

Improving Service Quality of Rusunawa Implementation Program in Kudus

Septiana Pancawati^{1,2}, Bambang Supriyono³, Mardiyono³

¹ Infrastructure and Spatial Agency of Kudus Local Government

² Magister of Public Administration, Faculty of Administrative Science, University of Brawijaya, Double Degree Program

³ Faculty of Administrative Science, University of Brawijaya,

Abstract

Development of housing and settlements are still faced the main problems as follows: the limited supply of homes, inadequate housing that is not supported by infrastructure, environmental facilities and public utilities, as well as the growing slums widespread. Government issues Rusunawa Implementation Program to overcome those problems. However some problems arose in its implementation, such as poor environmental condition, poor building quality, inadequate infrastructure and public services. The objectives of the research are to describe, to analyze, and to interpret things as follows: (1) The management of Rusunawa implementation program in order to improve service quality, (2) Improving service quality of Rusunawa program by the authorities. This research used qualitative method with descriptive approach. Information can be obtained by interview stakeholders, field observations and documentation. From research findings, there are some records that should be highlighted as follows: (1) Rusunawa construction and its supervision influence the building quality. Low performance of those service providers will result in low building quality and vice versa. (2) Rent arrears are higher, an indication of dissatisfaction Rusunawa residents during they stay there.

Keywords: Building condition, rusunawa, service quality

INTRODUCTION

Development of housing and settlements are still faced with three main problems among others: the limited supply of homes, increasing the number of homes households who occupy inadequate housing habitation and is not supported by infrastructure, environmental facilities and adequate public utilities, as well as the growing slums widespread. The high rate of population growth causes the low housing quality. This condition is deteriorated with limited land existing for settlements in urban areas. Furthermore, low-income communities are not able to build a healthy and decent houses result in the existence of squatter settlements and slums in urban areas.

The problem of limited land settlement has become a major problem in almost all cities in Indonesia, including in the Kudus regency. The growths of population density that rise rapidly cause the increase of land use demand for building/ housing. Government issued policy to solve the housing problems, by providing public housing for low-income societies. Rusunawa in Kudus regency is a new public housing policy of Kudus local government. This program comes

from Ministry of Public Work and is adopted to overcome the problems that arise in the provision of housing for low income community.

Salleh, et.al. (2010) noted that tenant satisfaction is related to the rent arrears problem. Although the payment of rent is commonly focused on the ability to pay rent apparent amongst tenants, the fact remains that tenant satisfaction must also be considered by the public housing management in to increase the payment of rent by tenants.

Rusunawa Kudus began operationalized in August 2010 with the issuance of Peraturan Bupati/ Regulation of Regents number 10 year 2010 about Pengelolaan Rusunawa. There are many problems appeared in Rusunawa management. First, the service quality of public housing still low, cause many occupants give a complaint to the team management. Second, there are many damages at building amenities and it takes a long time to start fixing them. Third, some rent arrears are not paid by the occupant there by affecting the quality of service to residents.

From those problems above, there are several research questions, as follows:

1. How the management of Rusunawa Program is implemented?
2. How do the authorities improve the service quality in Rusunawa program?

* Corresponding author:

Septiana Pancawati

Email : septiana.pancawati@yahoo.com

address : Infrastructure and Spatial Agency of Kudus Local Government, INDONESIA

The purposes of the research is to describe, to analyze, and to interpret the management of Rusunawa implementation program in order to improve service quality and improving service quality of Rusunawa program by the authorities.

Theoretical Review

Pierre (2000, p.150) stated that the growing interest in cooperation between public and private parties has been at least partially influenced by economic, social, political and cultural changes. As a consequence, the question is increasingly voiced whether certain issues could not be dealt with more effectively and efficiently by joint action of public and private parties, rather than their acting in isolation. Because Public Private Partnership for most physical infrastructure projects are monopolistic and because they provide services that were provided by public sector, there is likely to be a role for local government. Local governments need not to be involved in the construction of the asset nor should they be involved in day to day management and delivery of services provided by this asset. Instead, the government should through a carefully drawn up contractual agreement, set the terms and conditions for service delivery, funding and quality and establish performance standards or measures to be met. In addition, government involvement might consist of setting up a price regulatory system or introducing monitoring practices that could include the establishment of performance measures.

