted by researchers in Subulussalam City indicate that the city, particularly in terms of housing, should no longer have issues of inadequate living conditions. However, there are still challenges to address. As a response to these issues, relevant policies have been formulated. Since the implementation of the SHA program, Subulussalam City has shown significant improvements. The suitability of the work performed, communication between the implementers and the community, adherence to regulations and technical guidelines, work procedures, work programs, and clarity of the implementation schedule in the self-help housing program (SHA) should be further investigated.

Based on these considerations, it is necessary to analyze the implementation of the Self-Help Housing Program (SHA) in realizing rural regional planning in North Subulussalam Village, Simpang Kiri Subdistrict, Subulussalam City, Aceh Province. Additionally, it is important to analyze the supporting and hindering factors in the implementation of the Self-Help Housing Program (SHA) in realizing rural regional planning in North Subulussalam Village, Simpang Kiri Subdistrict, Subulussalam City, Aceh Province.

Literature

Regional and Rural Planning is a development planning process aimed at achieving positive changes for a community, its government, and the environment within a specific area. It involves utilizing existing resources and should have a comprehensive, complete orientation based on priority principles (Riyadi, 2004)^[9]. It is considered the only viable path to increase per capita income, reduce income inequality, and enhance job opportunities (Jhingan, 2000).

According to Archibugi (2008)^[1], regional planning theory can be divided into four components: (1) Physical Planning, which focuses on the physical form of a city, including the urban infrastructure network that connects various activity nodes; (2) Macro-Economic Planning, which applies macroeconomic theory to development, economic growth, income, income distribution, labor, productivity, trade, consumption, and investment; (3) Social Planning, which establishes the basis for social development programs in an area. This planning component includes demographic policies. Lastly, (4) Development Planning, which involves comprehensive planning programs to achieve regional development objectives.

Self-Help Housing Assistance, abbreviated as SHA, is a government-facilitated program administered by local authorities. It provides stimulus assistance for the construction or improvement of quality housing for Low-

Income Communities (Hara, K.M, 2019). It aims to expand housing capacity to meet the criteria for adequate and habitable housing (Riadi, A, 2019), including repairs, renovations/extensions, or new construction of houses and their surroundings (Pendong, M.H. *et al.*, 2021)^[8].

The principles of this assistance program include "community self-help" as a stimulus to improve the quality of housing so that it becomes livable. Therefore, the commitment and readiness of the community are essential, including self-funding through savings for building materials or other assets that can serve as additional funds. Additionally, the program emphasizes "community empowerment" to enable active participation and responsibility from the community in planning, constructing, managing, and overseeing the activities.

This aligns with Charles O. Jones' perspective (1994)^[4] that public policy represents a continuation of government activities, albeit with minor modifications. This classification can be understood as decision-making, where the government makes decisions for specific actions. It also encompasses the state's intervention with its citizens when there are effects resulting from government-created programs implemented in society. Similarly, Easton, as cited by Papilaya J (2020)^[7], views public policy as the allocation of power values for the entire binding society. This implies that only the government has the authority to take action towards the community, and these actions are chosen by the government. Based on Easton's definition, public policy is a decision-making process primarily within the realm of government. This means that the state has significant power in public policy.

Anderson, as cited by Papilaya J (2020)^[7], defines public policy as policies built by government bodies and officials. The implications of such policies are as follows:

1. Public policy always has specific goals or actions oriented towards goals.
2. Public policy consists of government actions.
3. Public policy reflects what the government actually does, rather than what it intends to do.
4. Public policy can be positive, indicating government actions concerning specific issues, or negative, indicating the government's decision not to take certain actions.
5. Government policy, at the very least in a positive sense, is based on binding and enforceable legislation.

Halimah *et al.* (2019)^[2] conducted a study titled "Implementation of the Self-Help Housing Stimulus Assistance Program (BSPS) in Bontang Kuala Subdistrict, North Bontang City" and found that the implementation of the Self-Help Housing Stimulus Assistance Program in 2016 in Bontang Kuala Subdistrict had a positive impact on the recipient community, although it had not been fully maximized. This is evident from the presence of houses that received assistance but were still partially damaged. Due to budget limitations, it is expected that the quality of the program, either through increased funding or improved implementation of the Self-Help Housing Stimulus Assistance Program, will be enhanced.

Zulkarnain (2017)^[11] conducted a study on the implementation of the Self-Help Housing Stimulus Assistance Program in Parigi Selatan Subdistrict. The study concluded that the implementation of the Self-Help Housing Stimulus Assistance Program in Parigi Selatan Subdistrict was not effective and maximized. Only three aspects were

fulfilled: the basic size and objectives of the policy, policy resources, and economic, social, and political conditions. Other aspects were not maximized, such as communication between institutions and implementers, characteristics of implementing institutions, and implementation tendencies. Vylawati (2021) ^[10] conducted a study on the implementation of the Self-Help Housing Assistance (SHA) policy in Sukadana Subdistrict, North Kayong Regency. The study concluded that the objectives and implementation mechanisms of the Self-Help Housing Assistance (SHA) in Sukadana Subdistrict, North Kayong Regency, in 2020 did not align with the objectives and mechanisms outlined in Minister of Public Works Regulation No. 07/PRT/M/2018. The quality and quantity of human resources, facilities, and infrastructure of the North Kayong Department of Settlement and Environmental Affairs, as the implementer of SHA, were still low. There were political policies that hindered the implementation of SHA, and there was a lack of understanding among implementers regarding the SHA policy.

