

THE EFFECTIVENESS OF THE FISHERMAN'S SPECIAL HOUSE PROGRAM IN KOLAKA UTARA DISTRICT

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ABSTRACT

The purpose of this research is to find out how the *Rumah Khusus Nelayan* "RUSUS" (the Fishermen's Special House) is effective for the fishermen community, especially in Pitulua Village, Lasusua District, North Kolaka Regency. This program consumes a large budget, considering that most of the people in Pitulua Village are still classified as underprivileged and do not have their own place to live. RUSUS program has been a program of the *Kementrian Pekerjaan Umum dan Perumahan Rakyat* "PUPR" (The Ministry of Public Works and Public Housing). Nationally for the construction of special houses during this period, 9,833 units were carried out in 34 provinces in Indonesia (Ministry of Public Works RI Communication Bureau) in 2020. The Ministry of Public Works and Public Housing will allocate ABPN funds to the people of North Kolaka Regency who are work as a fisherman with the help of at least 50 units of fisherman's houses in 2017 all fishermen's houses have been realized and have been inhabited for 2 years. The current phenomenon, apart from the Covid 19 pandemic, is related to RUSUS construction program, which is still having problems, in this case of RUSUS, which should be intended for fishermen who are less affluent, but in reality there are still middle and upper class people like honorary; there are also those who use it as a temporary residence and the community does not work as a fisherman; RUSUS is owned by his parents, but only his son occupies the house and does not work as a fisherman; there are still many local people who are more entitled to get RUSUS; there are still fisherman communities who occupy houses that cannot be declared as property rights but are still in the status of usufructuary rights for 5 (five) years.

Keywords: *Effectiveness, Special Fisherman House Program*

A. INTRODUCTION

Housing in settlements is one of the basic human needs concerning the feasibility and level of welfare of people's lives. The house does not only function as a place to live or live, more than that the house also has a strategic function in its role as a center for family education, cultural alignment and quality improvement for future generations and self-realization. Saidah (2018) revealed that the administration of residential areas has the aim of fulfilling citizens' rights

to proper housing in a healthy, safe, harmonious and orderly environment, and to ensure certainty of living. The government has issued facilities in order to support Rusus housing for low-income fishing communities. This is due to the ever-increasing house prices, requiring hundreds of millions and even billions of rupiah just to be able to have a livable home. Alternative vertical housing over time, for example simple rented flats (rusunawa), become an inevitable necessity from time to time (Indah, 2012). To overcome this problem, the government issued a program called the Fisherman Special House Program (RUSUS).

The Fishermen's Special House Program (RUSUS) nationally has been a program of the Ministry of PUPR since 2015-2019, as shown in table 1, as follows:

Table 1 Special House Program

No	Kegiatan	2015	2016	2017	2018	2019	2018-2019
		Target	Target	Target	Target	Target	Target
1	Rumah Khusus	7.320	5.000	10.000	12.680	15.000	50.000
2	Rumah Khusus direvitalisasi	1.000	1.000	1.000	1.000	1.000	5.000
	Jumlah	8.320	6.000	11.000	13.680	16.000	55.000

Source: *Technical Policy Book and Special Housing Provision Program, 2017*

Nationally, based on data from the Ministry of PUPR, the construction of special houses during this period has been carried out as many as 9,833 units spread across 34 provinces in Indonesia (Ministry of Public Works Bureau of Communications 2020). The Ministry of Public Works and Public Housing (PUPR) will allocate ABPN funds to the people of North Kolaka Regency who work as fishermen with the help of at least 50 units of fisherman's houses in 2017, all fishermen's houses have been realized and have been inhabited for 2 years, Lasusua District, North Kolaka Regency.

The fishermen's special house program in North Kolaka district was implemented in Lasusua District, in Pitulua village to be precise. Pitulua Village is a coastal area that is included in the geographical area of Lasusua sub-district (the capital of North Kolaka Regency), where most of the population work as fishermen who still need government attention in terms of livable housing infrastructure for fishermen. This program is very helpful for the lives of fishermen in ensuring the development of a healthy, safe, harmonious life. and orderly and prevent the quality of life from getting worse. The level of effectiveness of this program is very necessary so that it can provide great benefits.

The current phenomenon, apart from the Covid 19 pandemic, is related to the fishermen's special house (RUSUS) construction program, which is still having problems, in this case the Fisherman's Special House Program (RUSUS), which should be intended for fishermen who are less well off, but in reality there

are still middle and upper class people like honorary; there are also those who use it as a temporary residence and the community does not work as a fisherman; Rusus is owned by his parents, but only his son occupies the house and does not work as a fisherman; there are still many local people who are more entitled to get Fishermen's Special Houses (RUSUS); there are still fisherman communities who occupy houses that cannot be declared as property rights but are still in the status of usufructuary rights for 5 (five) years. Based on the problems mentioned above, the problems to be examined in this study are:

1. What is the Effectiveness of the Special Fisherman House Program in North Kolaka Regency.
2. What are the determinant factors that determine the success of the Special Fishermen House Program in North Kolaka Regency.

