



Enhancing Public Services Through Residential Area Management: A Public Administration Study on the Implementation of the Regional Development and Housing Plan (RP3KP)

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Received : November 18, 2024

Accepted : January 6, 2025

Published : January 31, 2025

Citation: Trenggana, W. (2025). Enhancing Public Services Through Residential Area Management: A Public Administration Study on Implementing the Regional Development and Housing Plan (RP3KP). *Ijomata International Journal of Social Science*, 6(1), 201 - 219.

<https://doi.org/10.61194/ijss.v6i1.1536>

ABSTRACT: Improving public services is the primary goal of governance, which is focused on community welfare. One critical sector in enhancing the quality of public services is residential area management. This article examines the role of residential area management in supporting public service improvement, focusing on implementing the Regional Development and Housing Plan (RP3KP) in Tana Tidung Regency. The study aims to analyze the contribution of RP3KP to public service improvement in the housing sector and identify key success factors and challenges in its implementation. This research employs a qualitative approach with a case study method. Data was collected through policy document analysis, interviews with relevant stakeholders, and field observations. The results indicate that RP3KP has positively contributed to improving the quality of public services in the housing sector through integrated and participatory planning. The successful implementation of RP3KP is influenced by policy synergy between central and local governments, active community involvement in planning, and effective coordination among local government agencies. However, this study also identifies several challenges, such as limited resources, inadequate spatial data, and difficulties in cross-sectoral coordination. The implementation of RP3KP can potentially become a strategic model for optimizing public services in the housing sector, provided it is supported by consistent policies, efficient resource management, and enhanced institutional capacity. Practical recommendations for local governments include strengthening residential area management as an integral part of inclusive and sustainable public services.

Keywords: Public Services, Residential Area Management, RP3KP, Public Administration, Sustainable Development



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INTRODUCTION

Public services are the core of governance aimed at improving societal welfare. One of the critical aspects of public service delivery is meeting basic needs, including adequate housing and settlements. According to Turner (2012), housing fulfills a basic human necessity and supports identity, security, and the socio-economic development of families. In the context of a welfare state, housing is integral to inclusive and sustainable development policies ([Ginting, 2010](#)).

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Law Number 1 of 2011 on Housing and Residential Areas in Indonesia guarantees the availability of adequate, affordable, and sustainable housing for all citizens. This law mandates the government to prepare the Regional Development and Housing Plan (RP3KP) as a strategic framework to address housing needs, support spatial planning, and promote sustainable development by balancing social, economic, and environmental considerations.

Key Legal Principles

1. **Ensuring Housing Rights:** The law recognizes housing as a fundamental human right and strives to provide equitable access to decent living conditions.
2. **Integrated Planning:** RP3KP ensures that housing development aligns with spatial planning frameworks to foster structured urban growth.
3. **Sustainable Development:** Encourages environmentally conscious and forward-thinking practices in housing development and regional planning.
4. **Affordability and Inclusivity:** Supports the provision of affordable housing, particularly for low-income groups, to reduce inequality.

Although the law has been implemented, several challenges hinder the effective execution of RP3KP, including:

1. **Suboptimal Implementation:** Local governments often face limited capacity and resources to implement RP3KP effectively.
2. **Housing Deficit (Backlog):** There is a significant gap between housing demand and supply, particularly for low-income households.
3. **Slum Settlements and Urban Sprawl:** Weak enforcement of RP3KP has led to the proliferation of informal settlements and uncontrolled urban expansion.
4. **Limited Coordination:** Collaboration between central and local governments, private developers, and communities is often inadequate, resulting in fragmented efforts.

By effectively implementing this law and addressing these challenges, the government can fulfill its constitutional mandate to provide adequate and sustainable housing for all citizens, ultimately improving quality of life and promoting inclusive growth.

Through Law Number 1 of 2011, the Indonesian government mandates local governments to prepare RP3KP as an operational reference for integrated, sustainable, and regionally specific settlement management. However, implementing RP3KP in many regions faces obstacles, including limited resources, weak cross-sectoral coordination, and low community participation. Public administration theory emphasizes the importance of effective resource management in improving public services ([Denhardt & Denhardt, 2015](#)). In settlement development, participatory and collaborative approaches among stakeholders are recognized strategies for enhancing service quality ([Rustandi, 2015](#)). However, previous research indicates gaps between housing policy planning and implementation at the local level.

For instance, Kuncoro (2003) highlights that housing development policies often focus solely on physical aspects without considering their impact on public services. Yudohusodo (1991) notes that limited spatial data and weak inter-agency integration are recurring challenges in settlement management. These gaps underscore the need for a new approach integrating governance principles, community participation, and environmental sustainability in housing policies.

