

Institutional Capacity in Managing Rental Apartment (Rusunawa) Services

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ABSTRACT

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The management of Simple Rental Flats (Rusunawa), as a form of public service, continues to face challenges in maintaining the sustainability of their residential function—particularly regarding facility maintenance, oversight, and repair. Issues such as suboptimal infrastructure maintenance, the lack of periodic facility inspections, and limited maintenance budgets highlight challenges regarding the institutional capacity of the *Rusunawa* management agency. This study aims to analyze the capacity of the Public Works and Spatial Planning Agency in improving the quality of *Rusunawa* management in Sukabumi City. A descriptive method with a qualitative approach was employed, utilizing data collection techniques such as observation, interviews, and documentation. The analysis utilized Horton et al.'s (2003) organizational capacity theory, which comprises five dimensions: human resources, infrastructure, strategic leadership, management programs and processes, and networks and relationships. The findings indicate that the Agency's capacity for Rusunawa management is supported by its organizational ability to coordinate, monitor, and address facility-related issues. However, constraints remain, including limited resources, a suboptimal preventive maintenance system, and a need to strengthen management processes for facility upkeep. This study underscores that improving the quality of *Rusunawa* management depends not only on the physical condition of the buildings but also on the management agency's capacity to manage resources and sustainably deliver public housing services.

INTRODUCTION

Providing decent housing for the entire population is a national development priority in Indonesia. The government continues to strive to meet the housing needs that are rising alongside population growth. In various regions across Indonesia, many people particularly Low-Income Groups (MBR) still struggle to secure decent housing; their limited economic means fail to keep pace with soaring land prices and construction costs, leading to the emergence of slum settlements, especially in urban areas. These conditions have prompted the government to provide alternative housing in the form of Simple Rental Apartment Units (RUSUNAWA) as a policy intervention to meet the public's need for decent housing.

Most research concerning *Rusunawa* (low-cost rental apartments) focuses primarily on technical issues such as the management of the building's physical condition, the extent of facility deterioration, and the implementation of tenant policies. Such studies generally frame *Rusunawa* issues in terms of routine maintenance, on-site management, or affordability for low-income communities. However, the majority of these studies fail to link these issues to the capacity of the managing institution a factor that influences overall service quality. Consequently, this study proposes a new perspective: that *Rusunawa* management cannot be separated from the capacity of the relevant institution specifically the Public Works and Spatial Planning Agency—in fulfilling its role as a provider of public housing services.

Sukabumi City is home to two *Rusunawa* (low-cost rental apartment) complexes: one in Cikundul (Lembursitu District), built in 2013, and another in Sukakarya (Warudo-

yong District), built in 2015. These facilities are intended to address land scarcity and the public's limited purchasing power, as well as to improve the urban environment and reduce overcrowding or slum settlements, in accordance with Law No. 20 of 2011.

Effective management encompassing maintenance, oversight, and operations is crucial to ensuring the continued efficient functioning of buildings and facilities. The limited number of *Rusunawa* (low-cost rental apartment complexes) in Sukabumi City presents an opportunity for relevant agencies to prioritize management efforts specifically maintenance, supervision, and facility upgrades to ensure these complexes remain habitable and provide a comfortable living environment for all residents. Management is carried out by the local government through the Public Works and Spatial Planning Agency; this agency holds authority over public works, spatial planning, and settlement infrastructure, and is responsible for the planning, construction, maintenance, and oversight of building facilities and infrastructure, with operational execution supported by the *Rusunawa* Regional Technical Implementation Unit (UPTD) in accordance with Sukabumi Mayor Regulation No. 14 of 2025.

Issues have been identified regarding the management of the Cikundul *Rusunawa* (low-cost rental apartment complex), particularly concerning the maintenance and repair of residential facilities and infrastructure. The perimeter fence, which serves as a safety feature, is reportedly damaged and no longer provides adequate protection for residents. As a temporary measure, residents have replaced the damaged sections with bamboo to minimize potential hazards. Residents have

also emphasized the need for regular facility inspections to ensure that repairs are carried out before damage worsens or poses a safety risk.

On the other hand, the relevant management stated that the maintenance of the low cost rental apartment (Rusunawa) facilities depends on the availability of the regional budget; while routine maintenance is already allocated for, major repairs requiring significant funding are subject to budget prioritization. In addition to the issue with the perimeter fence, preliminary observations by the researcher revealed another problem: damage to the enclosure wall for the piping system, which appeared exposed and unprotected, creating a potential risk of leakage.