Quality in public services is recognized as the right of all citizens. There has been a variety of efforts to define public sector service quality according to Carlson and Schwarz (1995, 29) as cited Denhardt and Denhardt. One especially comprehensive list developed for local government includes the following:

1. *Convenience* measures the degree to which government services are easily accessible and available to citizens.
2. *Security* measures the degree to which services are provided in a way that makes citizens feel safe and confident when using them.
3. *Reliability* assesses the degree to which government services are provided correctly and on time.
4. *Personal attention* measures the degree to which employees provide information to citizens and work with them to help meet their needs.
5. *Problem-solving approach* measures the degree to which employees provide information to citizens and work with them to help meet their needs.
6. *Fairness* measures the degree to which citizens believe that government services are provided in a way that is equitable to all.
7. *Fiscal responsibility* measures the degree to which citizens believe local government is providing services in a way that uses money responsibly.
8. *Citizen influence* measures the degree to which citizens feel they can influence the quality of service they receive from the local government

MATERIALS AND METHODS

According to the theme and goals which had been determined by researcher, hence this research was focused on managing Rusunawa implementation program, among others:

1. Rusunawa program consisted of pre-construction and post-construction.
2. Improving service quality in Rusunawa program, among others: residential satisfaction, condition of dwelling unit, and facilities.

The location was concentrated in Rusunawa (Bakalan Krapyak Village, Kaliwungu Sub District) Regency of Kudus, Central Java Province. This location was chosen for some reasons, among others:

1. Kudus local government had a lack of experience in manage Rusunawa because it was a new policy in providing public housing.
2. Most of the residents in Rusunawa Kudus felt that management still had some weaknesses which resulted in the low service quality.

In this research, the data used can be divided as primary data and secondary data that can be collected from informant, phenomenon on the location, and related documents.

For this research, the writer conducted data collection into two types of data;

1. The primary data was collected by interviewing with capable sources and observation to the Infrastructure and Spatial Agency of Kudus.
2. The secondary data was collected from the beginning of this research; included many documents

This qualitative research used two methods: *Purposive sampling* and *Snowball sampling*.

In analyzing data, researcher adopted a model of inductive data analysis, then, the data is processed by unitizing and categorizing to build descriptive. Ultimately, before configuring all data, researcher conducted an act of finding negotiation in order to avoid the researcher's attitude of feeling real correct. Mc.Nabb (2002, p. 369) noted that analysis of data includes: data reduction, data display, drawing conclusions from the data

RESULTS AND DISCUSSION

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DISCUSSION

Rusunawa Implementation Program consists of Rusunawa construction and Rusunawa management. Rusunawa construction divided pre-construction, construction and post construction of Rusunawa. Before the development Rusunawa somethings that need to be prepared by local government (Infrastructure and Spatial Agency), including: land provision which ready to build, preparation of local communities to deal with the construction and post construction, building permit, water supply and electricity.

Rusunawa construction that was held by central government (Department of Public Work and Ministry of Public Housing) consist of planning/ design, construction/development and supervision/ monitoring. Rusunawa Kudus was built/ funded by Department of Public Work, because the targets of prospective residents for public (low income people). Meanwhile Rusunawa that is funded by Ministry of Public housing is for student in university.

After Rusunawa construction, local government should prepare Rusunawa occupancy and management by making/issuing regulation (Regent Regulation) related Rusunawa management, targeting and selecting prospective residents, occupancy and management of Rusunawa. Meanwhile central government gives technical assistance of Rusunawa management and implements the transfer management and handover process of Rusunawa buildings to local government.

Rusunawa Pre-construction

Central government has several criterias to decide location of Rusunawa construction, among others: big cities whose have densely populated, limited land and high price of land. This criterion is similar with statement of the former Minister of Public Housing Yusuf Asy'ari, as follows:

"The choice of location for the towers, at my period (2004-2009) are the top ten big cities in Indonesia, including Jakarta, Bandung, Semarang, Yogyakarta, Surabaya, Makassar, Medan, Palembang (the more densely populated city where land prices increasingly and expensive), but not blocking other smaller cities that fully

supported by the Government and expensive land prices" (interview via mail, on 19 June 2012).

Kudus is a small city (42,516 ha) that grows rapidly in housing demand and has a high population density (8861 people per square kilometer in City District) (BPS Kabupaten Kudus 2013). The existing land use (building and settlement) in Kudus is over 535 ha compare to the normative land use (over 535 ha). So, local government submit a proposal of Rusunawa building to central government to build Rusunawa in Kudus, to find alternative solution of limited land use for settlement. Kudus local government select Bakalan Krapyak as location of Rusunawa because the location is near industry, education, worker and public transportation.