Other studies, such as Rustandi (2015), highlight the effectiveness of participatory approaches in settlement management in various regions in Indonesia, although they do not specifically examine RP3KP implementation. Similarly, Niracanti (2001) stresses the importance of synergy between regional and spatial planning yet fails to address how this translates into public service contexts. This study seeks to fill these gaps by evaluating RP3KP implementation from a public administration perspective.

Thus, this research introduces a novel approach linking regional spatial management through RP3KP implementation with public service improvement. The focus is on collaborative approaches involving local governments, communities, and private sectors to achieve inclusive, data-driven, and sustainable public services.

Research Objectives

1. To evaluate the implementation of RP3KP in Tana Tidung Regency in supporting public service improvement.
2. To identify challenges and opportunities in settlement management as part of public service delivery.
3. To provide strategic recommendations for strengthening the governance of residential areas that address community housing needs and sustainability.

This study is expected to make theoretical and practical contributions to public administration and housing development.

Theoretically, this research enriches public administration literature by offering a new perspective integrating collaborative governance, community participation, and environmental sustainability. It connects key concepts in public administration, such as responsive public service theory (Denhardt & Denhardt, 2015), with the participatory approaches Arnstein (1969) advocated. Additionally, it fills research gaps by evaluating the impact of housing policies on public service quality, which is often overlooked in previous studies focusing solely on physical development.

This study helps local governments identify challenges and opportunities in managing residential areas. Its findings provide a basis for improving the effectiveness of housing and settlement policies, addressing resource limitations, enhancing cross-sectoral coordination, and increasing community involvement in planning and management. By prioritizing public services, this research guides local governments to ensure that housing policies meet physical needs and promote societal well-being, especially for low-income groups vulnerable to housing inequality.

This study also emphasizes the importance of sustainability in every aspect of housing policy planning and implementation. In the face of rapid urbanization and climate change challenges, integrating social, economic, and environmental dimensions is becoming increasingly relevant. Furthermore, the recommendations generated from this study apply to the Tana Tidung Regency and can be adapted by other regions with similar characteristics. Thus, this research aims to contribute academically while creating broader practical impacts in enhancing housing and settlement sector public services.

METHOD

This study employs a qualitative approach with a case study design to explore the implementation of the Regional Development and Housing Plan (RP3KP) in enhancing public services. The research focuses on collecting primary data through in-depth interviews with key stakeholders, including local government officials, housing developers, community representatives, and spatial planning experts (the questionnaire is included in Table 1), as well as field observations to assess residential area conditions directly. These primary data are supplemented with secondary data from policy documents (RP3KP, RPJMD, RTRW), official reports, and relevant literature.

The research process was structured into three main stages to ensure a comprehensive data collection and analysis approach. The first stage, the Preparation Stage, involved identifying the research location in Tana Tidung Regency, selecting key informants, and developing interview and observation guidelines. This stage set the foundation for a focused and systematic investigation by defining the scope and methodology for data collection.

In the Data Collection Stage, the research team interviewed 15-20 key informants, observed the implementation of RP3KP in residential areas, and gathered secondary documents related to the program. These methods provided primary insights from the key stakeholders involved in the policy and enabled the researchers to obtain a diverse range of information about RP3KP's effects. The combination of interviews, field observations, and secondary data gave a holistic understanding of the program's implementation and outcomes.

Finally, the Data Processing Stage involved transcribing the interview results and classifying the data into key themes such as supporting factors, challenges, and impacts on public services. The data was then validated through triangulation, which involved comparing information from different sources to ensure consistency and reliability. Thematic analysis was employed to analyze the data. This qualitative method involved identifying key themes, exploring the interrelations between these themes based on empirical data, and reducing the data to focus on the most relevant information. The findings were then presented in a narrative format, supported by visualizations such as tables and diagrams, which helped to convey the data clearly and effectively. Finally, the analysis culminated in drawing conclusions that addressed the research objectives, providing a detailed understanding of the RP3KP implementation and its impact on public services.

The data analysis in this study was conducted through a series of structured steps to ensure the validity and depth of the findings. The process began with data triangulation, where information from various sources, such as interview results, field observations, and policy documents, was compared to verify consistency and enhance data reliability. Following this, a coding process was applied, where the data were categorized under key themes, such as supporting factors, challenges, and impacts on public services. This allowed for a systematic organization of information.

Subsequently, thematic analysis was carried out to identify the main themes emerging from the data, such as policy synergy, community participation, and public service quality. The analysis also examined the interrelations between these themes, guided by empirical evidence gathered during the study. The next step involved data reduction, where the most relevant information was selected, and the complexity of the data simplified without compromising its essence.

The reduced data were presented in descriptive narratives and visual formats, including tables and diagrams, to facilitate more straightforward interpretation and communication of the findings. Finally, the conclusions were drawn by interpreting the analyzed data and linking it to relevant

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theories or concepts. This step answered the research questions and offered strategic recommendations for effectively implementing the RP3KP. This comprehensive approach ensured a robust and insightful analysis of the data collected in the study.

