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Actor Relationship Model in the Development of New Housing Facilities in Palangka Raya City: Problems and Urgency of Providing Public and Social Facilities

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Abstract

This research aims to investigate the actor relationship model in fulfilling the obligation to provide public and social facilities by developers to the Palangka Raya City government. In addition, this research designs collaboration between actors in the sustainable management of public and social facilities by the Palangka Raya City government. The focus of the problem is on the rapid development of new housing construction in Palangka Raya City which has caused residential growth in various areas. Housing construction carried out by developers must meet infrastructure, infrastructure and utilities as basic needs in a residential environment. However, many new housing developments still do not provide public and social facilities as expected. Meanwhile, it is the obligation of every developer to provide land and hand it over to the Palangka Raya City government. In overcoming this problem, this research refers to the concept of a multiple factor approach (Sudiadi, 2015; Syaifudin & Astrika, 2016). Data was collected through observation, interviews and documentation in 2 sub-districts and 16 sub-districts, and analyzed qualitatively. This study concludes that the lack of relationship between actors/stakeholders is caused by the absence of regulations or regional regulations issued by the Regional Government. It was also found that housing development exceeded needs and did not provide adequate public and social facilities.

Keywords: Housing Facilities; Actor Relations; Development; Settlement.

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INTRODUCTION

Urban growth, housing needs, and government obligations are important aspects in the development of a society. Rapid population growth can create enormous pressure on housing needs (Nurmandi, 2022). The growth of the city population on housing needs has an impact, namely first, increasing demand. The more people there are, the greater the demand for housing. This can lead to increased property prices and difficulty of access for people on low incomes. Second, changes in spatial planning. Uncontrolled population growth can cause changes in urban spatial planning, including irregular development and high population density. And third, infrastructure demands. Rapid population growth requires additional infrastructure, such as roads, clean water, and electricity, which also impacts housing. So the government's obligations in this context include housing policy, infrastructure development and urban space regulation. With a clear focus on city growth, housing needs, and an active government role, a sustainable urban environment can be created and provide access to decent housing for all levels of society.



Graph 1
Palangka Raya City Population Density
(Source: BPS Palangka Raya City, Processed by
Researchers 2023)

Based on Graph 1, the population density of Palangka Raya City which increases every year also encourages the need for housing to increase so that the government is obliged to be an actor in meeting the housing needs of the community (Prihatin, 2015). On the other

hand, new housing developments must provide public goods to balance the basic needs of the community in the form of facilities, infrastructure, and public facilities. Housing developments must be equipped with public facilities and social facilities as public facilities (Indrayana et al., 2022).

Problems with the delivery of public facilities and social facilities by housing developers often occur in various urban areas (Sutanto, 2021; Syifa, 2017; Syukur et al., 2019). Many housing developers are disobedient in providing facilities even though they must provide basic housing and settlement needs (Indrayana et al., 2022; Wibawa & Putu, 2022).

The aim of handing over public and social facilities to the city government is to ensure continuity in their management (Kurniawan, 2022; Muhammad, 2021). However, public facilities and social facilities which are public goods have not been widely managed and have not been recorded in regional assets. Bearing in mind that regional governments must properly manage all regional assets through the concept of regional asset land management.

The existence of public property comes from legal acquisition, namely goods obtained through donations or grants and so on. This also includes developers who hand over land to local governments for the construction of public facilities and social facilities (Nelvi, 2015; Ugang et al., 2021; Wibawa & Putu, 2022). Moreover, the construction of public facilities and social facilities is a promise of housing facilities for residents as a marketing strategy for developers. The impact and problems of new housing if it always ignores the public interest, not only will the residents feel disappointed by the developer but the conflict with non-compliance with regulations is also related to hurting the ecological balance.

This state-of-the-art research originates from the research intervention

of Alam, Md (Alam & Ahmad, 2013) which provides recommendations for enforcing regulations that need to be well planned for residential areas. Guiding Yuliastuti N (Yuliastuti et al., 2018) which shows that public facilities and social facilities have an important role in residential areas. So from the other side, Ogunbayo B (Ogunbayo et al., 2018) conveyed the important role of government and private partnerships in collaborating to realize the provision of good services and facilities in residential areas. Of course, this is also supported by Hariyanti et al (18-20) with the need for simulation and synergy in development. However, there are many findings like Syifa's views (Syifa, 2017) that many developers/developers are disobedient and have not handed over facilities to the regional government as public goods and regional assets.

