

Making Benefits in Implementation of the Housing and Residential Policy in the City of Makassar

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Abstract

As one of the big cities in Indonesia, Makassar City also experiences problems in the housing sector and residential areas, the high demand for housing which continues to grow from year to year while the land carrying capacity does not increase causing the housing backlog number to increase every year, Law Number 1 of 2011 concerning housing and residential areas is a policy that is expected to solve the dynamic problem of housing and settlement needs through a package of programs and activities, this study aims to understand the form and benefits obtained through the implementation of housing and settlement policies in the city of Makassar using a perspective Grindel, the research method used is a qualitative descriptive method that aims to explore and find implementation performance as an authentic situation and present it through the data analysis process. The housing and settlement policy in the city of Makassar has realized benefits to policy targets, including benefits for the availability of housing for low-income people, further benefits for improving the quality of the environment in slum areas, as well as benefits for the availability of infrastructure, facilities and public utilities in the area of community settlements.

Keywords: Benefits, Policy Implementation, Housing and Settlement Areas

Introduction

At the beginning of the 21st century, the problems facing mankind are increasingly complicated. Some experts and scientists argue that a number of major cities in the world are now faced with various complex problems, a growing population and an increasing need for land. This problem, by Brunn & William (Alisjahbana, 2005) "Revealing urban problems in the 21st century has a very complex picture of problems, including overcrowding, lack of proper facilities and infrastructure, slum and illegal settlements, racial and social problems, reduced land and environmental damage".

The same view is also expressed by Andreas (Nasrullah, 2017), an urban sociologist who explains that "soon 80 percent of low-income urban residents in developing countries, more than half of the world's population will be forced to live in urban villages, they live in an environment that is not proper, an environment without proper public and private space, their world is a world without a living spirit". The manifestation of all the complexities of these problems is due to poorly planned spatial planning and spatial use.

In a more specific segment the position of housing and settlement is land intensive, where approximately 50 percent of city land is usually land for settlements, in another sense, settlements are durable capital goods, investment in land and buildings can be capitalized. up to 10 times over a period of 8-10 years. Community expenditures are high enough to meet housing needs in general, ranging from 15-20 percent of income, roughly the same as expenses for food. In essence, spending on houses is the price multiplied by the number of

houses that people buy. The area of a house in an urban area in terms of quantity is dominated by 40-45 m² and the largest 500 m², and most of them are built on narrow land. The naturally high rate of population growth coupled with urbanization will increase housing needs over time. Of course, when this situation continues on a massive scale, it can be predicted what the impact will be, namely the paralysis of certain areas that have been planned in spatial planning, all turn into housing and settlement areas. Whereas spatial policy intervention is not determined by the market mechanism alone, but there is a state authority that functions to guarantee aspects of social justice in spatial planning as the basic point of government regulations in article 6 of Law no. 5 of 1960 concerning the Basic Agrarian Law and Law No. 26 of 2007 concerning Spatial Planning, clearly states that land in Indonesia cannot be traded.

Even when there is a conflict of interest between the market and the state as stated by Arif Budiman (1996), "if there is a conflict between the state and the private sector, then the state must be won, because the state bases its policies on the public interest. The city of Makassar as one of the big cities in Indonesia is also not free from social problems that have implications for spatial problems. These problems include population and space utilization.

The population problem is that the population of Makassar is always increasing from year to year, both as a result of birth and urbanization. The complete facilities owned by the City of Makassar, (education, industry, office entertainment) have been able to attract the people of the surrounding area to live in this city. This results in the need for housing and settlements always increasing both in quality and quantity, which automatically increases the need for space.

Whereas the carrying capacity of the urban capacity, especially Makassar City, is increasingly limited in providing land, the area of which has never increased, so this often adds to the complexity of the problems faced by the Makassar City government in terms of providing and setting the location for housing and settlements. The increase in urban and sub-urban population as well as the development of urban activities requires a large housing supply, but currently the supply for cheap housing is still insufficient.