This situation indicates that routine maintenance and facility repairs have not been carried out promptly, accurately, or comprehensively. Budgetary constraints regarding damage remediation have hindered optimal facility management, even though the damage poses potential risks to the safety, comfort, and habitability of the Cikundul *Rusunawa* (low-cost rental apartment) residents. Issues in the management of the Cikundul *Rusunawa* are reflected in the suboptimal condition of the building facilities, revealing a tendency for maintenance to be reactive performed only after damage has occurred rather than proactive through periodic inspections and preventive measures.

This highlights a gap between the maintenance needs of the building facilities and the actual management practices on the ground. Ideally, *Rusunawa* management should be supported by a preventive maintenance system involving periodic inspections, early identification of damage, and planned repairs to ensure the building and its supporting facilities function optimally. Consequently, these issues provide a crucial basis for further study into the facility maintenance management of the Cikundul *Rusunawa* and the factors contributing to the suboptimal maintenance of its residential infrastructure and amenities.

This study aims to examine the extent of the agency's capacity to carry out its roles and functions, as well as the factors influencing the improvement of *Rusunawa* (low-cost rental apartment) management quality. This study requires an approach to addressing issues regarding the improvement of management quality for *Rusunawa* (low-cost rental apartments) including maintenance, supervision, and the repair of damaged facilities in Sukabumi City, in accordance with the governing legal framework: Law No. 20 of 2011 concerning Multi-Story Housing and Sukabumi Mayor Regulation No. 1 of 2011 concerning the management and occupancy of *Rusunawa*.

Researchers aim to assess the capacity of the Public Works and Spatial Planning Agency in managing *Rusunawa* (low-cost rental apartments) in Sukabumi City, particularly regarding building maintenance. This study employs the framework proposed by Horton (2003), which comprises five dimensions: human resources, infrastructure, strategic leadership, management programs and processes, and networks and relationships.

METHODS

This study employs a descriptive research design with a qualitative approach to provide an in-depth understanding and a detailed description of the phenomenon, aligned with the research focus. Conducting this research requires a mechanism to guide the collection of information relevant to the study's focus. The researcher has established specific boundaries for the study, focusing on the capacity of the Public Works and Spatial Planning Agency regarding the improvement of

Rusunawa (low-cost rental apartment) management quality in Sukabumi City. To measure the success and failure levels of the Agency's capacity, the researcher utilizes capacity development theory, which encompasses several indicators: human resources, infrastructure, strategic leadership, management programs and processes, and networks and relationships. Obtaining accurate data requires informants who are directly involved or possess sufficient understanding of the research focus; therefore, purposive sampling is used.

Data collection methods include overt observation where the researcher openly discloses the research activity to the data sources and open-ended interviews involving the exchange of information and ideas to understand the phenomenon. Interviews were conducted with the Public Works and Spatial Planning Agency specifically the Regional Technical Implementation Unit (UPTD) for *Rusunawa* and field staff as well as residents of the Cikundul and Sukakarya *Rusunawa* complexes. Additionally, documentation (images, photos, and official records) was used to gather and process evidence verifying the facts.

Data validation involves source triangulation and technique triangulation, implemented in various ways to ensure accuracy and validity. By applying these two types of triangulation, the study aims to provide a deeper, more comprehensive overview of the phenomenon while minimizing potential bias associated with relying on a single source or technique. Data analysis involves data reduction, data presentation, and conclusion drawing. Through this study, the researcher seeks to understand the issues surrounding the *Rusunawa* program in Sukabumi City.

RESULTS AND DISCUSSION

This study examines the management of Simple Rental Flats (*Rusunawa*) in Sukabumi City in depth, focusing on the capacity of the Sukabumi City Public Works and Spatial Planning Agency to fulfill its role as the authority responsible for managing these facilities. The agency's capacity is reflected in its ability to comprehensively manage various aspects ranging from planning and maintenance to the supervision of the *Rusunawa* facilities. As the authorized technical agency, it optimizes its operational capacity through the *Rusunawa* Regional Technical Implementation Unit (UPTD) and field personnel who work directly on-site. Meanwhile, the residents serve as service recipients who utilize the *Rusunawa* facilities. Consequently, adequate agency capacity is the key factor in achieving effective and sustainable *Rusunawa* management in Sukabumi City.

The following is the number of low-cost rental apartment buildings (rusunawa) in the city of Sukabumi:

Well-maintained simple rental apartments (Rusunawa) in Sukabumi City	Year	Number of Rental Apartment Units
	2020	2 Units
	2021	2 Units
	2022	2 Units
	2023	2 Units
	2024	2 Units
	2025	2 Units

Source: Processed by the researcher based on data from Sukabumi City Open Data.

