

## Implementation of the Dandan Omah Program in Realizing Livable Homes in Kedung Cowek Urban Village Surabaya City

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### ABSTRACT

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*Dandan Omah; Implementation; Livable House; Program*

The objective of this study is to analyze and describe the extent to which the implementation of the Dandan Omah Program contributes to the realization of adequate housing in Kedung Cowek Subdistrict, which has been designated as a Priority 1 area. The research method used is qualitative with a case study approach with the technique of determining informants through purposive sampling. The data collection technique was a combination of three ways, observation, interviews, and documentation. The informants were selected using purposive sampling techniques. The research subjects consist of staff from the DPRKPP, KTPR, the Kedung Cowek Subdistrict administration, and beneficiaries of the Dandan Omah Program. Data were collected through a triangulation of methods and were analyzed using the interactive model of analysis proposed by Miles, Huberman, and Saldana. The findings of this study focus on three focuses: (1) Program suitability with the target group: the program has clear objectives, policies, and budgeting that address the needs of the intended beneficiaries, supported by the e-Rutilahu coordination strategy; (2) Program suitability with the implementing organization: the implementers carry out their roles and responsibilities effectively, conduct outreach and training, and receive positive feedback from the program beneficiaries; (3) Suitability of the target group with the implementing organization: he program is well-targeted, appropriately implemented, and prioritizes poor families residing in uninhabitable housing. In conclusion, the implementation of the program has been carried out effectively. Nevertheless, there is an information gaps between the implementers and the beneficiaries, especially concerning the policy details and the allocated budget of the program.

### INTRODUCTION

The condition where individuals or communities are unable to adequately meet basic needs is called poverty (Adawiyah, 2020). The number of poor people in Indonesia, reported from bps.go.id in 2024, reached 25.22 million or about 9.03% of the total population. Therefore, the challenge in alleviating poverty remains very significant.

Surabaya City is one of the cities contributing to the number of poor people in East Java. The number of poor people in Surabaya City in 2023 as reported by bps.go.id reached 136.37 thousand people, a difference of 19.75 thousand people, while in 2024 it decreased to 116.62 thousand people. Although there has been a decrease in the number of poor people in Surabaya, the number is still relatively high. In addition, the development of settlements in Surabaya City is also influenced by the increasing population growth, both due to natural increase in the city and urbanization. The impact of excessive urbanization is the increase in poverty and slums that not addressed immediately (Aini, 2022). Thus, it is inevitable that housing demand will increase due to rapid urbanization, especially in metropolitan cities.

Improving slum areas and providing more affordable decent housing is two important steps in creating a safe and comfortable urban environment (Lasaiba, 2022). Government Regulation of the Republic of Indonesia Number 12 of 2021 concerning the Administration of Housing and Settlement

Areas outlines the obligations of the central and regional governments to provide decent housing for the community, especially for those who have limited access to livable housing.

Like other big cities in Indonesia, there are slum areas in the city of Surabaya, which is certainly related to the existence of poverty. Slum settlements in Surabaya are generally located in coastal areas, along railway tracks, riverbanks, and garbage disposal areas. This occurs due to the limited access to affordable and decent housing land, as well as the inadequacy of housing assistance programs from the government.

Based on data on the percentage of households and access to livable housing in Surabaya City in 2023 published by bps.go.id, it is known that 44.38% of the population of Surabaya City lives in uninhabitable houses, while 55.62% of the population lives in habitable houses. Therefore, the efforts of the Surabaya City Government in addressing the issue of uninhabitable housing are through the launch of the Dandan Omah Program, which was inaugurated by Surabaya Mayor Eri Cahyadi as one of the labor-intensive programs in line with the Surabaya Mayor Regulation Number 7 of 2024 concerning the Social Rehabilitation of Uninhabitable Houses in Surabaya City. This program is designed to restore the social function of poor communities through community self-help efforts to improve the conditions of uninhabitable houses, especially in the context of social welfare to assist poor families in

achieving living conditions that meet the standards prioritized by the local government. The implementation of this program uses funds derived from the Regional Revenue and Expenditure Budget (APBD) of the Surabaya City Government.