Table 1. Housing needs, fulfillment plan and realization

Year	Housing Needs	Fulfillment Plan	Fulfillment Realization
2018	150 thousand Backlog Units	10-15 thousand Backlog Units	7 Thousand Backlog Units

Source: Housing and Settlement Service Makassar (2019).

The loss of the balance of supply and demand in fulfilling the ideal housing needs in Makassar City, causing serious problems in spatial planning, the practice of jungle law applies where the strong parties take very large land resources and the weak are unable to own at all, the parties who have capital accumulating excess land ownership to then turn it into residential business land whose prices are difficult to reach for the lower middle class. Because the high prices of housing and settlements are no longer affordable for the lower middle class, they are forced to live and live in inappropriate locations, it can be ascertained that the continuation of this situation, namely the development of slum settlements.

Whereas housing and settlements are strategic sectors in an effort to develop a complete human being in the city of Makassar, apart from being basic needs, housing and settlements

(boards), also supporting the implementation of family education, cultural nurseries for the sake of improving the quality of generations.

Through the policy package Law Number 1 Year 2011 dated January 12, 2011 concerning Housing and Settlement Areas brings new hope, including for low-income communities (MBR). There are at least three important points from this law. First, there is an explicit statement of every citizen's right to housing (Article 19). It is also clear that there is enthusiasm for efforts to meet the needs of low-income people; there is even an article regulating the obligation of the provincial government to reserve and provide land for low-income housing (among others, Articles 17 and 126). This law places housing and slum settlements as part of a system consisting of building, organizing housing and managing residential areas.

Second, there is recognition that housing management is the responsibility of the state whose guidance is carried out by the government and local governments. This further emphasizes that housing and settlement development cannot be separated from regional, urban or rural development. As for the division of duties and authorities of the government in carrying out the development of housing management. Third, the financing system will become an important part of housing development and settlement areas.

Even though policies have been prepared by the government which aim to provide equal opportunities and access to the community in order to get the maximum benefit for the benefit of the community, until now the housing and settlement problems in the city of Makassar have not been fully resolved, specifically there are several very crucial issues. Among others, limited access to adequate housing space for low-income people (MBR), the decline in the quality of the ecological environment of housing and settlements, as well as the availability of infrastructure, facilities and public utilities.

Therefore, it is very important to conduct a study. When we analyze the nature of implementing public policy, including aspects of implementing housing and settlement policies, it must be admitted that in every process there will always be a possibility of a difference (gap) between what is expected by policy makers and what is actually achieved. As a result of policy performance, simply every public policy always carries the risk of failure.

The policy on spatial use in housing and settlement areas that has been implemented has also seen a failure (policy failure). This is because the implementation was not fully successful (unsuccessful implementation), not because it was not implemented or non-implemented (Akib, 2012). It can be seen that in several areas in the city of Makassar the government is able to organize and control housing areas, but in different places the government is not able to do this, this is the reason that the policy failure is caused because the implementation is not completely successful because only these two conditions cause a policy to fail.

One of the scientific efforts that will be made to understand the gap from policy problems to implementation problems, this study uses the Grindle implementation model (1980), which assumes that there are two major variables that affect the success of implementation, namely the content of policy, and the context of implementation (context of implementation).

However, in this study, the implementation of housing and settlement area policies in the city of Makassar will only be seen in the dimensions of the type of benefits as part of the policy content variable. Many people will find it easier to obtain support and a high level of compliance from the target groups or society at large.

Methods

This research was conducted in Makassar City, with the consideration that this city is experiencing a very high rate of population growth that has an impact on the high demand for housing and settlements. This research uses a qualitative descriptive approach, where this research seeks to describe the situation setting of the existing policy implementation based on the data, so in addition to presenting data, analyzing and interpreting it, it is also comparative and correlative (Narbuko & Achmadi, 2009). The data in question originates from primary data collected through interviews and observations with key informants. In addition, secondary data is sourced from literature related to research issues such as documents and related government regulations.

