

# THE ROLE OF THE MEDAN CITY HOUSING AND RESIDENTIAL AREAS DEPARTMENT IN MEETING THE HOUSING NEEDS OF LOW-INCOME COMMUNITIES IN MEDAN DELI DISTRICT

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## THE ROLE OF THE MEDAN CITY HOUSING AND RESIDENTIAL AREAS DEPARTMENT IN MEETING THE HOUSING NEEDS OF LOW-INCOME COMMUNITIES IN MEDAN DELI DISTRICT

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### Abstract

The role of government in the context of regional autonomy gives each region the authority to regulate and manage government affairs, including fulfilling the need for decent housing for the community. This study aims to analyze the role of the Medan City Housing and Settlement Agency in fulfilling the housing needs of Low-Income Communities (MBR) in Medan Deli District. A descriptive qualitative research method is used in this study, with data collection carried out through interviews, observation, documentation, and review of related literature. The research location was the Medan City Housing and Settlement Agency and the Technical Implementation Unit (UPT) for the Management of Public Rental Housing Kayu Putih. Research informants included the Head of the Housing Division, the Head of the Technical Implementation Unit (UPT) for the Management of Public Rental Housing Kayu Putih, and residents of Public Rental Housing Kayu Putih. Data analysis uses Horoepoetri's theory (2003) which includes roles as policy, strategy, and communication tools. The results of the study indicate that the Housing Agency and the Technical Implementation Unit have attempted to carry out their roles through the provision of Public Rental Housing Kayu Putih. However, implementation still faces challenges, such as the lack of socialization regarding the rental price increase policy, the absence of regulations on residence time limits so that residents stay for more than a decade, and one-way communication with minimal use of technology. It is recommended that the Medan City Government, Departments, and Technical Implementation Units increase the intensity of socialization and strengthen participatory communication strategies so that the policy is more acceptable to residents.

**Keywords:** Role of Government, Low Income Communities, Public Rental Housing

### 1. Introduction

To achieve its national objectives, Indonesia is committed to building a just and prosperous society founded on Pancasila and the 1945 Constitution. Article 28H paragraph (1) of the Constitution affirms that every individual has the right to physical and spiritual well-being, to adequate housing, and to a healthy living environment. Consequently, the state is responsible for ensuring the fulfillment of these rights by providing proper and affordable housing (Meriaty Isnaini S Adnan Ibrahim, 2020).

The state must provide what is rightfully theirs, while the community must also be aware of its obligations, for example by not constructing buildings on land that is not theirs (Erra Karyasti Dwi Karunia, 2019). Rapid urbanization, high population growth rates, and limited urban land make the need for livable housing increasingly difficult for MBR in urban



areas who have limited purchasing power and therefore need support to obtain housing.

According to Law Number 23 of 2014 concerning Regional Government, regional autonomy refers to the rights, authority, and responsibilities of autonomous regions to manage and govern their own affairs as well as the interests of local communities, in line with existing laws and regulations (Riant Nugroho Dwidjowijoto, 2019). Therefore, the government is responsible for protecting its citizens by fulfilling their housing needs through the provision of housing and residential areas, enabling them to live and occupy decent and affordable homes in healthy, safe, harmonious, and sustainable housing throughout Indonesia (Dandy Julika, 2023).

The government referred to here is the Technical Implementation Unit (UPT), which is the implementing element for operational technical activities and/or certain supporting technical activities within the agency that carries out part of the management functions of the Public Rental Housing (low-cost apartment) and the UPT appointed by the mayor to carry out Public Rental Housing management functions.

According to Article 1, paragraph 24 of Law Number 1 of 2011 concerning Housing and Residential Areas, Low-Income Communities (MBR) are those with limited purchasing power and therefore require government support to acquire housing. Low-income communities are formed due to several factors, namely the limited skills of productive-age people and intense competition for employment.

Located in North Sumatra, Medan serves as the provincial capital and the main hub of government, economy, education, and culture in western Indonesia. The city is the third-largest in Indonesia after Jakarta and Surabaya, spanning 281.99 km<sup>2</sup>, divided into 21 sub-districts and 151 villages. Population migration from the suburbs to the city center has led to a surge in demand for decent, affordable housing that meets the purchasing power of low-income communities (MBR).

Medan's 21 sub-districts, with a population density of 254,191 people per km<sup>2</sup>, had a poverty rate of 7.94% in 2024. This figure equates to 187,040 people living below the poverty line, which serves as a benchmark for welfare, being set at IDR 695,295 per capita per month (Medan City Statistics Agency, 2024). In facing this challenge, the Medan City Government launched a Simple Rental Apartment (Public Rental Housing) development program as an alternative solution to provide affordable housing, especially for people who cannot afford to buy their own homes.