Building permit should fulfill before the construction phase, but in fact the licensing process of Rusunawa lasted almost a year because the applicant (Public Work Agency / Infrastructure and Spatial Agency) must fulfill the requirements specified.

Construction of Rusunawa

The technical requirements include the construction of flats set on the:

1. The structure of the building;
2. The security, safety, comfort;
3. The things that related with building design;
4. Completion of infrastructure and environmental facilities.

Prototype of Rusunawa design with 24 m² for dwelling unit's dimension had been used by all Rusunawa in Indonesia for the first time of Rusunawa construction in 2008/2009.

Rusunawa construction had been done in 2008/2009 (six months) for the first two twin blocks. This construction includes structure, architecture and mechanical/ electrical work that spends budget 22,907,084,200 IDR from central government. Because of wrong procedures in bathroom construction, cause continuum problems. During two years of Rusunawa occupancy, there are a lot of damages in Rusunawa building, especially leakage in almost all rooms. The crucial problems are leakage in dwelling units and ground tank. Twenty six dwelling units did not occupied because it cannot be fixed by simple fillings. The leakage in ground tank causes water pollution which led to unfeasible clean water for drinking and daily activities. These problems inflicted many complaints from occupants.

Rusunawa construction had been monitored by Consultant of Construction Management. Local government oversees the implementation of monitoring and gives approval of weekly and monthly reports on construction progress. In reality, the supervision performance did not run well.

Rusunawa planning/ design had a qualified prototype model. Unfortunately the model/ design is not completed by the quality of quality building materials due to budget constraints. So that, the technical specifications is adjusted with the budget. As a result the building quality is far from provider/ client's expectation.

Technical requirements of the construction of flats are intended to ensure the safety, security, peace and order of the occupants and others. Setting up of the building, each of which can be used independently owned and contains the right to part with, objects together, and the land together, provide a foundation for building systems that require the organizers of development ("developer") to perform the separation-unit housing project on apartment units with deed of separation and approved by the competent authority.

In fact, the construction was not doing well, because of limited time and less intense control. Many weaknesses occur in Rusunawa building, such as there was not waterproofing installation on the bathroom floor and low quality of pipe material that result in leakage of dwelling units and other rooms. Low quality of piping and bathroom construction cause heavy leakage in almost rooms (dwelling units, ground tank, hall, mosque, gathering room, and management office).

Local government actually put three officers from the Public Works Department as supervisor of Rusunawa construction. But their evaluation and monitoring do not affect the contractor performance. Contractors pay less attention to the advice from the supervisor of the agency because they work for the central government. So they are more obedient to central government as the executor of the project. Input from local governments has no impact on performance improvement service providers.

Several problems occurred in Rusunawa building dissatisfied many parties, especially residents. It pushed NGO (Non Governmental Organization) reporting this case to the legal authority. They assumed that Rusunawa

construction did not meet with the specification and affected to building quality. After this case was processed, several officers from Infrastructure and Spatial Agency of Kudus were investigated by Attorney of Kudus. As local government was not the responsible party (as the grantee of Rusunawa), the Prosecutor called contractor who did the Rusunawa construction and project leader from central government. They were investigated by the Attorney and willing to take responsibility for such findings. The Contractor will repair all the damage and leakage in Rusunawa.

Rusunawa Post-construction

Rusunawa post-construction consists of Rusunawa occupancy, and incidents in Rusunawa occupancy. There are several phases in Rusunawa occupancy, as follows: registration of prospective residents, administrative selection, determination of prospective residents, dissemination to prospective tenants, signing leases agreement and Rusunawa occupancy. After occupancy, some incidents occurred in Rusunawa that caused by occupant's behavior and other parties.

Rusunawa occupancy period is for 3 years and may extend the contract for 3 years. Initially, the target groups of Rusunawa residents are Indonesian citizens who a resident of Kudus regency as evidenced by showing original Identity Card (KTP); had a family/ marriage as evidenced by showing original marriage certificate and Family Card (KK); not have a permanent residence; afford to pay the rents; employment and/or have a fixed income.