Research informants are subjects who understand information and research objects, namely representatives of the Makassar City Housing and Settlement Service, Makassar City BAPPEDA (Development Planning Agency at Sub-National Level) and the Community as the target of the policy. Data analysis was performed at the time the data collection took place and after completing the data collection within a certain period. Likewise, at the time of the interview directly analyzed the answers and if it was not satisfactory, the questions were continued. This data analysis includes data reduction, display and verification / conclusion.

Results and Discussion

The implementation context of the Type of Benefits indicator or type of benefit seeks to show or explain that in an implemented policy, there must be several types of benefits that indicate the positive impact generated by implementing a policy, the greater the benefits obtained by the target group (target groups), the more effective performance of policy implementation (Madapusi & D'Souza, 2012; Matland, 1995; Sabatier & Mazmanian, 1979).

The policy of implementing housing and settlement areas in the city of Makassar is one of the government's efforts to carry out development activities in the housing and settlement sector in order to meet the basic needs of the community in accordance with the conditions and characteristics of the Makassar city community 1950's. The development of Makassar City at that time was divided into 5 main areas (districts). The main areas in question include; Makassar, Wajo, Melayu, Ende and Mariso districts. The face of the city of Makassar in 1950 experienced a sharp change. This condition was marked by the disappearance of colonial power technology that divided and controlled various groups of urban society. What appears openly is the tug-of-war between the forces of capital to claim urban space, competing with the forces of mass mobilization and military forces.

The historical process of Makassar City shows that urban space did not occur naturally. There are several historical processes and interventions of power institutions that shape the face of Makassar City.

In the process of further development it indicates that the rulers are not always able to control and shape the face of the city, but the driving force for the development of residential areas which is quite dominant changes the spatial of Makassar City, until now the spatial face of Makassar city in the housing and settlement segments has experienced deviations or deviations. Quite sharp, namely about 40 percent of the spatial plan that has been established with the existing built-up land, the weak control function over the dynamics of housing space utilization and urban settlement areas has a direct and long-term impact on the aesthetics of the city.

With the implementation of law number 1 of 2011 concerning housing and settlements, the Makassar city government intends to provide guarantees to the people of Makassar city to get

access to affordable housing and have a decent environment far from being slum and unhealthy, besides that this policy is also aims so that the community can be nurtured so that their occupancy is in accordance with the standards set by the government. Some of the benefits obtained by the people of Makassar city with the implementation of this law.

Benefits of Housing Availability for Low-Income Families

One of the alternatives taken by the Makassar city government in providing housing for low-income people is to prepare vertical buildings in the form of rental flats (rusunawa), the provision of these flats is also a form of government efforts to reduce slum settlements in the city of Makassar, Flats are buildings multi-storey built in an environment that is divided into buildings structured functionally in horizontal and vertical directions and are units that can be owned and used separately, especially for a dwelling place, which is equipped with a common part, common object and common land. 1 (Article 1, CHAPTER 1. Ministerial regulation (Permen) PU 5 / PRT / 2007), there are several direct benefits to the people of Makassar City through the flat program.

Economical aspect

In terms of cost, flats are very affordable for the community, starting from Rp. 75,000 to Rp. 150,000 per month, besides that, the flats are built by the Makassar city government in several strategic urban locations making it easier for people to go to work or place of business.

Environmental Aspects

Low-income communities are synonymous with slum dwellings and lack of facilities, but those who live in rental apartments provided by the government will get a place to live in which the environment and facilities are maintained continuously so that the quality of life of the community increases.

Security Aspects

Even though it costs a low-cost flat, it is also provided with security facilities as medium and luxurious houses, so that community security is also fulfilled, in contrast to the case when they live in slum areas with building structures that have the potential for crime to the residents.

The construction of rented flats in Makassar City, especially in the Mariso sub-district, started in 2005, further development continues, although overall the apartment buildings in the city of Makassar have not been able to meet the needs of MBR because there are so many enthusiasts but at least the Makassar city government has carried out the order of the Law. Law No. 1 of 2011 on housing and residential areas in the provision of housing for poor people. At present in the city of Makassar there are several flats, both specifically made for certain groups and the people of Makassar city.