Table 1

The table below contains the list of questions used during the interview process.

No.	Category	Questions
1	Understanding of RP3KP	How do you view the RP3KP policy and its goals in supporting residential area development in Tana Tidung? How well do you understand the content and scope of RP3KP implemented in this region?
2	Policy Planning and Synergy	How is RP3KP designed to align with other policies, such as RPJMD and RTRW? What is your opinion on coordinating between central and regional governments and related agencies in RP3KP? What challenges do you perceive in aligning RP3KP with other priority development areas?
3	Policy Implementation	How involved is your institution or community in implementing RP3KP? What are the key factors for successful RP3KP implementation in residential areas? Has RP3KP improved access to basic infrastructure like roads, drainage, and public facilities? Do you see a direct impact of RP3KP implementation on public service quality in the housing sector?
4	Community Participation	How significant is public involvement in planning and decision-making regarding RP3KP? What causes low community participation in planning or implementing this policy?
5	Challenges and Obstacles	What are the main challenges in providing basic infrastructure such as clean water networks or waste management? How does the lack of data, such as updated regional maps, affect RP3KP planning and implementation? What needs to be done to improve cross-sectoral coordination in RP3KP implementation?
6	Recommendations and Improvements	What are your recommendations for improving RP3KP's effectiveness in enhancing housing and settlement sector public services?

This methodological framework ensures a robust analysis of RP3KP's implementation while providing actionable insights for enhancing public services through residential area management.

RESULT AND DISCUSSION

This study highlights the implementation of RP3KP (Regional Development and Housing Plan) in Tana Tidung Regency as a critical instrument for improving housing and settlement sector public services. The following is an in-depth exploration of the main findings:

Policy Synergy

The availability of policy synergy in implementing RP3KP in Tana Tidung Regency is an essential aspect of ensuring the program's effectiveness in supporting public service improvement. One form of synergy is aligning RP3KP with other strategic planning documents, such as the Long-Term Development Plan (RPJP), the Regional Medium-Term Development Plan (RPJMD), and the Regional Spatial Plan (RTRW). RP3KP is designed to support the medium-term development vision and align with established spatial plans; however, its implementation faces several challenges.

From interviews with officials from the Regional Government Organizations (OPD), it was revealed that only about 70% of the plans within the RP3KP have been successfully implemented (details of the interviews are available in Table 2). The primary constraint stems from budget limitations, which have caused program priorities to become fragmented. Several planned settlement development programs had to be postponed or redirected to support other infrastructure needs deemed more urgent by the local government. These shifts in priorities often occur due to the pressing demands of different development sectors, resulting in the housing and settlement objectives within the RP3KP not being fully achieved.

Table 2. Interview Results

No.	Question Category	Percentage of Respondents	Summary of Respondents' Answers
1	Understanding of RP3KP	69%	Most respondents understood RP3KP's main objective, which is the development of settlement areas. However, a detailed understanding of its scope needs improvement.
		31%	Some respondents felt they lacked understanding of the content and scope of RP3KP due to insufficient socialization at the local level.
2	Policy Synergy	68%	RP3KP has been designed to align with RPJMD and RTRW, but its implementation still requires better coordination between central and regional governments and related OPDs.
		32%	Respondents highlighted challenges in synchronizing policies across sectors, particularly concerning outdated data and other development priorities.
3	Policy Implementation	69%	Local institutions and community involvement exist but are not yet optimal. Basic infrastructure, such as roads and drainage, has been initiated, but its impact is not widespread.

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		31%	Some respondents stated that RP3KP has not significantly improved public service quality in the housing sector.
4	Community Participation	64%	Community participation is low due to inadequate socialization and minimal involvement in decision-making processes.
		36%	Some respondents noted that the community lacks interest because they do not see the direct impact of RP3KP on their lives.
5	Challenges and Obstacles	65%	The main challenges are the lack of updated data, such as regional maps, and limited budget allocation for clean water networks and waste management.
		35%	Some respondents pointed out cross-sectoral coordination challenges and the limited technical capacity at the local level.
6	Recommendations and Improvements	72%	Respondents recommended increasing socialization, community involvement, and cross-sectoral coordination to enhance RP3KP implementation effectiveness.
		28%	Additional suggestions included adequate budget allocation and more comprehensive and updated data to support better planning and implementation.

The table above shows that most respondents stated that RP3KP is still in the early stages of implementation and requires significant improvements, particularly in policy synergy, implementation, and community participation.

Furthermore, coordination between OPDs (Regional Government Organizations) is a significant challenge in creating policy synergy. Differences in perception between OPDs, such as the Public Works and Housing Agency (PUPR), which focuses more on physical infrastructure development, and the Environmental Agency, which prioritizes environmental sustainability, often lead to differing priorities and approaches. These disagreements are exacerbated by lacking an effective mechanism to manage cross-sectoral conflicts, such as a routine coordination forum or a framework that governs more systematic collaboration between OPDs. As a result, program implementation often proceeds in isolation without adequate integration, reducing the efficiency and effectiveness of policy execution.