The purpose of this study was to determine the effectiveness of the Fishermen Special House Program in North Kolaka Regency. As well as to find out what are the determinant factors that determine the success of the Special Fishermen House Program in North Kolaka Regency.

B. LITERATURE REVIEW

Effectiveness Concept

The term effectiveness comes from the word effective which implies the achievement of success in achieving the goals that have been set. Effectiveness is always related to the relationship between the actual results achieved, Wambrau in Wirathi, Rustaryunf and Aswitari (2017:73). The concept of effectiveness has been put forward by many experts, one of which is Hubert Graf and Smulders as quoted by Lele (2016: 7), where effectiveness (as well as efficiency) is considered as the values of one of the categories of good governance, namely performing governance. The other two categories of good governance are responsive governance (participation, transparency, legitimacy and accountability) and proper governance (integrity, fairness, equality and compliance with the law).

Effectiveness is a performance-shaping aspect, an assessment dimension that focuses on achieving policy goals. The conceptualization of effectiveness is that there is a correlation between policy objectives and the results achieved, where the effectiveness assessment framework includes 3 things (Oberthür & Groen, 2015: 1320), namely: 1. Input (input): quality of policy objectives; 2. Process: related to governance (engagement, communication, alignment of positions in the constellation of power and interests); 3. Outcomes (final results): Achievement of goals as set. Effectiveness focuses on outcomes (results), programs or activities that are considered effective if the outputs produced meet the expected goals.

Effectiveness Approach

The effectiveness approach is used to measure the extent to which the activity is effective. There are several approaches used to effectiveness, namely:

- a) Target approach (Goal Approach) This approach tries to measure the extent to which an institution succeeds in realizing the goals to be achieved. The target approach in measuring effectiveness begins with identifying organizational goals and measuring the level of success of the organization in achieving

these goals. An important target to note in measuring effectiveness with this approach is a realistic target to provide maximum results based on the official goal "Official Goal" by taking into account the problems it causes, by focusing attention on the output aspect, namely by measuring the success of the program in achieving the planned output level. Thus, this approach tries to measure the extent to which an organization or institution has succeeded in realizing the goals to be achieved. Effectiveness also always pays attention to the time factor of implementation.

- b) Source Approach (System Resource Approach) The source approach measures effectiveness through the success of an institution in obtaining the various kinds of sources it needs. An institution must be able to obtain a variety of sources as well as maintain conditions and systems in order to be effective. This approach is based on the theory of the openness of an institution's system to its environment, because institutions have an even relationship within their environment, where from the environment, resources found in the environment are often rare and of high value. The source approach in the organization's business activities is seen from how far the relationship between the business program fostered members and the surrounding environment, which seeks to be a source in achieving goals.
- c) Process Approach (Internal Process Approach) The process approach considers the efficiency and soundness of an internal institution. In an effective institution, internal processes run smoothly where the activities of the existing parts run in a coordinated manner. This approach does not pay attention to the environment but instead focuses attention on the activities carried out on the resources owned by the institution, which illustrates the level of efficiency and soundness of the institution

Measuring organizational effectiveness is not a very simple thing, because effectiveness can be studied from various perspectives and depends on who evaluates and interprets it. When viewed from a productivity perspective, a production manager provides an understanding that effectiveness means the quality and quantity (output) of goods and services.

Program Effectiveness

Understanding the program is the elaboration of a plan in general. The program is part of the planning, in this case it is often interpreted that the program is the basic framework for implementing an activity. The definition of some experts regarding the notion of the program is that program effectiveness is an assessment or measurement of the extent to which the activities in the programs that have been carried out can achieve the initial objectives of the program. The success of a program can be seen in the effectiveness of achieving the goals that have been previously planned by the related organization.

In order to be able to measure the level of effectiveness of the implementation of the Fishermen's Special House Program (RUSUS), the theory of program effectiveness according to Sutrisno (2007: 125-126) consists of several indicators including: understanding of the program, right on target, on

time, achieved goals, real change.

Fishermen's Special House Program (RUSUS)

Special houses are houses organized to meet special needs, the *Undang-Undang Nomor 1 Tahun 2011* concerning housing and residential areas). The *Undang-Undang Nomor 4 Tahun 1992* concerning housing and settlements, housing is a group of houses that function as a residential area or residential area that is equipped with environmental requirements and facilities.