There are several requirements that must be fulfilled by prospective residents to be able to occupy Rusunawa. However the lack of public interest in the first launching of Rusunawa (only 20 families), encourages authority to loosen the requirements to allow residents from outside the city and/or not married to occupy Rusunawa, as long as they do not have the house yet and able to pay the rent. Recently, the management strict to the rules for avoiding bad effects of unqualified resident. All of dwelling unit has been occupied, except 26 damage units.

Recently in the selection of Rusunawa residents, authority is guided by the initial conditions based on applicable rules, based on several considerations, namely:

a. The increasing public interest that was marked the presence of waiting list for prospective residents.

b. The emergence of socio-economic problems due to loosening of occupancy requirements.
c. Obeying the applicable rules.

Service quality in Rusunawa Program

Service quality in public housing, particularly in Rusunawa can be measured by calculating the occupant satisfaction index. Unfortunately, until now the management (Infrastructure and Spatial Agency) has never conducted a survey to measure the level of residential satisfaction and did not have service standard of Rusunawa occupancy.

The researcher has done survey to occupants by interviewing them about the residential satisfaction. This survey includes 5 variables, among others: dwelling unit, security, utilities (clean water, electricity, garbage management), facilities (communal space/ gathering room, mosque, parking area, park) and cleaning service.

Table 1. Level of Satisfaction in Rusunawa Kudus

NO	KIND OF SERVICES	SATISFY	NOT SATISFY
1	Dwelling unit	60	40
2	Security	90	10
3	Utilities		
	Clean water	70	30
	Electricity	80	20
	Garbage management	60	40
4	Facilities		
	Parking	90	10
	Mini park/ yard	60	40
	Hall	60	40
5	Cleaning service	20	80
Mean		66	34

Source: Data of Occupant's Satisfaction Survey

From data above, overall occupants satisfy with Rusunawa service stood at 66%. The highest score (90%) of satisfied variable are security and parking. Otherwise the lowest score (20%) of satisfied variable is cleaning service. This indicates that the cleaning service requires a more intensive service improvement as compared with other variables. Dwelling unit condition also requires improving the quality by repairing the damage, because 60% of occupants are dissatisfied with the condition of dwelling units.

To measure public sector service quality, we should know some indicators related to public housing quality. One especially comprehensive list developed for local government includes the following:

1. *Convenience* measures the degree to which government services are easily accessible and available to citizens.

Is providing public housing policy (Rusunawa, Rusunami, Perumnas) for low-income people have been right on target? There are several requirements that must be met to obtain the housing/ residence. For example, income limits to determine whether prospective residents including the low income communities or not. There are several cases which some Rusunawa were useless because of limited occupant or miss management. Central government have built many Rusunawa, unfortunately, some of them misses the target. In fact, a few number of Rusunawa enthusiasts in several districts/ cities are not proportional to the number of existing residential units.

2. *Security* measures the degree to which services are provided in a way that makes citizens feel safe and confident when using them.

Is the quality of the public housing buildings have been made people comfortable in the occupied and most importantly, citizens feel secure when occupancy. Safety and feasibility of building standards is necessary to ensure the safety of occupants for examples, earthquake resistant buildings, fire safety/ fire protection and building utility. There are some cases in which the settlement was not built with earthquake resistant structures. So when an earthquake happens, the building will easily collapse endangering residents.

3. *Reliability* assesses the degree to which government services are provided correctly and on time.

Providing public housing should pay attention to the quality of construction that can be completed on time. For example, although there is a deadline to build Rusunawa (six months), it should not reduce the building's quality. Unfortunately, the contractor who has done the project pursuit of profit, not the quality of work. This leads to the result obtained under the standard of work and does not meet the technical specifications.

4. *Personal attention* measures the degree to which employees provide information to citizens and work with them to help meet their needs.

Government should provide enough information to citizens in order to help them to buy or build a decent house. Government should receive public input related to the development of public housing program and societies' needs.

5. *Problem-solving approach* measures the degree to which employees provide information to citizens and work with them to help meet their needs.

In new public service, government and citizen have the same position. A public-private partnership model is an important thing for private sector to participate in settlement and housing development by CSR (Corporate Social Responsibility). It is expected to solve problems in public housing sector funds.

6. *Fairness* measures the degree to which citizens believe that government services are provided in a way that is equitable to all. Providing public housing policy should be felt by the whole community, especially for the MBR, so that the public believes that government programs aimed at all people, not just for upper-middle income people.

7. *Fiscal responsibility* measures the degree to which citizens believe local government is providing services in a way that uses money responsibly.