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Based on the data above, it is evident that as of 2025, the stock of low-cost rental apartments (*Rusunawa*) in Sukabumi City consists of two well-maintained units, with no new units added to date. The success of this housing program depends not only on the provision of the units themselves but also on how the government manages them and addresses the residents' needs and comfort including improvements to the quality of the buildings, infrastructure, and public facilities that support the residents' daily activities. Furthermore, effective management encompassing maintenance, oversight, and operations is crucial to ensuring the continued efficient functioning of the buildings and facilities.

According to Horton (2003:33), capacity is a continuous process through which an organization enhances its ability to formulate and achieve relevant goals. This entails strengthening both its operational and adaptive capacities. Organizational capacity development is undertaken by an organization of its own volition. The research model employed to analyze the data utilizes Horton's (2003) capacity theory, which encompasses five dimensions: (1) staff members/personnel (human resources), (2) physical infrastructure, (3) strategic leadership, (4) program and process management, and (5) networks and relationships.

Staff members/personnel (human resources)

There were 9 (nine) categories of comments written by netizens, along with 1 (one) comment that could not be viewed. The comment categories were as follows: complaints about land services, questions, land-related problems, comments on the recruitment of Civil Service Candidates (CASN), greetings for holidays or celebrations, praise for the institution, suggestions for improvement, humorous or entertaining responses unrelated to land affairs, and comments in the form of emoticons.

The human resource dimension of the organizational capacity of the Public Works and Spatial Planning Agency—specifically regarding the *Rusunawa* (public rental housing) Technical Implementation Unit (UPTD) demonstrates that the personnel involved in *Rusunawa* management have effectively supported housing service delivery. This is evident in operational activities, facility supervision, and the handling of issues raised by residents. Management involves the Agency, the *Rusunawa* UPTD, and field staff, each playing a distinct role in facility management functions. Research findings indicate that management has established operational workflows; field staff monitor facility conditions, receive damage reports from residents, and relay information to management for follow-up action. Additionally, the UPTD oversees *Rusunawa* conditions through routine monitoring, ensuring facility issues are identified and addressed as needed. This reflects the personnel's capability to coordinate and provide services to residents. However, implementation faces constraints regarding human resources, particularly a shortage of personnel dedicated to facility management. Consequently, facility monitoring and inspections are not yet comprehensive or continuous. As a result, facility damage is often detected only after deterioration has occurred, with repairs frequently undertaken only after the damage has become a noticeable issue for residents. This situation indicates a need to strengthen human resource capabilities regarding preventive maintenance.

These findings align with the organizational capacity concept proposed by Horton et al. (2003), which identifies human resources as a crucial dimension of organizational

capacity due to their role in enabling individuals to execute tasks and responsibilities and support the achievement of organizational goals. In the context of *Rusunawa* management, human resource capacity is assessed not merely by the presence of personnel, but by their ability to manage facilities, coordinate, monitor conditions, and take action on emerging issues.

Thus, while the human resource dimension in the management of *Rusunawa* Cikundul has supported housing service delivery, there remains a need to enhance capacity by increasing personnel numbers and improving competencies, particularly regarding building facility maintenance. Enhancing human resource capacity is necessary so that the management of low-cost rental apartments (Rusunawa) moves beyond merely addressing damage after it occurs and becomes capable of implementing more planned and preventive maintenance systems.

The number of personnel assigned to manage the low-cost rental apartments (Rusunawa) is shown in the following table:

No	Jabatan	Jumlah SDM	Keterangan
1	Head of the Regional Technical Implementation Unit (UPTD)	1 Person	Responsible for the overall coordination and management of the low-cost rental apartment complex (Rusunawa).
2	Head of the General Affairs Sub-division	1 Person	Responsible for organizational administration and governance.
3	Regional Technical Implementation Unit (UPTD) Staff	2 Person	Input data on residents moving in and out, and conduct routine monitoring of the low-cost rental apartments (Rusunawa).
4	Cikundul Rental Apartment Field Officer	6 Person	Carry out field operational tasks such as cleanliness, security, and facility maintenance.
5	Sukakarya Rental Apartment Field Officer	6 Person	Carry out field operational tasks such as cleanliness, security, and facility maintenance.