Handayani and Safrida (2022) ^[3] conducted a study on the implementation of the Self-Help Housing Stimulus Program during the Covid-19 pandemic to improve community welfare. The study concluded that based on Edward III's four indicators: communication, resources, implementer attitudes, and bureaucratic structure, the BSPS program was successful. However, there were still issues with the assistance program in Langkat Regency, where only two sub-districts, Babalan

and Secanggang, had been realized, while other sub-districts, especially Alur Dua in Sei Lengan Subdistrict, had not been implemented from 2015 to 2021. Therefore, equal distribution of assistance is needed as the residents of Alur Dua in Sei Lengan Subdistrict generally have low incomes and many houses are not livable, requiring attention from the government to promote community welfare through self-help.

Research Method

In the study conducted in Simpang Kiri Subdistrict, Subulussalam City, Aceh Province, a qualitative approach was employed. This approach aimed to uncover qualitative information by emphasizing the process and meaning through descriptive accounts of a particular issue. According to Bogdan and Taylor (in Moleong, 2017:4), qualitative research is a procedure that generates qualitative descriptive data in the form of written or spoken words from observed individuals and their behaviors. The authors chose to use a qualitative approach based on the researchers' experience, as this method allows them to discover and understand what is hidden behind phenomena that are sometimes difficult to comprehend satisfactorily.

In-depth interviews were conducted with selected informants to gather data. The informants were chosen based on their perceived knowledge and experience in the subject matter. The following individuals were selected as informants:

Table 1: Informants Research List

| No. | Informant's Name | Position | Quantity |
|-------------------------|---|---|-----------|
| 1 | Ir. Alhadin | Head of Public Works and Housing Office | 1 |
| 2 | Joni Kamar, ST | Head of Housing and Settlement Area Department | 1 |
| 3 | Arifin Efendi Nasution, A.Md | Head of Planning and Reporting Subdivision | 1 |
| 4 | Sahtenura, SE | Head of Finance Subdivision | 1 |
| 5 | Hamdinur, SE | Head of General Affairs and Personnel Subdivision | 1 |
| 6 | H. Duras Limbong | Head of Subulussalam Utara Village | 1 |
| 7 | Mulyadi S, Supriadi, Basudin, & Anharudin | Beneficiary Community of the Assistance Program | 4 |
| Total Informants | | | 10 |

In addition to interviews, data collection techniques also involved observation and documentation as primary data, supplemented by the use of secondary data sources.

To analyze the data, the Miles and Huberman model (2014: 14) was employed, which includes the following steps:

1. **Data Reduction:** This involves summarizing and selecting essential information, focusing on important aspects, identifying themes and patterns, and eliminating irrelevant details.
2. **Data Display:** After data reduction, the next step is data presentation. In qualitative research, data can be presented through brief descriptions, charts, and relationships between categories. The most commonly used form of data presentation in qualitative research is narrative text.
3. **Conclusion Drawing:** The third step in qualitative data analysis is drawing conclusions and verification. Conclusions in qualitative research may address the research questions formulated at the beginning, but they may also evolve since qualitative research problems and research questions are often provisional and subject to development during the fieldwork.

Result and Discussion

From an organizational perspective, the implementation of the Self-Help Housing Assistance (SHA) program in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province, follows established procedures for organizations with a structured organizational framework and standardized actors. The SHA program involves multiple interconnected organizations working together for its implementation. This collaboration results in the formation of the SHA program's organizational structure, ranging from lower-level units to higher-level decision-makers. Each component of the organizational structure within the SHA program has specific tasks and functions. These components include various organizations, starting from those closest to the program's beneficiaries, such as the sections responsible for program execution at the district level. Above the district-level officers, there are several Sub-Directorates, followed by the Directorate of Self-Help Housing, which operates under the oversight of the Directorate General of Housing Provision, ultimately falling under the Ministry of Public Works and Housing.

The Department of Public Works and Housing has the

discretion to select field facilitator coordinators who are responsible for overseeing the SHA program. Consequently, each village has a facilitator, and all facilitators are coordinated by a field facilitator coordinator who is accountable for the SHA program's implementation. These facilitators play a crucial role in assisting the community in carrying out the SHA program.