**Table 1.** Target and Realization of the Dandan Omah Program for the Period 2019-2024

Year	Target	Realization
2019	1.090	1.090
2020	461	461
2021	623	623
2022	900	950
2023	2.700	2.700
2024	1.500	1.678

Source: Internal Document of DPRKPP, 2025

By the end of 2024, the Surabaya City Government had successfully exceeded its initial target of 1,500 housing units, realizing a total of 1,678 units through the home improvement program. At the beginning of 2025, a significant increase in public demand was observed, with 7,789 applications submitted far surpassing the target of 2,069 housing units planned by the Surabaya City Housing, Settlement, and Land Agency. In response to this surge, the Surabaya City Government established a prioritization framework by designating specific priority areas for home improvement. This framework is outlined in the 2021–2026 Surabaya City Medium-Term Regional Development Plan (RPJMD), which identifies 145.89 hectares as priority zones aimed at enhancing the quality of housing and settlement environments, ultimately contributing to improved living standards for residents.

**Table 2.** Number of Recipients of the Dandan Omah Program by Sub-district Included in Priority Area 1 of Urban Planning and Housing Quality Improvement in Surabaya City 2022-2024

Priority Village 1	Number of Beneficiaries			Total
	2022	2023	2024	
Bulak Banteng	8	24	12	44
Sawunggaling	4	13	23	40
Kedung Cowek	5	24	10	39
Wonokusumo	8	20	6	34
Kalirungkut	6	15	7	28
Sukolilo Baru	1	10	14	25
Sidotopo	-	8	17	25
Kenjeran	5	10	10	25
Rungkut Kidul	5	7	6	18

Source: Internal Document Of DPRKPP, 2025

According to a study conducted by the Surabaya City Planning and Development Agency, priority area 1 is identified as the area with the most critical conditions requiring urgent intervention, characterized by inadequate sanitation, deteriorated housing structures, and high population density. Among the areas within this category is the Kedung Cowek Sub-district, a coastal settlement that ranks third in the implementation of the Dandan Omah Program, with 39 housing renovation units during the period of 2022-2024.

Poor communities in coastal areas face very specific problems, as residents in these areas typically rely on the use of the fishing and coastal sectors that are vulnerable to pollution and environmental damage (Fahm, 2021). The low household income of fishermen is one of the factors contributing to slum settlements in coastal areas, which adversely affects their efforts to improve their quality of life (Christiawan & Budiarta, 2017). The factual conditions experienced by fishermen residing in the Kedung Cowek settlement

include unclear land legality for housing and poor physical building conditions (Ardi & Rahmawati, 2018).

Buari et al. (2024) investigated the implementation of the Uninhabitable House Rehabilitation Program administered by the Housing and Land Agency of Deli Serdang Regency and identified several critical challenges that hinder its effectiveness. These challenges include inadequate human resources within the implementing agency, limited cooperation from village officials in conducting data collection and field verification, inconsistent support from beneficiaries' families and surrounding communities, potential bias due to the proximity of prospective recipients to village authorities, and discrepancies between the field data of potential recipients and the established eligibility criteria for assistance. While the prior research utilized Van Meter and Van Horn's implementation model and was carried out in Deli Serdang Regency, the current study applies David C. Korten's theoretical framework and focuses on the coastal area of Kedung Cowek Subdistrict in Surabaya City.

According to Priadi et al. (2024), the results of this study demonstrate that collaborative governance is pivotal to the success of the RS-RTLH program. This success stems from balanced and effective participatory commitments among government, private sector, and community stakeholders, which collectively generate positive economic and health impacts. Despite obstacles such as sectoral ego and insufficient coordination among government agencies, the program focuses on fundamental regulations, limited forums, participation, and transparency as key elements underpinning the success of the Social Rehabilitation Program for Uninhabitable Houses in Prabumulih City. The previous study employed the collaborative governance model and was conducted in Prabumulih City, South Sumatra, whereas the current study utilizes David C. Korten's Program Implementation theory and is situated in Kedung Cowek Subdistrict, Surabaya City.

The issues with the Dandan Omah Program that occurred in Kedung Cowek Village include construction workers not having a basic understanding of construction knowledge, internal conflicts among beneficiaries, and the legality of land ownership where homeowners are unable to meet the required administrative criteria, such as house certificates or land that is still classified as part of the area under the management or ownership of a particular company or agency. Many beneficiaries have a limited understanding of the Budget Plan (RAB) in the process of renovating or building houses. As a result, they face funding shortages midway through the project.