Based on Mayoral Regulation (Perwal) No. 26 of 2018 concerning Simple Rental Apartments (Public Rental Housing) in Medan City, a Technical Management Unit (UPT) was established under the auspices of the Medan City Housing and Settlement Agency to manage the apartments. The Medan City Government provides support for electricity, water, road access, and sanitation facilities. This is due to a memorandum of understanding (MoU) on the division of tasks and responsibilities between the Ministry of Public Works and Public Housing (PUPR) for the construction of the apartments and the Medan City Government for the provision of land.

With decentralization through regional autonomy, the central government plays a crucial role in ensuring that the community's housing needs are met. However, the



implementation of Public Rental Housing faces various challenges, such as budget constraints, lack of community participation, and facility maintenance issues, which often require further attention from the local government (Forina Lestrasi, 2021)

The Kayu Putih Flats (Public Rental Housing) in Tanjung Mulia Hilir, Medan Deli District, comprises six twin blocks (TB) of flats built using funds from the central government's Regional Revenue and Expenditure Budget (APBD) through the Ministry of Public Works and Public Housing (PUPR). Initially, the Kayu Putih Flats were managed by a regional company (PD) from 2008 to 2018, until the issuance of Mayoral Regulation (Perwal) No. 26 of 2018, which established a Technical Management Unit (UPT) under the auspices of the Medan City Housing and Settlement Agency to manage the flats.

Currently, the flats are categorized as slightly inadequate. The main problems facing the Kayu Putih Flats in Medan Deli include leaking sewage systems, which pose health risks, and infrastructure that requires revitalization due to poor physical condition. Furthermore, poor waste management leads to waste accumulation, creating an unhealthy environment, further deteriorating the quality of housing for low-income residents who rely on flats as a housing solution (Jahoras Victor Naibaho, 2020).

Based on the results of the research conducted by researchers at the Kayu Putih Flats in Medan Deli, significant problems related to infrastructure, socioeconomics, and environmental management persist. In terms of infrastructure, numerous building defects were found, including leaking roofs, broken tiles, mossy walls, and limited water supply, which is often cut off every four hours.

The government's role is crucial in addressing the problems of flats in each region by providing housing that takes into account several aspects, including adequate and affordable housing with security, a healthy, clean, well-organized environment, land efficiency, and a true orientation for low-income communities through the construction of flats (Erra Karyasti Dwi Karunia, 2016).

This study focuses on the role of the Medan City Housing and Settlement Agency in meeting the housing needs of low-income communities in Medan Deli District, using Horoeopetri's (2003) Role Theory, which is explained through three dimensions: role as a policy, role as a strategy, and role as a communication tool. By using this Role Theory, it will become the basis for analyzing and providing a comprehensive picture of the role of the Housing and Settlement Areas Service in providing decent housing in accordance with regional autonomy for MBR.

## 2. Methods

This research uses a descriptive qualitative approach in analyzing the role of the Medan City Housing and Settlement Service in meeting housing needs for low-income communities. The research locations were the Kayu Putih Public Rental Housing (Rural Apartment) in Medan Deli District, along with the Medan City Housing, Settlement, Public Works, and Spatial Planning Agency. Primary data were obtained directly from interviews with relevant parties, while secondary data were collected through documents, archives, articles, and supporting literature. Informants were selected using purposive sampling with specific criteria deemed to be familiar with the research problem.



Key informants included the Head of the Medan City Housing and Settlement Team, the Head of the Kayu Putih Public Rental Housing Management Unit (UPT), and residents of the Public Rental Housing. The collected data were analyzed using the Miles and Huberman (1984) model, which includes three stages: data reduction, data presentation, and conclusion drawing. The analysis process was conducted interactively and continuously until the data reached saturation point. To ensure data validity, this study employed triangulation techniques, including both source and technical triangulation.

### 3. Results and Discussion

The existence of Public Rental Housing (low-cost apartments) in Medan City contributes to the Medan City Government. Therefore, its development is crucial for proper management. The Medan City Housing and Settlement Agency plays a role in meeting the housing needs of Low-Income Communities through Simple Rental Flats in Medan City. The focus of this research is on the role of the Medan City Housing and Settlement Agency in meeting the housing needs of Low-Income Communities in Medan Deli District, using role indicators according to Horepoetri et al. (2003):

- a. Role as a policy
- b. Role as a strategy
- c. Role as a communication tool

Based on these three indicators, roles are not limited to formal tasks and functions but involve resources, internal collaboration, and institutional structures that enable individuals or groups within the organization to optimally carry out their roles. In this study, the Medan City Housing and Settlement Agency and the Kayu Putih Flat Management Unit (UPT) are public sector organizations that play a role in creating conducive conditions for low-income residents (MBR) through the Kayu Putih Flat in Medan Deli District.