Each organization involved in the SHA program has specific tasks and functions that are outlined in the Circular Letter of the Directorate General of Housing Provision No. 12/SE/Dr/2018, which provides technical guidelines for the implementation of the Special Allocation Funds in the Housing and Settlement Sector, specifically the Sub-Sector of Self-Help Housing. However, the researchers discovered several issues related to the responsible organizations during the program's implementation. One of the problems identified by the researchers pertains to the tasks and functions at the village level. After interviewing the Head of Subulussalam Utara Village, who is responsible for program implementation, it was found that there was a stronger focus on the Community Facilitators. The Village Secretary of Subulussalam Utara expressed a similar sentiment, stating that they assist the recipients of assistance in gathering the necessary requirements to be submitted to the central office. However, according to the established guidelines, this task should be carried out by Community Facilitators.

According to the Guidelines for the Implementation of the Self-Help Housing Assistance (SHA) program, the tasks and functions of the program implementers in the research area include the Deputy for Self-Help Housing. Their responsibilities include formulating policies based on technical guidelines for implementing the SHA program for Low-Income Communities (MBR), coordination and socialization, determining the districts or cities eligible for housing assistance, providing guidance, establishing central working groups, facilitators, assisting in report preparation, and coordinating the control and evaluation of the implementation of self-help housing assistance. The Community Facilitators carry out their tasks and functions, which include assisting the District/City Working Groups in field verification of potential aid recipients, facilitating, nurturing and empowering the community, and reporting on progress.

In the implementation of a program, it is influenced by several factors, including supportive and inhibiting factors. Here are the supportive and inhibiting factors that affect the implementation of the Self-Help Housing Assistance (SHA) program in realizing rural regional planning in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province:

Supportive Factors

Supportive factors in the implementation of the Self-Help Housing Assistance (SHA) program in realizing rural regional planning in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province, are as follows:

1. Communication among program implementers

Effective program implementation relies on decision-makers having knowledge and understanding of the tasks they will undertake. This knowledge can be effectively conveyed through good communication. Therefore, program implementation needs to be well-communicated to relevant parties as it directly impacts the success in achieving program objectives.

Communication among program implementers can be challenging. Transmitting messages downward or between different implementer units, communicators may distort or disseminate information, whether intentionally or unintentionally. If information sources result in conflicting understandings, implementers will face greater difficulties in carrying out the intended program policies. The Self-Help Housing Assistance (SHA) program requires further refinement steps to ensure its acceptance by both the community and program implementers. To achieve this, effective communication among implementer actors in each unit is crucial. The Head of Housing and Settlement Division plays a vital role in monitoring the implementation of the Self-Help Housing Assistance (SHA) program.

2. Collaboration among program implementers

The integrity of implementers is a crucial factor that influences the sustainability of policy implementation, particularly when it is translated into programs involving direct involvement of implementers. If implementers can collaborate effectively and agree with the program and its provisions and procedures, they will carry out their tasks to the fullest extent without violating established regulations. However, if implementers lack honesty and have difficulty collaborating with relevant parties or policymakers of a program, the program implementation will encounter numerous challenges and obstacles. The attitudes of program implementers can create significant barriers to the desired policy implementation by higher-level officials.

Obstacle Factors

There are several factors that hinder the implementation of the Self-Help Housing Assistance (SHA) program in achieving rural spatial planning in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province. These factors are as follows:

1. Human Resources

Human resources play a significant role in the success of a program. The availability of resources is a crucial factor to consider when implementing a program. In this case, the research focused only on human resources. Insufficient, inadequate, or incompetent human resources can be a barrier and lead to obstacles and failures in program implementation.

2. Target Accuracy

Regarding the implementation of the SHA program in achieving rural spatial planning, it was found that the program is intended for low-income communities who are unable to build or renovate their houses. The target of the Self-Help Housing Assistance (SHA) program is the Low-Income Communities (MBR). However, it is important to verify that the assistance is given to individuals who genuinely cannot afford to build or renovate their houses. Based on the statements mentioned, it is evident that the implementation of the SHA program in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City is reaching its intended target. However, due to the significant number of residents with inadequate housing conditions, there are still many individuals who have not received assistance, possibly because they do not meet the predetermined criteria. The research findings indicate that the implementation mechanism of the SHA program aligns with the Technical Guidelines for the Implementation of Special Allocation

Funds in the Housing and Settlement Sector, Sub-Sector of Self-Help Housing, as stated in Circular Letter of the Directorate General of Housing Provision No. 12/SE/Dr/2018.

Conclusion and Recommendation

Based on the research findings and field observations, the final conclusion regarding the Analysis of the Self-Help Housing Assistance (SHA) program in achieving rural spatial planning in Subulussalam Utara Village, Simpang Kiri District, Subulussalam City, Aceh Province, is that the program has been implemented fairly well. However, there are still areas that require improvement.

One key recommendation is to enhance coordination and cooperation between the Subulussalam City Public Works and Spatial Planning Agency (Dinas PUPR) and other stakeholders involved in the SHA program, such as the village government, community leaders, and hamlet heads, to actively engage them in the program implementation process. This can be achieved through persuasive approaches and continuous guidance provided by the Subulussalam City Public Works and Spatial Planning Agency (Dinas PUPR) to the relevant stakeholders.

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