In the previous year, our research related to urban phenomena in Palangka Raya City in an internal university research competition found that in Palangka Raya City there was a lot of conversion of forest land into residential areas. Of course, strategic policies are needed to overcome forest transfer to residential areas (Manalu et al., 2022). Seeing the rapid development of new housing in Palangka Raya City, namely almost thousands of units within one year, attracted the research team to look at the fulfillment of public and social facility obligations in each area. So it is very necessary to carry out research to contribute to the design of actor relations in the management of residential areas in Palangka Raya City.

RESEARCH METHODS

This research uses a design that uses a qualitative descriptive approach. Qualitative descriptive research is research that is based on data in the form of statements (Nugroho, 2013). This approach was chosen because it is able to describe systematically, factually and accurately related social phenomena. This research

uses the data analysis model from Miles and Huberman (Rahman et al., 2022) namely interactive analysis by reducing data, presenting data, and drawing conclusions. The types of data used in this research are primary data and secondary data. The key informants in this research were the Regional Development Planning Agency, Research and Development of the City of Palangkaraya, the Department of Public Housing, Settlement and Land Areas of the City of Palangka Raya, BPKAD (Regional Assets Section), POKJA PKP of the City of Palangka Raya and the Developer Associations namely REI, APERSI and Himpera which was determined using purposive sampling. Other informants were determined using snowball sampling techniques. The instrument in this research was the researcher himself with the help of documentation tools and interview guidelines. After reviewing all primary and secondary data, the researcher examined the data by reducing the data, arranging the data into several units, determining the data, and checking the validity of the data.

The qualitative approach in this research does not focus on government governance and its implementation such as supervision, transparency, and accountability. However, it is more about the actors or management that focuses more on actor relations. This approach is considered relevant in this research which looks at the government system approach from actors who are not only government actors but the government, developers, and civil society.

This problem-solving approach refers to the concept of multiple factor approach. The problem that occurs is motivated by not just one factor but many factors involved in it (Sudiadi, 2015; Syaifudin & Astrika, 2016). Even though there is an opinion that it is normal for problems to occur in society, we must not let the problems that occur drag on, especially when they involve the public interest and compliance with applicable laws. So this

research uses an Actor Relations Model approach which is related to the concept of a multiple factor approach. By applying the Multiple Factor Approach concept, this research will produce a more comprehensive and contextual understanding of the complexity of managing public and social housing facilities, enabling the formulation of more effective and sustainable solutions.

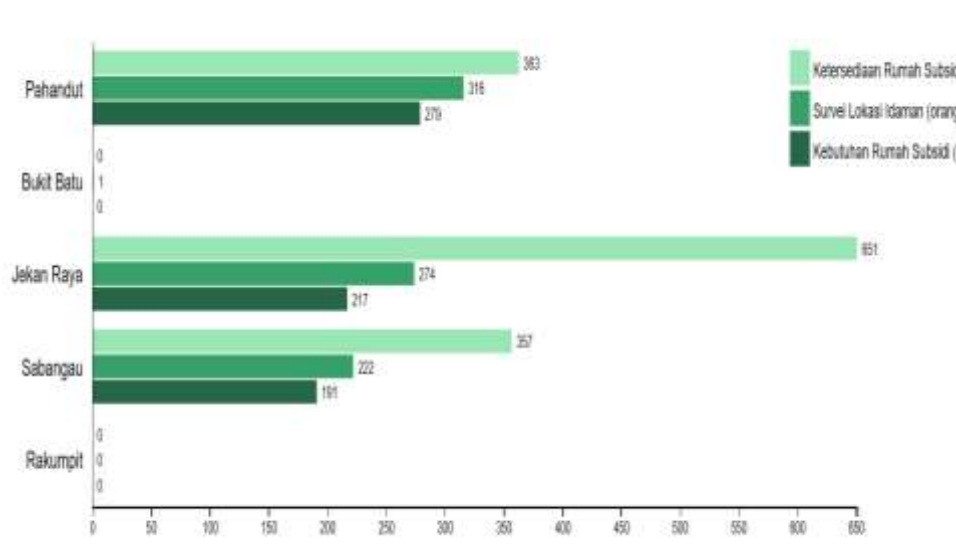
Then, the actor relations approach was chosen in the context of this research because of its relevance to the management of public and social housing facilities, especially in the context of a government system that involves various actors such as government, developers, communities and traditional actors. By adopting an actor relations approach, research can provide deeper insight into the complexity of relationships between actors in the management of public and social housing facilities, which in turn can help design more effective and sustainable policies.

The location of this research is Palangka Raya City, which is more specifically divided into 3 zones. This zone consideration is to make it easier for researchers based on the choice of zones based on clusters, namely zone one in Sebangau subdistrict, zone two in Jekan Raya subdistrict and zone three in Pahandut subdistrict. The consideration for selecting these 3 zones is based on population density and the rise of new settlements in Palangka Raya City.