In this context, strategic steps are needed to strengthen policy synergy, including increasing budget allocation, improving cross-sectoral coordination mechanisms, and fostering mutual understanding among the relevant OPDs to achieve common goals in implementing RP3KP. These efforts are essential to ensure that RP3KP aligns with RPJMD (Regional Medium-Term Development Plan) and RTRW (Regional Spatial Plan) and to maximize its impact on improving the quality of public services in the housing and settlement sectors.

Level of Public Participation

The level of community participation in RP3KP implementation in Tana Tidung Regency significantly influences the program's success. Unfortunately, public participation remains low, as

survey results indicate that only around 30% of respondents stated that the community was involved in public discussion forums related to RP3KP. This low involvement suggests that an inclusive approach to policy planning has not been fully implemented.

The lack of public participation has also led to mismatches between government plans and community needs. For example, some residents complained about the location of new housing developments that did not meet their needs, mainly due to limited access to public facilities such as schools, markets, or healthcare centers. This highlights a gap between government-designed policies and community expectations, largely caused by insufficient efforts to understand public needs and aspirations through effective consultation processes.

Moreover, socialization regarding RP3KP has been deemed ineffective. Many residents lack detailed knowledge of settlement development plans, reflecting weak communication and transparency from the local government. Public discussions are often limited in scope and fail to engage various community groups, particularly vulnerable populations, such as low-income individuals and residents in remote areas. These shortcomings stem from socialization methods that tend to be formal and not adaptive to community needs, such as holding events in hard-to-reach locations or at inconvenient times.

Low levels of public participation hinder the optimal implementation of RP3KP and risk-reducing public trust in the government. Strategic steps are needed to increase community involvement, such as organizing more inclusive discussion forums, utilizing technology for two-way communication, and adopting community-based approaches that directly involve groups in all planning and implementation stages of RP3KP. These efforts are expected to bridge the gap between government policies and public needs, enabling RP3KP to operate more effectively and directly impact community welfare.

Quality of Spatial Data

Adequate data availability is vital in integrated planning, including RP3KP implementation in Tana Tidung Regency. However, the primary challenge lies in the limited spatial data currently available. Interviews with 60% of OPD representatives revealed that spatial data is inadequate to support accurate and effective planning processes. One significant weakness is the lack of updated and detailed regional maps, often resulting in unavailable or inaccurate information for planning purposes.

This limitation directly impacts planning quality. For instance, one settlement development project identified the selected location as a flood-prone area only after the project began. The spatial data used was invalid or lacked critical information about flood risks. Such deficiencies indicate that planning decisions were based on inadequate data, ultimately affecting the program's efficiency and sustainability.

Another major issue is the absence of a unified data system accessible to all OPDs. Currently, each OPD maintains its spatial data, which often lacks synchronization with data from other OPDs. This mismatch creates challenges in cross-sectoral coordination, such as data duplication, differing interpretations, and difficulties in evidence-based decision-making. For example, the Public Works and Housing Agency (PUPR) may have data on infrastructure development locations, while the Environmental Agency has different data on environmental conditions at the same sites. These discrepancies lead to poorly integrated policies and programs.

The lack of a centralized data system also hampers transparency and accountability, as all stakeholders cannot comprehensively access the data needed for monitoring and evaluating RP3KP implementation. To address these issues, initiatives to build a unified data system accessible to all OPDs are essential. This system should include updated, detailed, and spatially-based data supported by information technology that facilitates cross-sectoral integration. With a centralized and unified system, RP3KP planning and implementation are expected to become more effective, accurate, and aligned with sustainable settlement development needs.

Impact on Public Services

Implementing RP3KP in Tana Tidung Regency has positively impacted improving access to basic settlement infrastructure. About 65% of respondents acknowledged that the policy successfully enhanced the quality of infrastructure, particularly residential roads, drainage systems, and other public facilities. These improvements are greatly appreciated by residents in densely populated areas, where road construction has opened up previously inaccessible areas, including emergency vehicles like ambulances and fire trucks. This demonstrates RP3KP's ability to address some of the community's urgent needs in creating more livable settlements.

Moreover, the new drainage systems have reduced waterlogging during the rainy season. Areas previously prone to flooding now have better water management, reducing property damage risks and improving residents' comfort. This success underscores the importance of planned and locally tailored approaches in planning regional residential infrastructure.

However, despite these significant advancements, several major challenges remain, particularly in clean water services and waste management. Clean water provision is a primary issue, as most new settlements lack direct access to the public water utility (PDAM) network. Residents rely on wells or local water sources, whose quality often does not meet hygiene standards. This poses health risks, especially for vulnerable groups like children and older people. Additionally, limited clean water infrastructure reflects the need for greater investment in building distribution networks that reach all settlements.