Table 2. Low-income category are as follows:

No	Flat name	Area
1	Rusunawa Daya	Biringkanayya Sub-district
2	Mariso New Flats	Mariso district
3	Apartment Kima 8 Makassar	Biringkanayya district
4	Rental Flats	Mariso district
5	Kodam Apartment Dormitory	Panaikang district
6	Baddoka Civil Servant Flat	Biringkanayya district
7	Tanjung Bunga Metro Flat	Mariso district

Benefits to the quality of the housing and settlement environment

The decline in the quality of residential settlements in the city of Makassar has led to the growth and increase of slum areas which are quite severe. Based on the Decree of the Mayor of Makassar No. moderate, 50 sub-districts in the medium category and 17 sub-districts in the light category, the total number of families in the slum area is 103, the designation of some of these sub-district as slum areas is based on the evaluation and identification of slum areas that have been determined through the Decree of the Minister of Public Works PR number 534 / KPTS / M / 2001 regarding 7 plus 1 slum area indicators which include regularity, density and physical condition of buildings; Neighborhood roads; Rainwater drainage / environmental drainage; Protection of fire hazards; Wastewater disposal; Clean water supply; Waste management; and green open spaces / public spaces.

The existence of slum settlements can be classified into 2 (two) categories, namely squatters and slums. Squatters are defined as slum settlements that grow unplanned on the land of a country without the approval of the local government in that country, which are generally located on unlicensed land such as riverbanks, under bridges and city parks. Meanwhile, slums are legal slums and have clear ownership of their land and buildings. Based on the category, most of the slum settlements in the study area are classified as slums, namely legal slums. The emergence of these slums creates environmental problems in the community.

Through the implementation of programs and policies, the Makassar City government aims to improve the quality of existing slum areas into proper settlements. Therefore, the Makassar city government has made a planned and systematic effort to prevent and improve the quality of slum settlements in the city of Makassar through various implemented programs and documents. Settlement area planning in the form of RPKPP (development plan for priority areas for settlements) and R4PD documents (Plan for Development and Development of Housing and Settlements).

The target of improving the quality of residential areas in the city of Makassar has been running since 2014 and is predicted to reach 0 (zero) hectares which will be completed in 2019 through the grand design program of zero percent slum management in Makassar city.

To realize this grand design, the Makassar city government involves community participation through strengthening institutional capacity, namely by forming community institutions and providing training in handling slum areas, the reason for choosing this step is because the carrying capacity of the existing empowerment system is very possible if implemented systematically, along with the number supporting capacity Human resources of non-governmental organizations include Community Self-Reliance Bodies (BKM), which are located in 153 urban villages with 15 administrators per BKM or 2,145 people in Makassar city; Human Resources as many as 7,150 community volunteers who have been trained in community empowerment programs who have been trained in empowerment programs (Pamsimas, Sanimas, P2KP, NUSP, City); Self-help groups that have been formed and organized in carrying out work in the field (572 KSM in Makassar City).

All components of this non-governmental organization become the spearhead of the Makassar City government in improving the quality of slum areas in Makassar City, this component becomes the agent of social in helping to accelerate development in the city of Makassar, the collaboration model set by the Makassar city government is considered effective in improving the quality of slum settlements.

programs that have been planned through the participation of partners, assistance from CSR, especially banking, have played a major role in the construction of alleys and gates with the aim of beautifying residential areas, as well as the ADB providing assistance in the form of

research and funds to accelerate the improvement of the quality of slum areas, from the results of the investigation. Researchers found at least 8 (eight) programs designed by the Makassar city government to solve slum problems including the No Rantasa hallway, the target is to make the hallway clean, beautiful and comfortable; Lorong Garden Ceria targets to make the alleyway greener, more beautiful, comfortable, and supports green areas in settlements; *Singara'na Lorongku* is the target of lighting the hallway by increasing the number of street lights; The hallway industry, the target is to strengthen the economy of the people in the hallway; Smart alley targets are increasing the accessibility of people in settlements to reach public services from information technology; Tourist corridors, the target is to make the alley as residential areas for residents to become one of the urban tourism destinations with people's creativity; The target of the Lorong Business Entity (BULO) is to increase the income of alley communities so that it affects their quality of life; The target of the Lorong Apartment is the provision of adequate housing for low-income MBR who do not have a dwelling, or vertical buildings in the hallway.