Building upon this context, the aim of this study is to analyze and examine the extent to which the *Dandan Omah* Program has been implemented to realize decent housing for poor families (*gamis*) in the Kedung Cowek neighborhood of Surabaya City. This analysis is conducted using the program implementation theory proposed by Korten (1988), as cited in (Bahri et al., 2020), which emphasizes three focuses of suitability: the alignment between the program and the implementing organization, the alignment between the program and the target group, and the alignment between the target group and the implementing organization.

## RESEARCH METHOD

The research method used is qualitative with a case study approach to obtain a comprehensive in-depth description related to the implementation of the Dandan Omah Program in realizing decent housing for poor families in Kedung Cowek Village, Surabaya City. According to Creswell. JW (2015),

qualitative research is defined as an approach to understand and explore key issues by collecting data or observational notes, which are then analyzed in the form of descriptions or portrayals by the researcher. A case study according to Creswell (2015) is a qualitative research method that focuses on in-depth exploration of programs, events, activities, processes, or specific individuals. This research has clear time and activity limitations.

The data collection techniques used are observation, interviews, and documentation. The technique for determining informants in this study is purposive sampling. The selection of the research site was conducted using a purposive sampling method, guided by the relevance of available information sources to the central issues addressed in this study. Consequently, the researcher identified Kedung Cowek Sub-district, Surabaya City, as the research location. The informants in this study are the Head of the Dandan Omah Program from The Housing Office and Urban Settlement and Land Affairs of Surabaya, village staff of Kedung Cowek, house repair technical group (KTPR) of Kedung Cowek, and target group or beneficiaries of the Dandan Omah Program of Kedung Cowek Village.

This study utilizes primary data obtained through direct observation of the targeted program, as well as through interviews and documentation. Additionally, secondary data were gathered from various sources, including articles, news reports, and other official documents. This research will use the data analysis technique according to Miles et al. (2014), which includes data collection, data condensation, data presentation, and drawing or verifying conclusions. This research uses the data validity techniques from Moleong (2021) which consist of credibility, transferability, dependability, and certainty.

## RESULT AND DISCUSSION

The Dandan Omah program is assistance implemented by the Surabaya City Government to build or repair uninhabitable houses, prioritizing poor families so they can have a comfortable and decent place to live. Uninhabitable houses can endanger the safety and health of their occupants because the homes they live in have roofs/walls that can collapse, no ventilation, leaking roofs, and lower floor positions. Referring to the Surabaya Mayor Regulation Number 7 of 2024, which is the second amendment of Surabaya Mayor Regulation Number 9 of 2022 and Surabaya Mayor Regulation Number 35 of 2022 concerning the Social Rehabilitation of Uninhabitable Houses in Surabaya City. This program is carried out by the Surabaya City Housing and Settlement Area Office, Technical Team for House Repairs (KTPR), and the sub-district as the implementing organization of the program. The target priority group is poor families (gamis) whose homes are no longer habitable.

The following is a description of the research discussion that is analyzed sequentially with a focus and study targets based on the theory from Korten (1988) as cited by (Bahri et al., 2020), which explains the implementation of the program with 3 focuses that can solve a problem and/or achieve a goal, as follows:

### 1. Program Suitability with Target Group

According to Korten (1988) in (Bahri et al., 2020), the suitability of a program with the target groups must truly align with the needs of those groups. Ensuring alignment of the program with the needs of the target groups is very important, as this is directly related to the benefits that the target groups will gain from the Dandan Omah Program. There are 4 sub-

focus areas including the existence of a clear objective, policies, estimated budget needed, and strategies for program implementation.

Firstly, the Dandan Omah Program has clear goals to be achieved. The Surabaya City Government through the Housing and Settlement Area Office, and the Surabaya City Land Office as the responsible implementing agency in executing the Dandan Omah Program has a goal to create decent housing for economically disadvantaged communities to live together with their families in order to create a comfortable and healthy environment, by improving uninhabitable homes in accordance with the Surabaya City Regulation Number 7 of 2024 concerning the Social Rehabilitation of Uninhabitable Houses. The achievement of this goal reflects the success of the program that has been implemented in accordance with the established targets (Sri Rahayu et al., 2021). Based on the research results, the Department of Public Housing and Settlement Areas, as well as the Land Office of Surabaya City, the Kedung Cowek Village, and the Technical Group for Home Renovation (KTPR) of Kedung Cowek have clearly explained the objectives of the Dandan Omah Program, so that the beneficiaries of this program in Kedung Cowek Village also know and understand well the objectives of the Dandan Omah Program. This program also has a positive impact on the surrounding community because the purchase of building materials is done at local hardware stores; in addition, this program can absorb labor in Kedung Cowek Village, such as community members involved and construction workers. Thus, this program not only provides direct benefits in the form of home improvements but also stimulates the local economy around Kedung Cowek Village.