#### 3.1 Role as a Policy

According to Horepoetri et al. (2003), a policy's role is an appropriate and sound policy to be implemented through implementation by the implementing agency and efforts to improve policy implementation. A policy is not simply created as a formality, but is designed to be implemented effectively by the authorized agency or institution. This ensures that the implemented policy is truly capable of achieving its stated objectives and providing tangible benefits to the community.

The Medan City Housing and Settlement Agency assists the Mayor in formulating policies and implementing government affairs related to housing and settlement areas, land affairs, buildings, and spatial planning. In carrying out its duties and responsibilities, the Housing and Settlement Agency plays a policy role in meeting the housing needs of low-income families (MBR) through the Kayu Putih Flats (Public Rental Housing) in Medan Deli District.

In the context of this research, the Medan City Government, through the Department of Housing and Settlement Areas, has formulated a policy for the development and management of low-income apartments (Public Rental Housing) for low-income residents (MBR). This policy is implemented through a division of roles: the Department acts as the formulator and issuer of general policies, which are also aligned with central government policies (the Ministry of Public Works and Housing), while the Technical Implementation Unit (UPT) for the Management of



Kayu Putih Public Rental Housing (Public Rental Housing Kayu Putih) serves as the technical implementer in the field.

The Department provides guidance, supervision, and maintenance evaluation, as well as proposals for the construction of new Public Rental Housings in response to poverty issues. The Department even took the progressive step of expanding the definition of low-income residents from those earning less than IDR 3 million to IDR 6 million, thus reaching a wider population. However, this policy met with resistance due to rental rate increases that were not properly communicated to residents.

On the other hand, the UPT plays a role in carrying out administrative functions, selecting residents, regulating regulations, and maintaining facilities. The UPT also plays a key role in disseminating the policy. However, the research identified a weakness: the UPT was not involved in the policy formulation process, resulting in weak coordination. This has an impact on the lack of responsiveness of policies to the real needs of Public Rental Housing residents.

This aligns with research by Sururi et al. (2021), which concluded that in developing Public Rental Housing (low-cost apartment) policies, strengthening inter-agency coordination and involving field managers are key strategies for improving Public Rental Housing management. This prior research is highly relevant to this study, as weak coordination between the Department and Technical Implementation Units (UPT) results in a minimal response to residents' real needs, such as rate increases implemented without adequate publicity.

These findings reinforce the view that policies should not be solely created at the top level but should be participatory and adaptive to the community's social conditions. Weak coordination and minimal communication in policy formulation have led to problems such as non-transparent rate increases, limited maintenance, and resident dissatisfaction. Therefore, future Public Rental Housing management policies need to be more responsive, participatory, and able to address the real needs of the community in a sustainable manner.

### 3.2 Role as a strategy

According to Horoepoetri et al. (2003), role-playing as a strategy is a strategy for gaining public support, based on the belief that if every level of decision is well documented, the decision will have credibility. Role-playing as a strategy is carried out by reviewing the strategic basis, comparing expected results with actual results, and taking corrective action to ensure performance is in line with plans. The strategy in question is essentially implemented in a measurable, transparent, and flexible manner in real-world situations. With well-organized documentation, a robust strategy, continuous evaluation, and necessary revisions, policies will have high legitimacy and more easily gain public trust.

In this research, the Medan City Housing and Settlement Agency plays a strategic role using a legal-participatory approach. Each policy is guided by national and regional legal frameworks and incorporates input from the field through bottom-up mechanisms. This strategy includes determining criteria for low-income residents (MBR), improving basic facilities such as toilets, sanitation, and electricity, and providing shared play spaces. Furthermore, the Agency collaborates across sectors with the Ministry of Public Works and Housing (PUPR), the National Development Planning Agency (Bappenas), the provincial government, state-owned enterprises (BUMN), and the private sector through CSR programs to strengthen the sustainability of the Public Rental Housing (low-cost apartment) program.



Meanwhile, the Kayu Putih Public Rental Housing Management Unit (UPT) implements a daily operational strategy that emphasizes maintaining cleanliness, security, and order in the neighborhood. The UPT empowers casual daily employees (PHL) as security and cleaning staff and collaborates with the Environmental Agency for waste collection. However, this strategy faces challenges, such as the lack of official regulations regarding resident stay limits and the lengthy facility complaint process due to its dependence on the annual budget cycle.