This program is the flagship of the Makassar city government in improving the quality of settlements in the city of Makassar to solve the problem of slum to live the community, so that they must be fully involved to complete the law in their territory.

Benefits of the Availability of Public Facilities and Utilities Infrastructure

The Makassar City Government issues regulations and standards governing the procurement of public and social facilities as contained in the Makassar City Regulation Number 9 of 2011 concerning the Provision and Delivery of Infrastructure, Facilities, Utilities in Industrial, Trade, Housing and Settlement Areas. In addition, there is a Perwali. Makassar No. 97 of 2015 concerning Procedures for Payment of Compensation Money, Verification, Delivery, Supervision and Control of Infrastructure, Facilities and Utilities in Industrial, Trade, Housing and Settlement Areas.

Public infrastructure, facilities and utilities are the standards made by the Makassar city government to developer developers that every land acquisition to be managed is required to provide public facilities and social facilities in a residential environment, in Ministerial Regulation Number 38 / PRT / M / 2015 concerning Infrastructure Assistance , public facilities and utilities for public housing, infrastructure is defined as the basic physical completeness of a residential environment that meets certain standards for the needs of a decent, healthy, safe and comfortable residence, means facilities in a residential environment that function to support the implementation and development of social life, culture, and economy, public utilities are supporting tools for residential environmental services.

As one of the contents in implementing the policy on spatial use of housing and settlement areas in Makassar City, the integration of the infrastructure network system and community activity centers, the availability of PSU is important, as an inseparable part of housing in healthy and comfortable residential areas. In Makassar City Regional Regulation No.9 of 2011 concerning the Provision and Delivery of Infrastructure, Facilities and Public Utilities in Industrial, Trade, Housing and Settlement Areas in Article 8, it is stated about the obligation for the bearer to provide PSU with a composition that includes 30% (thirty percent) for land area less than or equal to 25 Ha (twenty five hectares); 40% (forty percent) for a land area of more than 25 Ha (twenty five hectares) to 100 Ha (one hundred hectares); 50% (fifty percent) for a land area of more than 100 Ha (one hundred hectares).

Settlements that are comfortable and attractive to live in can be created through the provision of complete and adequate social facilities (fasos) and public facilities (fasum). "The provision of these facilities is absolutely necessary as a means of social interaction to create a

comfortable and attractive city. Social and public facilities are facilities that are needed by the community in a residential area (Zolnik et al., 2010; Taleai et al., 2014; Cook & Fiedler, 2018). These facilities can be in the form of educational, health, shopping, worship, recreation and cultural facilities, sports, and others.

The Makassar city government in granting permits to housing developers is very selective in terms of standardization of public infrastructure, facilities and utilities, this is done so that the community as consumers can enjoy a decent housing accompanied by adequate public and social facilities, Makassar city government realizes that so far many settlements are The impression is slum and its residents become flood victims starting from the provision of PSUs that do not meet standards, the orientation of the developers who mostly only pursue profit makes the community the victims, not a few people who accept inadequate public and social facilities from the developer.

Conclusion

The implementation of the policy on the use of housing space and residential areas in Makassar City benefits the availability of decent and affordable housing for low-income people (MBR), through the provision of housing loans, subsidized housing, and rental flats (Rusunawa). Aiming to provide benefits to the improvement and improvement of the quality of housing and settlement environments through handling slum areas with 8 (Eight) priority programs of the city government, involvement of the central government through the City Without Slum Program (KOTAKU), and CSR cooperation. Aiming to provide benefits to the availability of public facilities and social facilities in housing and settlements through standardization of infrastructure, public facilities and utilities for housing developers, as well as the provision of PSU for housing and settlements that have been submitted to the Makassar City government.

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