Second, the implementation policy of the Dandan Omah Program refers to the Mayor Regulation of Surabaya Number 7 of 2024, which regulates the stages of program implementation, starting from administrative procedures, criteria for beneficiaries, to the responsibilities of implementers. Clarity of information is very important in conveying messages, especially if that information affects the interests of many people (Rozzaq & Widiyarta, 2021). Based on field findings, it is known that a majority of the beneficiary community in the Kedung Cowek Village lack understanding that this program is based on official government regulations. This lack of knowledge can affect their active participation and awareness of their rights and obligations during the implementation process as well as after the construction is completed. Poorly communicated policies can lead to ambiguity regarding their intentions and objectives, potentially causing confusion in their implementation and resulting in less than optimal outcomes (Ering et al., 2021).

Third, the existence of a budget estimate that is needed. The Dandan Omah program has a budget that is allocated each year. The budget allocated for the Dandan Omah program comes from the APBD (Regional Revenue and Expenditure Budget) of the Surabaya City Government. The budget is one of the resources that has been planned over a certain period to support the implementation of a program (Istiadi & Rosdiana, 2017). The budget allocation for this program may change every year, depending on government policies and development priorities in the region. The success of the implementation largely depends on the ability to manage and maximize the utilization of existing resources (Desyra et al., 2021). In 2024, it is known that the budget allocation for the Dandan Omah Program comes from the APBD amounting to 68.5 billion rupiah, which will be distributed to 153 villages

based on budget ceilings and the principle of proportionality. The budget allocated for each house is 35 million, with details of 24.5 million rupiah for the purchase of building materials and 10.5 million rupiah for labor costs. This budget is provided to beneficiaries of the Dandan Omah Program in the form of goods or materials to be used in home repairs. The budget will then be transferred to the account of the Technical Home Repair Group (KTPR) Kedung Cowek in stages, with the first stage being 21 million and the second stage being 14 million. However, information regarding the amount of the Cost Budget Plan (RAB) for the Dandan Omah Program has not been fully understood by the community. This is due to a lack of comprehensive socialization and focus on the program's alignment with the target group.

Fourth, in the Dandan Omah Program strategy, there is an e-Rutilahu website to check the administrative documents for assistance applications for prospective beneficiaries that are integrated online to improve the system, thereby facilitating coordination between the village, KTPR, and the assistance team from the department. The implementation supported by coordination and cooperation among the relevant parties is essential to achieve the success of a program (Desyra et al., 2021).

## 2. Program Suitability with The Implementing Organization

According to Korten (1988) in (Bahri et al., 2020), the suitability of the program with the implementing organization refers to the alignment between the tasks required by the program and the capacity or capability of the implementing organization. A good understanding from the implementers of the program's procedures and mechanisms is essential. In the implementation of the Dandan Omah Program, there is an organization responsible for executing the policies. There is a match between the program and the organization that implements it, particularly in the alignment of tasks required by the program and the organization's understanding.

Firstly, there is an execution team responsible for the smooth running of the Dandan Omah Program, namely the Department of Public Housing and Settlement Areas, as well as the implementers from the Kedung Cowek Village and the Housing Repair Technical Group (KTPR) of Kedung Cowek. Based on the interview results, the Dandan Omah Program in Kedung Cowek Village has been implemented as intended, which can be seen from the employees' understanding to carry out this Program, as evidenced by a clear understanding and division of tasks and responsibilities in accordance with the Mayor of Surabaya Regulation No. 7 of 2024 as the program executor.

As stated by (Hertati & Arif, 2018), the success of program implementation is greatly determined by clarity in task division and effective coordination among the involved parties. The socialization and technical training organized by the DPRKPP for KTPR and construction workers aim to encourage the success of the program with competent implementers who understand their tasks correctly, thereby minimizing the risk of errors in implementation.



**Picture 1.** Training for Construction Workers and Technical Guidance for the KTPR Dandan Omah Program

Source: internal document of DPRKPP, 2025

Secondly, the response of program implementers with program recipients refers to good interaction between implementers and the community, as well as openness to input and feedback from beneficiaries. The Dandan Omah program has been enthusiastically welcomed by the residents of Kedung Cowek, as evidenced by the 39 families that received assistance for the period of 2022-2024. This enthusiasm reflects the great hopes of the community for the Dandan Omah Program as a real solution to make their living conditions habitable.