1. The benefits of receiving special housing assistance are as follows:
 - a) Communities in the border areas of the State
 - b) Soldiers and/or State officers
 - c) Fisherman community
 - d) Communities affected by the government's development program victims of natural disasters
 - e) Communities residing on outer islands, remote or inland communities in locations prone to social risk
 - f) Communities in the natural resource processing area.
2. Terms of special housing assistance with the following conditions:
 - a. Location
 - 1) Must comply with the RTRW/RDTRK
 - 2) Availability of infrastructure (access roads, drinking water, electricity)
 - b. Land
 - 1) Minimum area of 1 (one) hectare or 50 housing units grouped together on one plot
 - 2) Clear legal status of ownership of land rights (with proof of legality/certificate) of ready-to-build land
 - c. There are already Special Housing Assistance Recipients Candidate
 - d. Submitting a letter requesting assistance to the coordinator of the recipient of assistance (Pemda, KKP, BNPP, Ministry of Defense, Police) which will then be forwarded to the Minister of Public Works and Public Housing.
 - e. The application letter is accompanied by a proposal containing:
 - 1) General description of beneficiaries, location, land, and others.
 - 2) Housing needs, planned/already built by the Recipient of Assistance, and proposals for assistance.
 - 3) Letter of support from Provincial, Regency/City Government.
 - 4) Letter of Statement and Commitment from the Recipient of Assistance.
3. Statements and commitments from Prospective Recipients of Special Housing Assistance containing, among other things:
 - a. Statement of willingness to provide land for the construction of Special Houses, accompanied by recommendations from the local government regarding permission to build Special Houses.

- b. A statement that there are candidates for Special Housing assistance recipients
- c. Willingness:
 - 1) Will not change the agreed construction location,
 - 2) Helping the process of issuance of permits (LMB),
 - 3) Will not change the design that has been set,
 - 4) Immediately utilize and hand over Special Houses to Beneficiaries,
 - 5) Willing to accept and manage Special Houses and their accessories.

The *Peraturan Menteri Perumahan Rakyat No. 10 Tahun 2013* concerning guidelines for Special Housing Development Assistance in the form of support from the Regional Government, including the provincial government:

- a. Coordinate the planning and implementation of assistance
- b. Providing Technical Assistance and monitoring the implementation of development; Regency/City Government:
 - 1) Coordinate to development planning and implementation
 - 2) Provide technical assistance, supervision and control of development implementation
 - 3) Provide Allocation of Regency/Municipal APBD funds to win Special Houses in order to meet the needs of special houses
 - 4) Providing licensing facilities and levy relief in issuing IMB;
 - 5) Guarantee the availability of adequate electricity and drinking water.

4. Definition of Fisherman

Fishermen as a profession that depend their life on the results of catching fish in the sea. According to (Sastrawidjaya: 2002) the fishing community is a group of people whose livelihoods are marine products and live in coastal or coastal villages.

C. METHODS

In collecting data, researchers used in-depth interview techniques (Indepth Interview) and the results of observations (observations) and documentation. Sugiyono (2012: 9) qualitative research is a type of research used to examine the conditions of natural objects where the researcher is the key instrument. This is done to obtain real and tangible results in an effort to determine the level of effectiveness of the Special Fishermen House program. This study used a qualitative descriptive analysis with data sources consisting of primary data sources, namely those derived from interviews and observations of informants consisting of the PUPR Office of North Kolaka Regency, contractors and program beneficiary communities at the research location, and secondary data derived from research results, documents and related literature.

Furthermore, the data is processed using data analysis techniques: a). Reducing data for the sake of data simplification in order to further sharpen the required data, b). Presenting data in an organized and systematic manner, so as to form a complete and integrated component, and c). Interpret the data as a decisive step in drawing conclusions. Drawing conclusions is an attempt to find the

meaning of the data recorded and presented. The data obtained is validated through: a). Observation extension, b). Increased persistence of researchers in conducting observations and interviews, c). Triangulation of data sources.

D. EXPLANATION

Characteristics of Informants

The informants in this study consisted of the head of the service; housing sector; Public infrastructure, facilities and utilities sector; Residential area and land sector; Work technical implementation unit (UPTD); and Functional group positions that have been directly appointed by the Housing, Settlement Areas and Land Services Office of North Kolaka Regency and the beneficiaries of the assistance.

1. Informant Education Level

In facilitating the process of conveying information and understanding of programs run by the Office, a person's level of education also determines the delegation of implementing regulations down to the lower levels. All informants in this study consisted of several elements of program implementers and also the people who received benefits, these informants will be presented in table 2, as follows:

Table 2. Informant's Formal Education Level

No	Education Level	Amount
1	Masters	2
2	Bachelor	14
3	Senior High School	4
4	Junior High School	1
5	Elementary school	2
	Total	23

Source: Primary data of North Kolaka Regency, 2021

Judging from this condition, the level of education can influence changes in mindset or mindset in accelerating the process of receiving information, and solving problems that will be faced directly by the Office in carrying out the tasks to be carried out. The low level of education not only causes respondents to lack understanding of information related to innovation in technological developments, but can further cause it to be difficult for informants to accept what is recommended.