Another pressing challenge is waste management. Many settlements still lack integrated waste management facilities, leading to improper household waste disposal directly into the environment. This results in soil and water contamination, negatively affecting the community's quality of life. In some areas, household waste pollutes residents' wells, exacerbating environmental health issues. These challenges highlight that while RP3KP has positively impacted basic infrastructure, certain sectors require greater attention. To address clean water issues, local governments need to accelerate the expansion of PDAM networks and improve the quality of local water sources. For waste management, constructing integrated waste processing facilities serving all settlements and educating communities about maintaining environmental cleanliness is necessary. By tackling these challenges, RP3KP can become more effective in creating settlements that are not only livable but also sustainable and healthy.

The findings indicate that while RP3KP has made tangible contributions to improving basic infrastructure access, its implementation success is still constrained by coordination issues, low public participation, and inadequate data quality. This underscores the need for more inclusive and data-driven strategies to optimize public housing and settlement services.

Key factors influencing RP3KP implementation success include enhancing cross-sectoral coordination, increasing community participation, and leveraging technology for data management. These steps are essential for crafting more effective and inclusive policies, ultimately improving housing and settlement sector public services.

The theory of good governance asserts that synergy between sectors is key to ensuring policies support each other and do not overlap. The Cross-Sector Collaboration Theory also emphasizes the importance of cooperation between government agencies in planning and implementing policies to achieve common goals, as explained by Bryson, Crosby, and Bloomberg (2014). Effective coordination between sectors can optimize the use of existing resources, increase efficiency, and reduce policy conflicts. However, the gap between theory and practice is evident in the field. While this theory emphasizes the importance of sectoral synergy, the reality is that coordination between OPDs (Regional Government Organizations) in Tana Tidung Regency is often ineffective. This is seen in the duplication of programs and the lack of synchronization between RP3KP, RPJMD (Regional Medium-Term Development Plan), and RTRW (Regional Spatial Plan), which should be part of an integrated approach to holistic development planning. The theory assumes that each sector works harmoniously to achieve a larger goal, but in practice, each sector tends to operate in silos without adequate communication.

Principles of Good Governance and Cross-Sector Collaboration Theory

To bridge the gap between theory and practice in Tana Tidung Regency regarding cross-sector coordination in the implementation of RP3KP, the following steps should be taken by the local government based on the principles of good governance and cross-sector collaboration theory:

1. Enhancing Communication and Coordination Between OPDs

The Tana Tidung Regency government must establish more effective communication mechanisms between the Regional Government Organizations (OPDs). This can be done through:

- a) Establish regular coordination forums between the OPDs involved in the planning and implementing RP3KP, RPJMD, and RTRW. These forums could take the form of periodic coordination meetings to discuss each sector's progress and how to synchronize their plans.
- b) Building a technology-based communication system, such as a digital platform, allows OPDs to share information transparently and in real time. This will make it easier to identify issues and prevent the duplication of programs or the creation of unsynchronized plans.

2. Strengthening the Role of the Regional Planning Development Agency (Bappeda)

As the regional planning institution, the Regional Planning and Development Agency (Bappeda) must act as the driving force in aligning the vision and mission of various sectors. Some of the steps that can be taken are:

1. Facilitating Integrated Sectoral Planning Development:
Bappeda must consolidate various sectoral plans into a comprehensive document, ensuring that all sectors work towards the same goals.

2. Ensuring Continuous Evaluation and Monitoring of RP3KP, RPJMD, and RTRW Implementation:

This evaluation must be conducted to assess whether any programs overlap or are ineffective in achieving the shared objectives.

3. Enhancing Human Resources (HR) Capacity in Each OPD

The success of cross-sector coordination largely depends on the capacity of human resources within each OPD. To address this, the government must:

- a) Increase Training and Capacity Building:
Training in good governance principles, particularly in cross-sector collaboration, should be provided. This training can include skills for planning, implementing, and monitoring mutually supportive and synergistic policies.
- b) Develop Data Analysis and Evidence-Based Planning:
Conduct capacity analysis and evidence-based planning so that each OPD can access joint analysis results linked to other sectors.

4. Utilizing Technology for Integrated Data and Spatial Information Management

One critical factor in achieving sectoral synergy is the availability of accurate and reliable data that all relevant stakeholders can access. Therefore, the local government should:

- a) Develop an Integrated Spatial Data Information System:
An integrated GIS (Geographic Information System)-based application should be created, enabling stakeholders to access and analyze settlement and development planning data in an integrated manner.
- b) Ensure the Quality of Data:
Ensure that the data used by each sector is valid, up-to-date, reliable, and accountable. This will reduce the likelihood of errors in planning and policy implementation.