Suggestions and complaints from the community are collected and coordinated between the Kedung Cowek Subdistrict, KTPR, and DPRKPP for further handling in a precise and responsive manner. This positive response also indicates that the program is deemed highly necessary by the community, especially in areas that still have population density and land issues, such as in the Kedung Cowek Subdistrict. This aligns with the statement by (Setiawan & Nawangsari, 2023) that implementing organizations need to have the ability to utilize up-to-date data, information, and feedback to address issues that hinder performance.

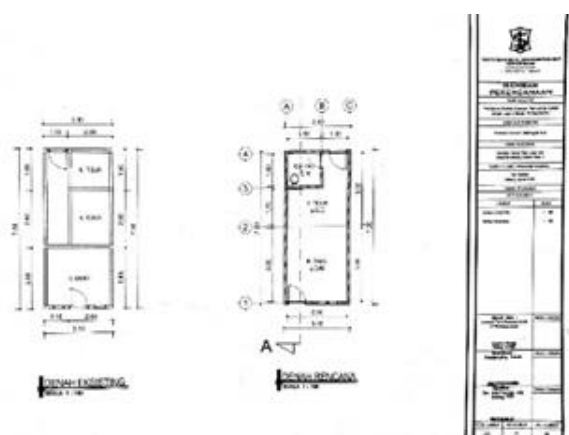
## 3. Suitability of Target Group with Implementing Organization

The alignment between the target group and the implementing organization is very important to create the success of the planned program. According to Korten (1988) in (Bahri et al., 2020), it refers to the extent to which the requirements set by the organization to obtain program outputs align with the capabilities or conditions possessed by the program's target group. Every program must be executed precisely and target those who are most in need. This is necessary so that the program's achievement can be optimal and provide benefits to the target group. The suitability of the target group with the implementing organization consists of 3 sub-foci, including the appropriate program, appropriate implementation, and appropriate target recipients.

First, the accuracy of the program in the implementation of the Dandan Omah Program refers to the extent to which the program addresses the issues faced and can realize the planned objectives. This Dandan Omah program aims to create a decent home to reduce the problems of inadequate housing faced by poor families (gamis) in the Kedung Cowek urban village. The implementation of the Dandan Omah Program received very positive feedback from the poor families (gamis) in the Kedung Cowek urban village, which is located on the northern coastal area of Surabaya city, where strong winds and seasonal tidal flooding often occur. This can affect their lives in terms of safety and comfort, raising concerns that their homes could collapse or be flooded.

Secondly, the accuracy of implementation in the Dandan Omah Program refers to the importance of executing the program in accordance with the predetermined time and plan. Based on research results, the target time for completing the home repairs carried out by the program executor has been identified. In this Dandan Omah program, the target completion time for repairing one house is approximately 20 working days. The implementation of the Dandan Omah Program in Kedung Cowek Sub-District has generally proceeded according to the specified time. However, there are also some tasks that are delayed due to difficulties in accessing areas such as narrow alleys far from the main road, thus requiring the use of three-wheeled carts for material delivery. This can be optimized through collaboration with material suppliers to enhance the completion time of the Dandan Omah Program.

The implementation of the Dandan Omah Program begins with the DPRKPP providing information on the program quota to the village, followed by data collection and a survey of residents' houses conducted by the Kedung Cowek village and KTPR. After that, the village and KTPR hold a consensus meeting on the House Construction Plan Agreement (KRPR) to produce minutes that will later be proposed to the DPRKPP. Subsequently, the DPRKPP Technical Assistance Team conducts a field survey to assess compatibility with actual conditions and estimate damage, after which a Budget Plan (RAB) is created and the funding distribution process is initiated. However, the demolition of houses is borne independently by the beneficiaries (gamis), thus the beneficiaries need to prepare reserve funds for the demolition costs as it is not included in the Program's Budget Plan (RAB).



**Picture 2.** Planning Program Image Dandan Omah in Kedung Cowek Subdistrict, Surabaya City

Source: Internal Document KTPR Kedung Cowek, 2025

Based on the results of the interviews with the implementers, it was found that there are no regulations regarding the land area limit for construction. If the house size is too large and the funds are insufficient to build the entire part, then the construction will focus on the priority parts that are damaged, while the rest becomes the responsibility of the beneficiaries. The majority of beneficiaries received 2 bedrooms and 1 bathroom from the house repairs that were carried out. The house repair process in Kedung Cowek Village uses 2 workers and 2 assistants to complete one house as stated in the budget plan.