2. Age Level

Age is one of the factors that affect a person's physique, way of thinking and behavior. For someone, of course, it will greatly affect the level of performance produced.

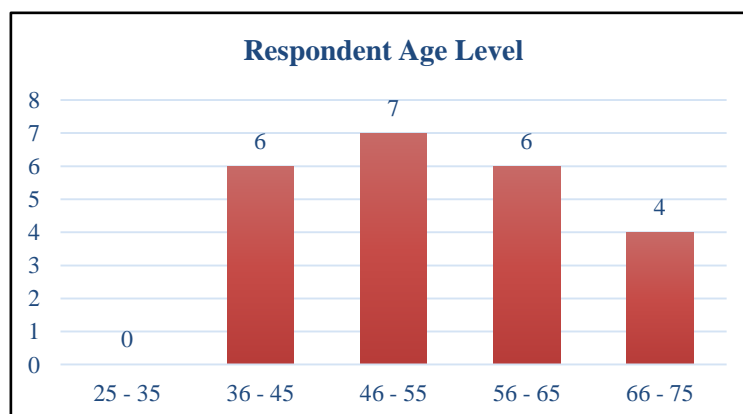


Figure 1. Bar Chart of Informant Age Levels

Judging from this data, the informants are still in the age group of 46 to 55 as many as 7 (seven) people. Meanwhile, there were 6 (six) informants in the age group of 36-45 years and 6 (six) informants aged 56-65 years. This shows that seen from the age level of 46 to 55 years are informants who carry out the implementation of fishermen's flats policy and at the age of 66 to 75 years are informants as beneficiaries. Thus it can be explained that there is a balance in the selection of sources of informants in this study regarding the effectiveness of special fishermen's housing assistance organized by the OPD who are given responsibility for it, but this cannot be concluded or stated that it has been effective in the Fishermen's Special Housing Program in Kolaka Regency North.

Process of Implementing Fishermen's Flats Policy

The results of this study are the implementation of regulations in providing housing assistance specifically for fishermen, namely the *Peraturan Menteri Perumahan Rakyat Nomor 10 Tahun 2013* which has been amended by the *Peraturan Menteri Pekerjaan Umum Dan Perumahan Rakyat Republik Indonesia Nomor 01/PRT/M/2018* concerning Development Assistance and Management of Flats in the form support from the Regional Government in North Kolaka Regency, Southeast Sulawesi Province, which in the study will describe based on the following research indicators:

1. Program target

The program target is the stage that is carried out at the beginning of a plan because it is the main priority scale in planning, especially in the special fishermen's house assistance program which will then become the basis for the next program within a certain period of time. The target of a program carried out is the result to be achieved which is based on a certain period of time but can be sustainable with the goals that have been set together.

The assistance program for special houses for fishermen in North Kolaka Regency has been carried out based on regulations that regulate this matter. According to the Head of Finance and Programming Subdivision stated that:

“In the initial stages of compiling our program, we have carried out the data collection process in determining who will receive this special fisherman housing assistance. So with this we can determine

whether this target can be achieved or not. The main target of this assistance will of course be in accordance with the requirements required of the recipients”.

This was also explained by the Head of Housing Data Collection and Planning Section as follows:

“In the early stages we have carried out a data collection process for fishermen who will receive special fishermen housing assistance. So with this it is hoped that it will be in accordance with the expected goals”.

Based on the results of the interviews, it can be concluded that in the target stages of the program, the planning process has been carried out by the Housing, Settlement and Land Affairs Office of North Kolaka Regency. So based on this, that the process of providing housing assistance specifically for fishermen is given based on data that has been done previously with the aim that the assistance is right on target.

The following is a graph of the community as recipients of special fishermen's house assistance based on the conditions collected, in North Kolaka Regency in the Lasusua District area:

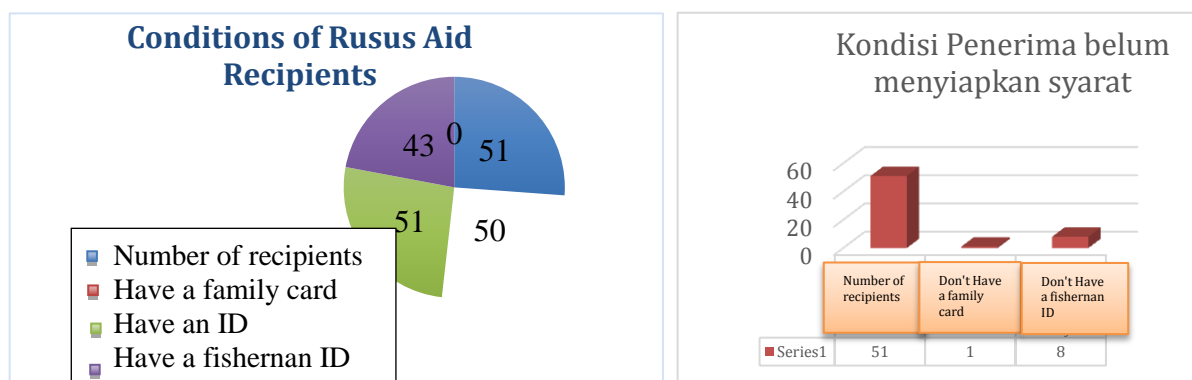


Figure 2. List of Recipients of Special House for Fishermen in North Kolaka Regency, 2020