5. Engaging the Public in the Planning and Monitoring Process

In addition to cross-sector coordination, public participation is crucial to supporting the successful implementation of government policies. Tana Tidung Regency requires the following:

- a) Activating Public Consultation Forums:
Provide spaces for the community to express their aspirations, critiques, and feedback on settlement area development. This will enrich planning with diverse perspectives and ensure policies align with public needs.
- b) Encouraging Active Public Participation in Oversight Programs:
Encourage the community to actively participate in program monitoring through representative bodies or civil society organizations in the region.

6. Developing More Flexible and Adaptive Policies

Policies that are too rigid and unresponsive to changing conditions can hinder sectoral synergy. Therefore, the government should:

- a) Adapt Policies to Field Dynamics and Realities:
Flexibility in plan development will allow the government to adjust policies to respond to

changing conditions, enabling it to better address emerging challenges or issues as they arise.

- b) **Strengthening the Monitoring and Evaluation System**
Continuous monitoring must ensure that programs are progressing as intended so policies can be reviewed, repeated, and adjusted if necessary.

7. Building Leadership that Encourages Collaboration

Strong and visionary leadership is essential for creating synergy between sectors. Therefore, local leaders (such as the regent) must:

- a) **Commit to Cross-Sector Collaboration:**
Leaders must prioritize collaboration across sectors and lead by example, encouraging OPDs to work together to achieve broader development goals.
- b) **Provide Recognition and Incentives:**
Leaders should reward OPDs who collaborate well and act against those who fail to do so, fostering a collaborative work culture.

The Tana Tidung Regency Government can bridge the gap between theory and practice in sectoral coordination by taking these steps. Furthermore, better sectoral synergy will lead to more effective and efficient policy planning and implementation, accelerating the achievement of more inclusive and sustainable regional development goals.

Additionally, from the perspective of community aspirations, in the context of Arnstein's (1996) "Ladder of Citizen Participation" theory, public participation in public policies is viewed as a spectrum of involvement levels, ranging from manipulation (the lowest level) to full control (the highest level). This theory assumes that the higher the level of public participation, the more likely it is that the resulting policies will reflect the needs and aspirations of the public. In this case, the highest level of participation is when the public has full control in decision-making. In contrast, at lower levels, participation is limited to consultation or even manipulation, where the government still holds the decision.

Gap Participation in The Study

However, this study found a significant gap between the ideal participation theory and practice. While public participation theory expects active involvement and dialogue between the government and the public in policy planning and implementation, public participation in RP3KP (Regional Development and Housing Plan) implementation in Tana Tidung is very limited.

1. Top-Down Policy Planning and Evaluation Process.

Policy planning in Tana Tidung Regency is often top-down, meaning that the government sets policies without deep involvement from the public. As the decision-maker, the local government tends to formulate policies without providing sufficient space for public participation. This approach is not in line with Arnstein's theory, which emphasizes the importance of a high level of participation in decision-making. At a higher level on the participation ladder, public participation is often limited to consultation or information the government provides to the public, without allowing them to influence the decisions made

truly. This practice highlights the limitations in implementing more inclusive participation, as described in the theory, ultimately hindering the success of policy implementation.

2. Lack of Involvement in Strategic Decision-Making

Public participation theory explains that participation should involve the public in more strategic decision-making, not just in consultation or information-sharing stages. However, in practice, the people of Tana Tidung feel that their involvement in strategic decision-making processes is minimal, further demonstrating a disconnect between the ideal participation model and the reality in the field. They are often involved after major decisions or only provided information about pre-designed programs. This indicates that participation (such as through discussion forums, deliberations, or regular meetings with the community) is highly limited. In other words, the community does not feel they have sufficient control over the decisions made regarding RP3KP, which impacts the low effectiveness of the implemented policies.

3. Marginalized Communities in the Decision-Making Process

One consequence of low public participation is the sense of being marginalized by the government in the decision-making process. The community feels that decisions do not fully reflect their needs or aspirations. This potentially creates a gap between policies and the community's needs. For example, RP3KP, although an initiative aimed at improving housing and settlement quality, may not fully reflect the priorities and desires of the local population due to their lack of input during the planning process.

4. Implications for Policy Implementation Success

This gap indicates that while public participation theory assumes open dialogue between the government and the public, reality shows that people in Tana Tidung Regency still often feel excluded from the decision-making process. As a result, implementing policies such as RP3KP may not be fully effective, as the policies do not entirely accommodate the community's real needs. This can also reduce public trust in the government, hindering further participation. Steps that the Tana Tidung Regency Government can take to address this gap include:

1. Public Consultation Forums:

The government should strengthen public consultation forums and hold more meetings involving the public in every policy planning stage. This will allow the public to voice their opinions and ideas before making major decisions.

2. Decision-Making:

The government should consult with the public and involve them in strategic decision-making. This can be done through village deliberations or public meetings to provide direct input and allow the community to control the adopted policies.