Source: Processed by the researcher (2026)

The table above indicates that the human resources managing the *Rusunawa* (low-cost rental apartments) comprise both managerial and operational personnel. The managerial staff is responsible for administration and coordination, while

the operational staff consists of field personnel stationed at each *Rusunawa* to support service and maintenance activities. Research findings reveal that the available human resources do not yet reflect optimal organizational capacity; field personnel are often required to perform multiple tasks simultaneously, and there are limitations regarding the division of duties and the alignment of competencies with job requirements.

Infrastructure

Regarding the infrastructure dimension of organizational capacity within the Public Works and Spatial Planning Agency specifically through the *Rusunawa* (public rental housing) Technical Implementation Unit (UPTD) the provision and existence of *Rusunawa* facilities have supported the delivery of housing services; however, the aspects of maintenance and damage repair have not yet functioned optimally. Organizational capacity in this dimension is reflected in the management's ability to maintain building conditions, provide supporting facilities, and ensure that infrastructure remains functional for residents. Research findings indicate that infrastructure maintenance faces obstacles, primarily due to limited available budgets. Maintenance budgets must be balanced against other operational needs, meaning not all facility repairs can be addressed simultaneously. Consequently, maintenance is largely prioritized based on the severity of damage, with urgent issues receiving immediate attention. Furthermore, maintenance tends to be reactive performed only after damage occurs despite the management's routine monitoring of the *Rusunawa's* condition.

These issues are evident in the fact that several facilities remain damaged and require further attention. Interviews and observations revealed that damage to pipe installation covers has not yet been repaired, despite prior requests. Additionally, facilities such as water drainage systems, doors, and room locks require maintenance attention. These conditions demonstrate that limited infrastructure management capacity can impact the speed and effectiveness of addressing facility damage.

These findings align with the organizational capacity concept proposed by Horton et al. (2003), which posits that the infrastructure dimension relates to an organization's ability to provide, manage, and maintain the quality of infrastructure to support the achievement of organizational goals. In the context of *Rusunawa* management, infrastructure capacity is assessed not only by the availability of buildings and facilities but also by the institution's ability to conduct ongoing maintenance, supervision, and repair planning.

Thus, organizational capacity within the infrastructure dimension can be considered reasonably adequate, as the *Rusunawa's* primary facilities remain available and usable by residents. However, that capacity is not yet fully optimized, as some facilities remain damaged and have not been comprehensively addressed. Therefore, it is necessary to strengthen the infrastructure maintenance system through more preventive planning, increased budgetary support, and more structured facility oversight mechanisms to ensure the continued quality of housing and public services.

Leadership strategy

The strategic leadership dimension within the Public Works and Spatial Planning Agency specifically through its *Rusunawa* (low-cost rental apartment) management unit (UPTD) demonstrates that facility management is supported by the

organization's ability to identify issues, determine strategic steps, and coordinate the various parties involved. This capability is evident in the management's efforts to maintain the facilities in a usable condition, despite budgetary constraints affecting maintenance and repair processes.

Management strategies include prioritizing maintenance for facilities with the most urgent needs, optimizing available resources, and proposing operational and maintenance budgets that better align with actual field conditions. Furthermore, routine monitoring and coordination between the agency (via the UPTD) and field staff facilitate issue identification, ensuring that reports regarding complaints or facility damage can be addressed promptly.

These findings align with the organizational capacity concept proposed by Horton et al. (2003), which defines strategic leadership as an organization's ability to understand environmental needs, set organizational direction, coordinate members, and mobilize resources to achieve shared goals. In the context of *Rusunawa* management, strategic leadership capacity is reflected in the UPTD's ability to direct facility maintenance through coordination, decision-making, and the prioritization of issues.

The research results indicate that the implementation of strategic leadership remains constrained by limited resources, particularly regarding maintenance budgets. Consequently, management must adjust its strategies for addressing facility damage based on urgency and available capabilities. Thus, while the strategic leadership dimension is functioning reasonably well given the management's ability to coordinate and make decisions there is still a need to strengthen maintenance strategies through better planning to ensure the sustainable management of *Rusunawa* facilities.



Field officers act as the party that receives complaints from residents and reports on field conditions to the agency (UPTD), while the agency (UPTD) provides guidance and solutions regarding the reported issues.

Management programs and processes

The program and management process dimension of the Public Works and Spatial Planning Agency's capacity specifically regarding the *Rusunawa* (public rental housing) Technical Implementation Unit (UPTD) demonstrates that facility maintenance management operates through mechanisms for reporting, monitoring, and addressing facility damage. Management is carried out through a division of roles among residents, field staff, and the agency (via the UPTD); residents report damage to field staff, who then forward the reports to the management team. Subsequently, the UPTD takes action based on the severity of the damage and available resources.