Fiscal responsibility is the benchmark of public trust to government in the use of funds for the implementation of the housing development program. Is the government accountable for the allocation and use of the funds are public money? It is difficult to be a good score as many cases of corruption and financial bubbles occurring the government's mega projects.

8. *Citizen influence* measures the degree to which citizens feel they can influence the quality of service they receive from the local government. Citizen participatory can influence service quality in public housing sector. It will be indicator the success of implementation in public housing program. Citizen may issue opinions and participate actively in the resolution of problems occurring in their neighborhood.

There are five determinants of service quality which are ranked in order of importance to customers according to Mc.Kevitt (1998, p.53):

1. Reliability – service dependability;
2. Responsiveness – willingness to help customers;

3. Assurance – courtesy, trust and confidence;
4. Empathy – caring, individualized attention;
5. Tangibles – appearance of the physical environment of the service provider.

From five determinants above, the service quality of public housing, particularly in Rusunawa is far from the citizen's expected. Reliability, responsiveness, assurance, empathy and tangibles to provide excellent service do not run well. There are still many complaints occur in Rusunawa related to dwelling unit condition, utilities and facilities.

Residential Satisfaction

During two years since Rusunawa had been operationalized, there are 98 families out from Rusunawa. Most of them go out after occupied several months. The occupants who decided to move out from Rusunawa felt uncomfortable to live in, because the leakage in their dwelling units.

Government should provide decent and comfort housing where any person can survive and enjoy their life. People tend to choose a comfortable housing although more expensive, rather than unfeasible housing but they cannot enjoy their life.

In addition residential satisfaction is the important factor of service quality in Rusunawa. Management should know occupant's expectation and realize it to reach residential satisfaction in order to improve service quality in Rusunawa. Good condition of dwelling unit and complete facilities become prominent factors to achieve residential satisfaction.

Relationship between Residential Satisfaction with Rent Arrears.

Rent arrears are higher, an indication of dissatisfaction Rusunawa residents during they stay there. They consider that it is not necessary to pay the rent, because their leaky shelter is not immediately addressed by management. Most of them, who are in rent arrears, do not complain of leakage or damage of their residential unit. While they often complain are those who diligently pay their rent. They hope to get better service with improved residential units, so they can live comfortably in Rusunawa.

There are gaps on the service provider that is the difference between citizen-client (occupants) expectations and management/provider expectations. Occupants expect to live comfortable in Rusunawa with low cost and good services. Meanwhile management expects to receive regular rent payment each month, so as to cover operating costs and maintenance

Rusunawa. As a result management can improve services in Rusunawa.

Governments should eliminate this gap and find a solution to the expectation residents and management can be aligned. The main problem is the poor quality of buildings (more than 70% of the room had a light and heavy leak). If the main issue addressed then other problems will be solved. If authority repair the damage of dwelling unit, residents will be comfortable to occupy, so that they will pay the rent more discipline.

CONCLUSION AND RECOMMENDATION

Conclusion

From discussions above, it can be concluded as follows:

1. The management of Rusunawa implementation program in Development Rusunawa by the contractor is not adequately controlled. Rusunawa construction and its supervision influence the building quality. Low performance of those service providers will result in low building quality and vice versa. Rent arrears are higher, an indication of dissatisfaction Rusunawa residents during they stay there. They consider that it is not necessary to pay the rent, because their leaky shelter is not immediately addressed by management.
2. In order to improve service quality in Rusunawa program, governments should find solutions to provide decent housing and its facilities, among others:
 - a. Monitoring the housing project comprehensively and entirely to obtain a good quality of public housing. The authorities dare to give punishment or penalty if the work does not comply with the technical specifications as set forth in RKS (Rencana Kerja dan Syarat-syarat/ Work Plan & Conditions).
 - b. Representative housing/ Rusunawa should equipped with adequate support facilities (clean water, security, cleaning service, electricity, garbage, communal space).
 - c. The government should seek the public housing interest by collecting and accommodating the aspirations from stakeholders. Involving citizens (citizens' participation) to formulate the standardization of public housing and to find problem solutions in housing sector.

Limitation of this study is there is no best practice of Rusunawa program in this research. It causes limitation to create indicator of service quality in this program.

Recommendation

From conclusion above, researcher propose several recommendation for further study among others:

1. Relationship between rent arrears and service quality in Rusunawa program.
2. Finding solutions to eliminate rent arrears by doing research in best practice of Rusunawa program.

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