3. Providing Platforms for Open Dialogue:

The government should offer more open platforms for two-way dialogues, such as online forums or regular meetings, allowing the public to provide feedback on ongoing policies.

4. Education and Socialization:

The government should conduct more intensive socialization to emphasize the importance of public participation in regional development. This method will help the community become more aware of its rights and responsibilities in planning and decision-making.

5. **Enhancing Government Capacity to Address Public Aspirations:**

The government must improve its capacity to constructively manage public input and develop policies more responsive to emerging aspirations.

The Tana Tidung Regency Government must prioritize active and inclusive participation principles in planning and implementing the RP3KP policy. By increasing community involvement in all stages—planning, implementation, and evaluation—the policy's success will be enhanced, and the relationship between the government and the community will strengthen. This approach aligns with Arnstein's Ladder of Citizen Participation, which emphasizes the importance of participation at all levels.

Limitation of The Study

theoretical planning and evidence-based principles emphasize using accurate and integrated spatial data to support decision-making. However, in Tana Tidung Regency, the quality and availability of comprehensive spatial data remains a significant issue. The limitations in available spatial data hinder housing and settlement development's planning and implementation processes.

1. Lack of Complete and Accurate Spatial Data

One of the main gaps between theory and practice is the unavailability of comprehensive spatial data. While evidence-based planning theory assumes that integrated spatial data will be used for more effective planning, the local government in Tana Tidung Regency struggles to access or collect the necessary spatial data. Without sufficient data, the policies formulated often do not align with the actual conditions on the ground, leading to inaccuracies in development planning and resource distribution.

For example, when spatial data is required to determine the location of housing development or infrastructure, the absence of up-to-date or comprehensive data means that the planning cannot reflect the current conditions, whether in terms of demographics, facility needs, or the potential of local resources. This results in unresponsive policies to changes in ground conditions and community needs.

2. Limited Access to Data

In addition to the lack of complete data, access to spatial data is also a challenge in Tana Tidung Regency. The necessary spatial data may already exist, but limited access to or inability to fully utilize it can hinder decision-making. For example, the local government may not have the tools or capacity to process and analyze the existing spatial data effectively, which reduces the potential use of that data for better development policies. In evidence-based planning theory, high-quality spatial data is expected to generate targeted and appropriate decisions. However, in reality, many regions, including Tana Tidung, struggle to obtain and utilize adequate spatial data due to limitations in both technical and administrative resources.

3. Implications for Policy Success

This gap has significant implications for the success of housing development policies in Tana Tidung Regency. Without accurate and complete spatial data, the resulting policies cannot fully address the issues on the ground. Policies based on assumptions or incomplete data risk causing misallocation of resources, misaligned priorities, and obstacles in achieving development goals.

For example, suppose housing development is carried out without considering spatial data related to transportation accessibility or population density. In that case, the outcomes may not meet

expectations and may be ineffective in improving community welfare. The success of RP3KP (Regional Development and Housing and Settlement Plan) will largely depend on the quality of the available spatial data and its ability to reflect the real needs and conditions on the ground.

The steps that the Tana Tidung Regency Government can take to address this gap are as follows:

- a. **Development of an Integrated Spatial Data Infrastructure**
The local government should prioritize the development of an integrated spatial data system that can consolidate various sources of spatial data into a single platform. This approach will make the data needed for development planning more easily accessible and routinely updated. The creation of a centralized spatial database will facilitate evidence-based analysis and planning.
- b. **Enhancing Government Capacity in Spatial Data Management**
The Tana Tidung Regency Government must improve its technical capacity to manage and process spatial data. Training and the procurement of appropriate spatial data analysis software can help improve the quality of planning and policy implementation.
- c. **Collaboration with Third Parties for Data Collection and Updating**
The local government can collaborate with research institutions, universities, or the private sector, with expertise in collecting and analyzing spatial data. This collaboration can help obtain more accurate and up-to-date data, supporting better planning.
- d. **Application of GIS (Geographic Information System) Technology**
GIS technology can greatly assist in managing and visualizing spatial data. With GIS, the government can easily analyze geographic and demographic data to make more accurate and evidence-based housing and infrastructure development decisions.
- e. **Socialization and Utilization of Data by the Public**
The government should provide the public access to relevant spatial data so that they can be more actively involved in housing development planning and monitoring. Data transparency will increase public participation and allow them to understand better the policies being implemented.

To achieve more effective evidence-based planning, the Tana Tidung Regency Government needs to address the gap related to spatial data quality. This can be done by strengthening the integrated spatial data infrastructure, improving technical capacity in data management, and expanding access to relevant spatial data. Policies based on valid and accurate spatial data will support more effective, responsive planning that aligns with the community's real needs.