Source: (Department of Housing, Settlements and Land of North Kolaka Regency, 2021)

The data above is information on the beneficiaries of special fisherman housing assistance, some of the beneficiaries do not yet have a KK and Fisherman's Card. Even though this is the main condition that must be met to get special housing assistance for fishermen, apart from the conditions set out in the regulations. Several conditions must be met by the beneficiary, namely the application for assistance in the construction of flats includes the following requirements: a). proposals; and b). technical.

2. Socialization of the program

This study found that the implementation team had communicated by means of socialization by beneficiaries of the Special Fishermen House Program during

the initial meeting. Therefore, socialization becomes an obstacle to the effectiveness of the Special Fishermen Housing Assistance Program, all of which have been well communicated. In this case the socialization was also conveyed by the assistant team for the Fishermen's Special Housing Assistance Program regarding the implementation of socialization at the sub-district and village levels.

The results of interviews with beneficiary community informants, J regarding the socialization carried out by program assistants from the central government ministry stated that:

“Prospective recipients of the socialization program from companions assigned by the Ministry and also accompanied by the village government and from related agencies. We were given an understanding regarding the type of assistance received and other matters related to assistance, for example the designation of assistance and the conditions that need to be met in obtaining such assistance, so that housing and livable houses are efficient and successful”.

The following is an excerpt of an interview by the head of the program implementation section from the government regarding the implementation of the Special Fishermen House Program in North Kolaka Regency:

“Socialization has been carried out to the beneficiary communities, especially those whose profession is fishermen covering several sub-districts and villages in North Kolaka Regency, especially those related to the procedures for occupancy and utilization of special housing for fishermen so that they can be put to good use. management of fishermen's housing and also how to maintain the housing environment and livable houses for prospective program recipients”.

While the Head of Service based on interviews with researchers stated that:

“Socialization activities had been carried out by the agency at an early stage and involved various elements, sub-district heads, village heads and community recipients of special fisherman housing assistance. Regarding socialization, this had already been carried out during the initial meeting in Pitulua village and the program assistant explained about the housing environment and livable houses. useful and effective”

The results of interviews with more informants stated that socialization activities had been carried out by strengthening the environmental aspects of livable housing that were efficient and effective. In addition, this socialization activity was carried out to provide knowledge to the public about the housing environment and livable houses that are efficient and effective for prospective program recipients. However, in this case there were several fishing communities who attended the outreach, most of them did not understand because the information provided was too formal. The Fisherman Special House Assistance Program is a program from the central government ministry regarding housing environments and livable houses which are intended for people who have low

economic capabilities but are expected to be able to help and also increase their level of welfare.

The results of interviews with informants as people who are recipients of assistance, ZA stated that:

“We, as beneficiaries of assistance, have been implementing this program for a long time, from the previous year and started construction from December 2017 and when this program has been completed it is immediately given and inhabited. In addition, the Program Assistant team and also the Technical Team from the Perkim and Land Office from the Provincial level came to monitor or supervise when fishing communities were already living in this aid house”.

Based on these interviews, it can be understood that the socialization process for the Special Fisherman House Program has not gone well. Several excerpts from interviews with community informants as program beneficiaries said that the program supervisory team had never come to control or come to supervise this assistance while occupying this house. which have never been repaired and drainage channels that have been clogged, resulting in an abnormal drainage system that causes an unpleasant odor.

The task of the Program assistant and the Technical Team for Special Fishermen Houses in North Kolaka Regency, apart from providing socialization to the community, is also to carry out routine monitoring/monitoring, supervision and assistance activities starting from the beginning until the program is inhabited by the community. The results of the study show that the Program Facilitators and the Technical Team during the time this program was started to be built and inhabited by the community have not carried out direct supervision with the program beneficiary communities to communicate directly, only came at the beginning to carry out socialization after that they had not returned to monitor and control the community program recipient.

3. Achievement of program goals

The achievement of the goals of the Rusus assistance program is a PUPR Ministry program built to meet housing needs for certain communities/groups of people, such as fishermen, resettlement victims/refugees, teachers, medical personnel, TNI/Polri and officers in border areas and remote islands (*PUPR Sigap Membangun Negeri, 2020*). The purpose of this program is based on the *Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 20/PRT/2017* concerning the Provision of Special Houses for beneficiaries of the provision of Special Houses Article 2 point 2 so that the Provision of Special Houses for people with special needs can be carried out effectively, efficiently, transparent, open and accountable in accordance with the provisions of laws and regulations.