This aligns with research by Rini Oktaviani (2021), which found that the Palembang regional government's strategy included establishing criteria for low-income housing (MBR), stringent administrative selection, and cross-agency collaboration for budgeting. However, obstacles were encountered in policy dissemination and implementation of resident tenure. This prior research is highly relevant to this study, particularly regarding the management of long-term residents, which is not yet regulated through clear policies, and the importance of a strategy for periodically evaluating residents' economic status.

Thus, the strategies implemented by the Agency and UPT reflect efforts to bridge formal policies with on-the-ground realities. Despite the challenges, strategies based on legality, participation, continuous evaluation, and cross-sector collaboration are key to creating more credible, responsive, and sustainable Public Rental Housing management.

### 3.3 Role as a communication tool

According to Horoepoetri et al. (2003), its role as a communication tool is a means of obtaining input, specifically information, in the decision-making process. This is based on the premise that government is designed to serve the public, so that public views and references are valuable input for realizing responsive and accountable decisions. In implementing the Public Rental Housing program, the Medan City Housing and Settlement Agency and the Kayu Putih Public Rental Housing Management Unit (UPT) not only serve as policy and strategy implementers but also as communication liaisons to obtain all input from Public Rental Housing residents in the decision-making process. As the government agency responsible for providing adequate housing for low-income residents (MBR), the Housing and Settlement Agency and the UPT must be able to absorb input, needs, and complaints from the public, especially prospective Public Rental Housing residents or current Public Rental Housing residents.

Its role as a communication tool emphasizes the importance of two-way communication between the government and the public. The government, specifically the Medan City Housing and Settlement Agency and the Kayu Putih Public Rental Housing (Rental Unit), not only acts as a policy maker and implementer, but also as an information liaison, gathering input, complaints, and aspirations from Public Rental Housing residents. This communication is carried out through three approaches: informational, participatory, and persuasive.

1. Informational communication is conducted through outreach, bulletin boards, and even direct interaction to convey policies, such as changes in rental rates or development locations.
2. Participatory communication is realized through discussions with prospective residents to ensure policies align with their socio-economic conditions. One concrete example is the change in the location of the Kayu Putih Public Rental Housing development, which was adjusted to residents' wishes to maintain proximity to jobs.
3. Persuasive communication is used in relocation efforts, where the government must



convince residents to accept the Public Rental Housing program, taking their needs and interests into account.

However, research has identified weaknesses. Communication tends to be one-way, informal, and poorly documented, resulting in slow responses to many residents' complaints. This creates resistance, such as opposition to rental rate increases. Although the presence of the Technical Implementation Unit (UPT) office at the Public Rental Housing location facilitates communication, follow-up complaints are often delayed or poorly handled.

This aligns with research by Rahmawati, N. (2021), which found that citizen involvement from the initial planning stage through program implementation can strengthen a sense of ownership and streamline government program implementation. Therefore, its role as a communication tool must be continuously strengthened to increase transparency, responsiveness, and public trust in government programs. Thus, communication plays a key role in the successful management of low-cost apartments (Public Rental Housing). Transparent, responsive, and participatory communication not only bridges the interests of the government and the community but also builds a sense of ownership, increases public trust, and strengthens the legitimacy of policies.

#### 4. Conclusion

The research findings indicate that the role of the Medan City Housing and Settlement Agency, along with the Kayu Putih Low-Income Housing Technical Implementation Unit (UPT Public Rental Housing Kayu Putih), in meeting the housing needs of low-income residents has been implemented through policy, strategy, and communication. Policy-wise, the local government has established regulations and expanded the criteria for low-income housing to be more inclusive, but this remains top-down, leading to resistance, for example in the case of rent increases.

Strategy-wise, cross-sector collaboration and a participatory approach have been attempted, but the lack of formal regulations regarding length of stay and the slow response to complaints have prevented the strategy from being fully adaptive. Communication-wise, the government has established channels for socialization and forums with residents, but these remain predominantly one-way and poorly documented, hindering citizen participation. These findings demonstrate a gap between formal policies and the real needs of the community, contributing to the development of public administration, particularly regarding the importance of participatory governance and two-way communication in housing policy implementation.

As a recommendation, local governments need to strengthen the participation of Technical Implementation Units (UPT) in policymaking to be more responsive, establish official regulations regarding resident stays and evaluations of residents' economic conditions, and establish a transparent, documented, and technology-based communication system. Furthermore, active resident involvement in environmental preservation needs to be facilitated through regular forums to foster a sense of shared ownership. With these steps, it is hoped that the Public Rental Housing program will be more effective, sustainable, and truly pro-low-income.



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