The facility management process involves several stages, ranging from receiving reports and inspecting the damage to executing repairs. However, implementation is constrained by budget limitations and the absence of Standard Operating Procedures (SOPs) specifically governing reporting and repair

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mechanisms for *Rusunawa* facilities. Consequently, the maintenance process relies on established field practices and priority-setting based on the urgency of the damage.

These findings align with Horton et al.'s (2003) concept of organizational capacity, which posits that programs and management processes relate to an organization's ability to manage activities, resources, services, and internal processes to effectively achieve its goals. In the context of *Rusunawa* management, this capacity is evident in the UPTD's ability to execute maintenance functions through stakeholder coordination, routine monitoring, and mechanisms for addressing emerging issues.

Nevertheless, the research indicates that capacity within the program and management process dimension requires strengthening. Budget constraints, the lack of clear SOPs, and reliance on available resources mean that some facility damage cannot be addressed swiftly or comprehensively. Therefore, it is necessary to strengthen the maintenance management system by formulating more targeted procedures, increasing resource support, and developing preventive maintenance mechanisms to ensure more effective and sustainable *Rusunawa* facility management.

Networks and relationships

The network and relationship dimension of the Public Works and Spatial Planning Agency's capacity specifically regarding the management of *Rusunawa* (low-cost rental apartments) via its technical implementation unit (UPTD) demonstrates that facility management is supported by communication, coordination, and cooperation among management, field staff, and residents. These established relationships play a crucial role in facilitating information exchange, resolving issues, and maintaining facilities to ensure their continued functionality.

In the management of *Rusunawa*, field staff act as liaisons between residents and the agency (via the UPTD). Residents can convey complaints or reports regarding facility conditions to field staff, who then relay this information to management for follow-up action. Furthermore, management seeks to foster resident engagement by encouraging them to maintain the cleanliness of the environment and the available facilities. This indicates that facility management is not solely the responsibility of the management team but also requires the participation of the facility users themselves.

These findings align with the organizational capacity concept proposed by Horton et al. (2003), which defines networks and relationships as an organization's ability to build connections, communication, and cooperation with various parties to support the achievement of organizational goals. In the context of *Rusunawa* management, this capacity is evident in the working relationships established among the agency (via the UPTD), field staff, and residents to support facility maintenance and issue resolution.

However, the research results also indicate that interactions between management and residents predominantly occur through field staff acting as operational liaisons. Direct communication with the agency (via the UPTD) tends to take place only when issues require further intervention. While networks and relationships have been established, there is a need for more systematic communication to optimize the involvement of all parties in facility management.

Thus, the network and relationship dimension of *Rusunawa* management capacity can be considered reasonably effective, given the existing mechanisms for communication

and cooperation among the various actors. Nevertheless, strengthening relationships among the parties through improved coordination and more structured communication patterns remains necessary to ensure that facility maintenance is carried out more effectively and sustainably.

CONCLUSION

This study demonstrates that the capacity of the Public Works and Spatial Planning Agency—specifically through its Technical Implementation Unit (UPTD)—to manage the Cikundul Public Rental Housing (Rusunawa) has been established and is capable of sustaining public housing services, though certain aspects still require strengthening. Organizational capacity in managing such housing is determined not only by the physical condition of the facilities but also by the institution's ability to manage resources, execute management processes, establish coordination, and devise strategies to address emerging issues.

The findings indicate that the management team possesses the capability to respond to issues through mechanisms involving reporting, monitoring, coordination, and follow-up actions regarding facility damage. However, management effectiveness is hindered by resource limitations particularly regarding maintenance budgets as well as a suboptimal preventive maintenance system and the lack of structured procedures for handling facility damage. Consequently, facility management tends to focus on reactive repairs following damage rather than on sustained preventive measures.

Applying the organizational capacity perspective of Horton et al. (2003), the study reveals that strategic leadership and relational networks have supported the management process through coordination and collaboration among stakeholders. Conversely, aspects related to programs, management processes, and infrastructure management require strengthening to ensure that facility maintenance becomes more planned and sustainable. Thus, efforts to improve the quality of Rusunawa management should focus on bolstering the capacity of the managing institution rather than merely upgrading the physical condition of the buildings.

The study highlights the importance of strengthening the Rusunawa management system by formulating standard operating procedures for maintenance, improving needs-based budget planning for facilities, and developing preventive inspection systems to mitigate the risk of major damage. Future research could expand upon this study by adopting other perspectives such as public service quality evaluation, collaborative governance, or an analysis of facility maintenance system effectiveness to gain a broader understanding of Rusunawa management.

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