Based on the statement of the informant from *Kepala Dinas Perumahan, Permukiman dan Pertanahan (DPKPP)* Kolaka Regency, SM stated that:

“For the sake of the smooth implementation and management of fisherman housing in an efficient and effective manner. So the aim of

this program is to create a decent and affordable fishing housing area for low-income fishing communities. Because it is hoped that the community will be able to improve their welfare”.

In achieving program goals, it is necessary to carry out clear planning stages and gradually achieve them according to a predetermined time. This is the statement from *Sekretaris Dinas Perumahan, Permukiman dan Pertanahan (DPKPP)* as follows:

“We hope that the objectives of this program will be in accordance with the regulations and also the planning stages that have been formulated together as well as the data that has been verified and validated by the agency and team in the field. In addition, the beneficiary must fulfill the terms and conditions set out in the Regent's Regulations and regulations that have been mutually agreed upon with the Office”.

As for the requirements and registration for prospective occupants of the Special Fisherman House according to the North Kolaka Regent's regulation that:

- 1) Indonesian citizen domiciled in the North Kolaka Regency area,
- 2) Already have a family,
- 3) Do not have a house/place to live as evidenced by a certificate from Local village,
- 4) Low income and/or a minimum of the City Minimum Wage (UKM) as evidenced by a certificate from the local village,
- 5) Submit a written application to the Regent Head of the Housing, Settlement Area and Defense Office to become a prospective occupant, accompanied,
- 6) Photocopy of KTP,
- 7) Copy of Family Card,
- 8) Photocopy of marriage certificate legalized by the authorized official,
- 9) Passport photo size 4 x 6 (3 sheets),
- 10) Statement of income from the local government/local village and;
- 11) Statement of ability to pay fees and other dues as well as other stipulated obligations and,
- 12) A statement of ability to obey and comply with the rules of occupancy and other stipulated provisions,
- 13) Working as a fisherman for residents of the Special Fishermen House.

The rules for occupancy in the Special Fisherman's House are carried out based on an agreement on Occupation Regulations made between the Head of Service and the prospective occupants:

1. The term of the agreement is valid for 5 (five) years and can be extended with acceptable reasons and implemented in accordance with the provisions of the applicable laws and regulations,
2. The extension of the agreement is carried out by submitting a request for an extension to the head of the service no later than 3 (three) months before the agreement period ends, based on the agreement the head of the service issues a

- occupancy permit, the occupancy permit is given to the occupants to be submitted to the head of the occupancy group (RT/RW) to be recorded and used as official proof of being an occupant of the Special Fishermen's House,
3. The occupants of the fishermen's special house must comply with the rules of occupancy, among others;
 4. Prospective occupants who have signed a contract/agreement letter within a period of 1 (one) month must already be living in a fisherman's special house,
 5. Report changes in family members (moving/admission) within 2 x 24 hours.

From the several conditions for both registration and occupancy conditions that have been described, it shows that the special fishermen's house assistance program has been regulated through a regent's regulation or through an agreement mechanism with the head of the Perkim and Land Office of North Kolaka Regency. The stages of preparing the program to get special housing program assistance are also based on the results of field verification, so that basis becomes a ministerial decree.

4. Monitoring Program

The program monitoring process is one of the processes of a management function, because it is an effort to control the leadership or related agencies in supervising the program whether it is implemented properly or not. thus the existence of a supervisory function can assist all stages in completing responsibilities effectively and efficiently. So that the process of submitting reports regarding true activities can be analyzed correctly and has gone through a good and correct examination.

Based on the *Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 20/PRT/2017 pada Pasal 17*, it is described that the program monitoring process includes 1) Supervision is carried out to observe, identify and anticipate problems to achieve targets. 2) Supervision is carried out at the stages of planning, construction implementation, handover of state property, and utilization of Special Houses. 3) Supervision as referred to in paragraph (2) is carried out by the head of the work unit involving the recipient of the Special Housing Provision.

Following are interviews with informants as program beneficiary communities, NM said that:

“Currently there is no program assistant or team from the Service who has come to control or supervise all of these residential houses because we are already occupying them, there are still some deficiencies in the implementation, for example there are floor mats that have started to crack and also some drainage channels are starting to get clogged. We hope for this because it is still the responsibility of the relevant departments to fix this”.

The same thing was also conveyed by a member of the community as a beneficiary, as follows:

“Currently there is no program assistant or team from the Service who has come to control or supervise all of these residential houses because we are already occupying them, there are still some

deficiencies in the implementation, for example there are floor mats that have started to crack and also some drainage channels are starting to get clogged. We hope for this because it is still the responsibility of the relevant departments to fix things”.