This research significantly contributes to public policy theory, particularly in cross-sector synergy, public participation, and evidence-based planning. Some key points that emerged from the research findings are as follows:

- a) **Synergy: Policy synergy across sectors is crucial to ensuring policies support the overall development goals.** Based on the theory of good governance and collaboration theory, policies that are not integrated risk causing overlap and duplication of programs, as found in this study. Bryson, Crosby, and Bloomberg (2014) explain that collaboration between institutions is vital to achieving more effective and efficient policies. This finding strengthens the argument and highlights the gap between theory and practice, where coordination between sectors is still not optimal.

- b) **Participation:** Arnstein's (1969) Ladder of Citizen Participation theory provides a clear view of the importance of public involvement in policymaking. The research findings showing low levels of public participation support the view that, although the theory emphasizes the importance of active participation, local governments often implement a top-down approach. This results in the low potential of policies to comprehensively reflect the aspirations and needs of the public. This gap highlights the need for further exploration of a more participatory and inclusive approach, not just public consultation but involving the public directly in decision-making.
- c) **Spatial Data:** Evidence-based planning is a crucial foundation in modern planning theory. The quality of accurate and integrated data is the basis for successful policies, as Kuncoro (2003) emphasized. The findings reveal that, although this theory supports the use of spatial data in housing planning policies, in practice, the limited quality of data — particularly in terms of completeness and validity of spatial data — is a major barrier to evidence-based decision-making. This shows a significant gap between the theory that relies on high-quality data for planning and the reality on the ground, where the collection and utilization of accurate spatial data are still highly limited.

Overall, this study's findings underscore the importance of improving theory implementation in practice. Although existing theories provide a strong foundation for successful public policies, the gap between theory and practice must be addressed to ensure that policies are effective and positively impact the public.

From a practical standpoint, this research recommends several concrete steps for improving policy implementation in Tana Tidung Regency that the local government can carry out:

- a) **Strengthening Cross-Sector Coordination:** The findings that show a lack of cross-sector coordination should be a key focus. The local government needs to improve communication and coordination mechanisms between OPDs to ensure that programs run without overlap and support each other. One step that can be taken is establishing regular cross-sector coordination forums involving all relevant parties to ensure that every policy is oriented towards a common and broader goal. In this regard, the theory of cross-sector collaboration must be translated into practice through more intensive and structured communication between government agencies
- b) **Expanding Public Participation:** The local government must create more participatory, inclusive, and transparent mechanisms. This can be done by increasing the number of public consultation forums and ensuring public involvement in every stage of policy planning, from problem identification to policy evaluation. A deeper application of participation theory can ensure that policies truly reflect the needs of the public and are well-received by various community groups. The public should be given more opportunities to provide input and be part of the decision-making process
- c) **Development of an Integrated Spatial Data System:** One of the main challenges in this study is the limitation of spatial data, which hinders the evidence-based planning process. The local government must develop an integrated spatial data system accessible to all stakeholders. Investing in information technology and GIS-based data systems is an important step to support more effective settlement and housing area management. Using high-quality data

will assist the government in planning more accurately, targeting resources effectively, and making evidence-based decisions.

- d) **Increasing the Use of Technology:** Besides strengthening spatial data, utilizing information technology in data management and policy planning can improve decision-making efficiency. Cloud-based data management systems and technology-based applications can make real-time data access easier and enable more effective coordination and collaboration between sectors and the community.

These findings suggest that to achieve more effective and responsive policies, the local government must adopt a more modern and integrated approach regarding cross-sector coordination, public participation, and technology for spatial data. The implementation of existing theories needs to be adapted to the conditions on the ground and the prevailing dynamics to ensure that the resulting policies sustainably benefit the community.

CONCLUSION

The main findings of this study show that implementing the Regional Development and Housing and Settlement Plan (RP3KP) in Tana Tidung Regency positively impacts improving public services in the housing sector. Several key factors, such as synergy between central and regional policies, active community involvement in planning, and effective coordination among regional organizational units, influence the success of this policy implementation. However, the major challenges faced include limited resources, lack of adequate spatial data, and barriers in cross-sector coordination that slow achieving policy objectives.

Based on the research findings, the following steps are recommended for the local government to improve the effectiveness of RP3KP implementation:

1. **Strengthening Cross-Sector Coordination:** The local government needs to strengthen coordination mechanisms between Regional Government Organizations (OPDs) to ensure synergy in the planning and implementing RP3KP programs.
2. **Public Participation:** The government should expand public involvement through public consultation forums and other participatory mechanisms to create more inclusive and responsive policies that meet public needs.
3. **Development of Integrated Spatial Data:** The development and updating of more accurate and comprehensive spatial data are crucial to support evidence-based planning in regional management.

This study has limitations, particularly regarding the sample size in the Tana Tidung Regency and the lack of comprehensive spatial data. Therefore, it is recommended that future research expand the scope of the study area to ensure the generalization of findings and integrate quantitative analysis to more deeply evaluate the overall impact of the RP3KP policy. Future research should also examine the role of information technology in efficiently managing spatial data and supporting evidence-based decision-making.

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