**Picture 3.** Implementation of the Dandan Omah Program in Kedung Cowek Village

Source: Internal document of Kedung Cowek Village, 2025

Third, targeting is accurate, referring to how well the selected target group aligns with the initial plan and identified needs. In the context of the Dandan Omah Program, it is important to ensure that the targeted houses belong to community groups that are indeed in most need of assistance. Therefore, it is necessary to conduct a target verification as an important step to ensure that the program assistance meets the requirements and criteria. The requirements for Dandan Omah are outlined in the Mayor's Regulation Number 7 of 2024, which includes having an income below the regional minimum wage, a photocopy of ID card and Family Card, residing at the proposed house, a photo of the uninhabitable house condition, the house standing on legally owned land, a recommendation letter from the village head, as well as a duly stamped declaration letter.

The verification process of the target beneficiaries of the Dandan Omah Program in Kedung Cowek Village has been on target, because there has been a complete check of administrative documents and actual conditions in the field to ensure compliance with the requirements and regulations. Based on interviews with poor families (gamis) who are beneficiaries of the Dandan Omah Program in Kedung Cowek Village, it is known that the requirements are quite easy due to assistance from program implementers, namely the Technical Group for Housing Improvement (KTPR) and Kedung Cowek Village.

**Table 3.** Beneficiaries of the Dandan Omah Program in Kedung Cowek Village, Surabaya City

Year	Poor families (KK)	Non-poor families (KK)	Total	Percentage
2022	5	-	5	12,82%
2023	20	4	24	61,54%
2024	10	-	10	25,64%
Total	35 (89,74%)	4 (10,26%)	39	100%

Source Table: Internal Document of Kedung Cowek Village, 2025

Based on the table above, it can be concluded that the implementation of the Dandan Omah program in Kedung Cowek Village shows that the target group is appropriate, as the majority of beneficiaries are poor families (gamis), amounting to 89.74% of a total of 39 households. In 2022, this program successfully repaired the homes of 5 poor households, then experienced a significant increase in 2023 with the realization of 24 households. However, there were 4

households whose residents were not classified as poor families (gamis) due to having uninhabitable living conditions. In 2024, all recipients came from poor families (gamis), reflecting that the main priority was fully given to poor families in accordance with the target objectives.

In addition, there is monitoring and evaluation in the Dandan Omah Program to ensure the success of the program, reflecting the alignment of the program with the implementing organization. Monitoring and evaluation are carried out periodically by the Assistance Team from DPRKPP, Kedung Cowek Village, and KTPR Kedung Cowek to assess the progress of development, the quality of work results, and the appropriateness of budget usage. The implementing organization needs to have the capacity to utilize current data, information, and feedback to address issues that hinder performance (Setiawan & Nawangsari, 2023). The findings from the monitoring and evaluation of the Dandan Omah Program can be used as a basis for improving implementation in the future, both technically and administratively, so that the Dandan Omah Program can be conducted transparently, accountably, and sustainably.

The education regarding house maintenance has been conveyed by DPRKPP through the social media @omah-rakyat.surabaya, in addition, the sub-district and the local community empowerment team in Kedung Cowek also communicated directly about proper house care during the handover of the house repair results to the beneficiaries who have full responsibility for their own houses sustainably.

## CONCLUSION

The implementation of the Dandan Omah Program in Kedung Cowek Subdistrict is considered successful. This success is reflected in the alignment between the program, the target groups, and the implementing organizations. The program has clear objectives, policies, implementation strategies through the e-Rutilahu system, and a well-defined budget, although beneficiaries' understanding of the policy and budget remains limited. The implementing organizations have carried out their responsibilities in accordance with the established regulations and demonstrated effective coordination. The program has reached its intended beneficiaries and has been implemented on time and according to plan, despite some situational obstacles encountered in the field. Therefore, greater collaboration with building material suppliers is necessary to ensure timely implementation.

Based on the findings of this study, it is recommended that communication and outreach efforts be enhanced to provide beneficiaries with clearer information regarding program policies, budget allocations, and the overall implementation process. Strengthening these aspects is expected to reduce the information gap between program implementers and beneficiaries.

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