From the results of these interviews it can be concluded that the supervision process is still not maximally carried out by the designated program assistant team or technical team that has been directly appointed by the relevant agency. Supervision is intended to see how far the effectiveness of the program that has been implemented. So that the monitoring process will minimize complaints from the community as beneficiaries.

What are the determinant factors that determine the success of the Special Fishermen House Program in North Kolaka Regency

This research pays attention to the determinant factors that determine the success of the Special Fishermen House Program in North Koaka Regency, so the researchers took the Policy Implementation Theory put forward by Edwards III, because there are four main indicators in seeing phenomena related to this assistance program. The four indicators are Communication; Resource; Disposition; and Bureaucratic Structure. The researchers will clearly describe as follows:

1. Communication

Communication has an important role in achieving a message, so that what is desired will be conveyed clearly and correctly. Communication will also be able to make the relationship between a person or organization run well and can also be coordinated with other parties in achieving a goal to be achieved as well.

The results of the study explained that the appointed technical implementation team or technical assistance team had done a good job in accordance with the rules given. The communication carried out is by carrying out this communication by way of outreach to fishing communities as beneficiaries. Communication provided in the form of delivering information in official forums, namely at the initial meeting before the program was implemented.

The following is the result of the researcher's interview with the BH Lurah, regarding the socialization carried out by the program companion team from the central government ministry stated as follows:

“Basically the communication carried out by the team to the community is in the form of socialization at the initial meeting and directly to the recipient community by involving elements of the sub-district and village/kelurahan governments. This is conveyed by information relating to the conditions of the housing environment and livable houses so that they are on target and efficient and effective for prospective program recipients, especially fishermen as recipient destinations”.

A similar thing has also been expressed by a fishing community as a recipient of aid A, stating that:

"For us, the community really needs socialization, that's why for us the information provided is useful in occupying this aid house. Apart from that, we want to have a meeting with the community so that we

know who will receive this assistance. In the socialization, information is also given regarding how the housing environment is properly maintained and livable houses that are efficient and effective to live in in the long term”.

From the results of the interviews above, it can be concluded that this socialization is very important so that information about how the beneficiaries of the special fishermen's house assistance program can be identified and can also provide knowledge to the public about the housing environment and livable houses that are efficient and effective for prospective recipients of the program. From the results of this study, if seen in the existing regulations, it is the task of assisting the program and the Technical Team for Fishermen Special Houses in North Kolaka Regency, in addition to outreach to the supervision aspect so that this program is accepted and utilized by the community. Based on the results of this study, the process of communication and socialization of the Special Fisherman House Program (RUSUS) has been carried out properly

2. Resources

An organization's presence of resources is very important, this will affect and will also lead to motivation and achievement of an organization. There are several resources that will be the determining factor in an organization, but the human resource factor has an important role in the implementation of a given policy, because in the policy implementation process there needs to be clarity and consistency with the regulations being implemented. The role of the implementer who is responsible for implementing policies will show that both individual and organizational performance can be effective. The resources used in the Implementation of the Special Fisherman House Program (RUSUS) include 3 things namely, human resources (HR), budget and equipment that support the implementation of the Fisherman Special House Program (RUSUS).

The following is an interview with a team from the central government ministry of assistance to the Fishermen Special House Program (RUSUS) in Lasusua District, North Kolaka Regency HA, stating that:

"The resources that have been prepared in the process of providing a special fishermen's house (RUSUS) in Lasusua District, North Kolaka Regency are 6 (six) people, one of the program assistants from the central ministry government, one of the program assistants brought in directly from the provincial government, one a technical team brought in directly from the provincial government, and 3 people (employees) from related agencies who always take turns controlling the running of the program. The budget is good, while the source of funds is from the State Revenue and Expenditure Budget (APBN) from the Ministry of Public Works and Public Housing (PUPR) worth IDR 7,566,652,000, with an area of 1 hectare (Ha) and building 50 houses with an area of 6 x 6 meters per plot. while resource facilities such as facilities in the form of rooms and facilities in the form of technology such as Leptops and Print which are used for assistant officers and related agencies have been supported. Meanwhile, for this program there is no fee levied at all from program recipients”.

In this case the personnel who are responsible for implementing the Special Fishermen's House (RUSUS) program in Lasusua District, North Kolaka Regency, apart from being responsible for routine monitoring, supervision and assistance, they must also have the skills in their field so that they can provide understanding of the community so that people can understand what is conveyed.

Following are the results of interviews with the people who are recipients of assistance, S said that:

"We, the community, still find it difficult to explain the explanation given by the team regarding this special housing assistance, because there is no comprehensive explanation, for example, what kind of guidelines are there for beneficiaries, and how much is the absorption of the budget per allocated housing unit."

Based on the results of the interviews above, it can be concluded that the resources that are implementors in this special fishermen's housing assistance program still need strengthening in understanding technically and based on the situation and conditions and forms of local wisdom in village or sub-district communities.

3. Executor's Disposition/Attitude

The attitude of the executor in implementing the policy is an important part in facilitating the running of the aid program being distributed. This condition is a manifestation of one's character and characteristics as well as one's commitment to carrying out and complying with regulations related to the aid program being distributed. If the condition of the implementer's attitude is good commitment, it will also lead to motivation and good or effective policy performance regarding the fishermen's special housing assistance program down to the level of beneficiaries.

The following is the result of an interview with one of the beneficiaries of Mr. S Fisherman Special House Program, stating that:

"We, the beneficiary community, have seen that the attitude of the companion team who came to directly supervise the homework was good. But there are also some who show a lack of response to public complaints, for example how can we receive explanations about training activities and guidance on prevention and security and rescue systems against fire hazards and other emergencies. In addition, we were informed about the formation of a group of fishermen who will be assisted in the training program".

Meanwhile, the results of an interview with one of the beneficiaries of the Special Fisherman House Program (RUSUS), Mr. KL, stated that:

"The attitude shown by the Dinas employees still does not show cooperation with the community, especially those of us who are already living in a house that is not in the underprivileged category and some have even received assistance, not a fisherman, but people in the upper middle class and those concerned only sometimes came and did not occupy the house so that the house that was given was not maintained. We want employees to respond more quickly to community complaints, for example there has been a crack in the floor

mats that have been reported and even though it hasn't been done yet, what is our hope".

The attitude of the executor or the character and characteristics possessed by the implementor such as commitment cannot be said to be good because the implementor in carrying out his duties has not been able to commit to good communication with the recipient community of the Fisherman Special House Program, Lasusua District, North Kolaka Regency, as long as this program runs until it is inhabited from the recipients of the Program Assistance program and the Technical Team or implementers of this program have never come to carry out routine monitoring/monitoring and control.

4. Bureaucratic Structure

The organizational structure in charge of implementing the policy has a significant impact on the implementation policy itself. The bureaucratic structure is one that determines personal duties and responsibilities in a job. These procedures become guidelines in carrying out their duties which are called Standard Operating Procedures (SOP). In this SOP, various stages of work are outlined which are used as guidelines by the implementor in work.

Based on the regulations that are used as a reference in the implementation of the Fishermen's Special Housing Program, namely the *Peraturan Menteri Pekerjaan Umum dan Perumahan Rakyat Republik Indonesia Nomor 20/PRT/2017* Concerning the Provision of Special Housing. In this regulation it is stated in *Pasal 9 poin ke 2 pada ayat 1* namely fishing communities are people who live in coastal areas and work as fishermen.

As a derivation of a central policy, according to the *Peraturan Bupati Kolaka Utara Nomor 47 Tahun 2017* concerning Occupation and Utilization of Special Fishermen's Houses in North Kolaka Regency, the aims and objectives as stated in Article 2 explain that the purpose of the occupancy and use of special fishermen's housing is to implement smooth implementation and efficient and effective management of fisherman housing, with the aim of creating a decent and affordable fisherman housing area for low-income fishing communities.

Following are the responses from research informants Head of Housing, Residential Areas and Land Affairs Office of North Kolaka Regency, Mr. S, stated that:

"This assistance program is a program from the central government, namely the relevant ministries. However, in practice, we at the local level have structural involvement, so it is also a shared responsibility to make this a success. SOP needs to be carried out with the rules that apply in order to precisely target a program".

The statement from the informant as the Program Assistance Team from the Central Ministry of Government assigned to implement this assistance program stated:

"We have worked in accordance with the Standard Operating Procedures (SOP) in this program. In stages both from ministerial regulations and also regent regulations, because that has become our guideline for carrying out this program technically in the field. If it is not appropriate, it will also affect other aspects, for example financing

that is not appropriate, there will definitely be joint losses and there will be problems at the end of the program because there will be direct complaints from the community”.

Based on the results of the interviews above, it can be concluded that structurally each has roles and responsibilities for the implementation of the special fishermen housing assistance program and also in carrying out this task the policy implementer has made a Standard Operating Procedure (SOP) as a guide in implementation up to the field level. The guideline outlines the functions and responsibilities as well as the stages of the work being carried out.

In this study the authors present and display the results of interviews which are an important part of the discussion. The interviews presented were not only from one point of view, but from two points of view, namely the fishermen as the target and the implementing team for the RUSUS program. While the findings of previous studies did not display the results of interviews but immediately concluded. Transparency in presenting the results is highly prioritized by the author.

E. CONCLUSION

In this research, there needs to be good cooperation between the responsible party and the beneficiaries of the special fishermen's house program in North Kolaka Regency conducting outreach and supervision, so that the program objectives can be achieved according to the expected targets. The need to strengthen communication and responsibilities of all implementing teams, program assistants from the center, from the province and the Housing, Settlement Areas and Land Affairs Office of North Kolaka Regency in the special fishermen's house program.

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