RESULTS AND DISCUSSION

The problem of housing facilities and handover to the Regional Government involves the obligations of property developers related to infrastructure and public facilities in the housing they build. So housing developers must provide various facilities and services to the Regional Government. However, in reality, this often does not work as expected. The provision of infrastructure facilities in a residential area is considered minimal amidst the rampant development by housing developers, even the issue of developer non-compliance in holding handovers with the city government has also become the center of attention in recent years (Kaltengonline, 2023). So the government cannot manage and supervise housing facilities. Of course, in this case, it requires awareness from various parties, especially policymakers, the community, and developers. The discussion regarding actor relations in fulfilling facility obligations amidst the proliferation of new housing in Palangka Raya City is an in-depth study in this research.

Based on supply-demand data for subsidized housing in various criteria in data from the Public Housing Savings Management Agency (BP Tapera). BP Tapera is a public legal entity in Indonesia that was formed to manage Public Housing Savings. After analyzing the housing criteria in Sikumbang - the list of housing locations has shown that there are 3 sub-districts out of the 5 sub-districts of Palangkaraya City which are included in the housing and residential areas created by developers (Tapera, 2023).



Graph 2
Availability and Need for Subsidized Housing in Palangka Raya City in 2023
(Source: Processed by researchers, August 2023)

Although there are 350 Housing Developers in Palangkaraya City, Central Kalimantan that can be accessed by the property market, and there are 94 Property Companies in Palangkaraya City, Central Kalimantan that market housing online (pasarproperti.com, 2023). However, it is clear that there is a clear 1 supply - demand housing from the developers for the people in Palngkaraya City. The graph shows that there are 3 sub-districts with dominant housing locations spread across Pelangka Raya City except for Rakumpit Sub-district and Bukit Batu Sub-district which is not the

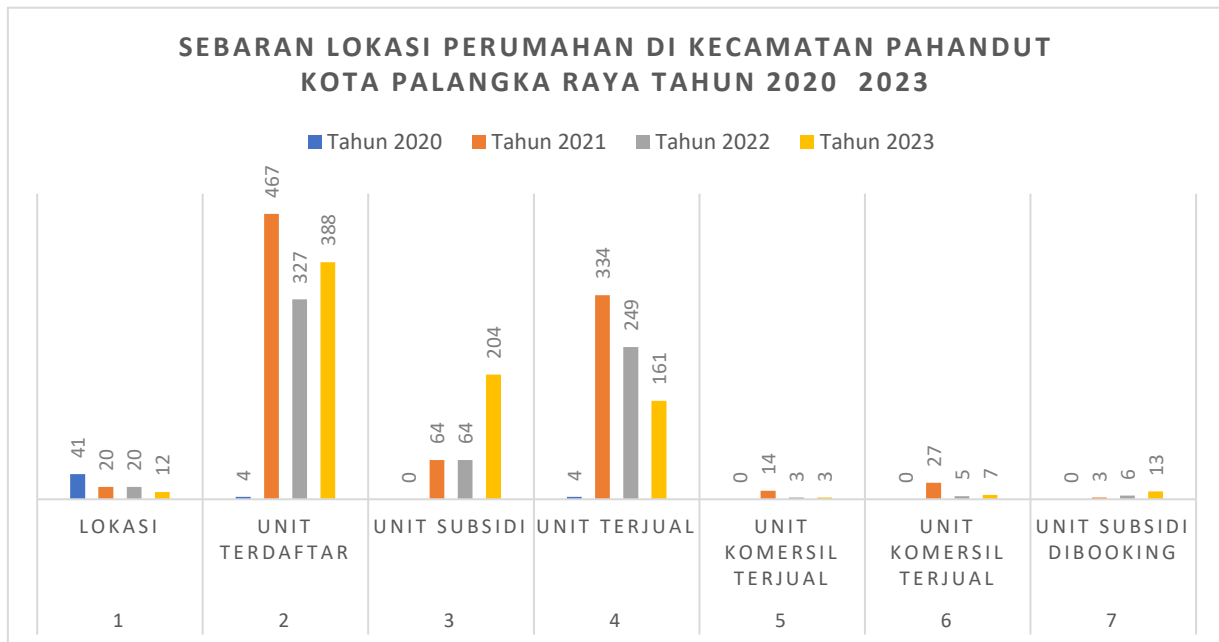
locus of housing development from the parties. developers. Remembering that these 2 sub-districts are still focused on forests and local community settlements. On the other hand, if you look closely at the graph, it shows that there is more availability than the existing housing needs. So it can be interpreted that the availability of developers busy building housing even exceeds more than 2 times the location survey of dream homes. Of course, this is very interesting to study in more depth from the rational choice side.



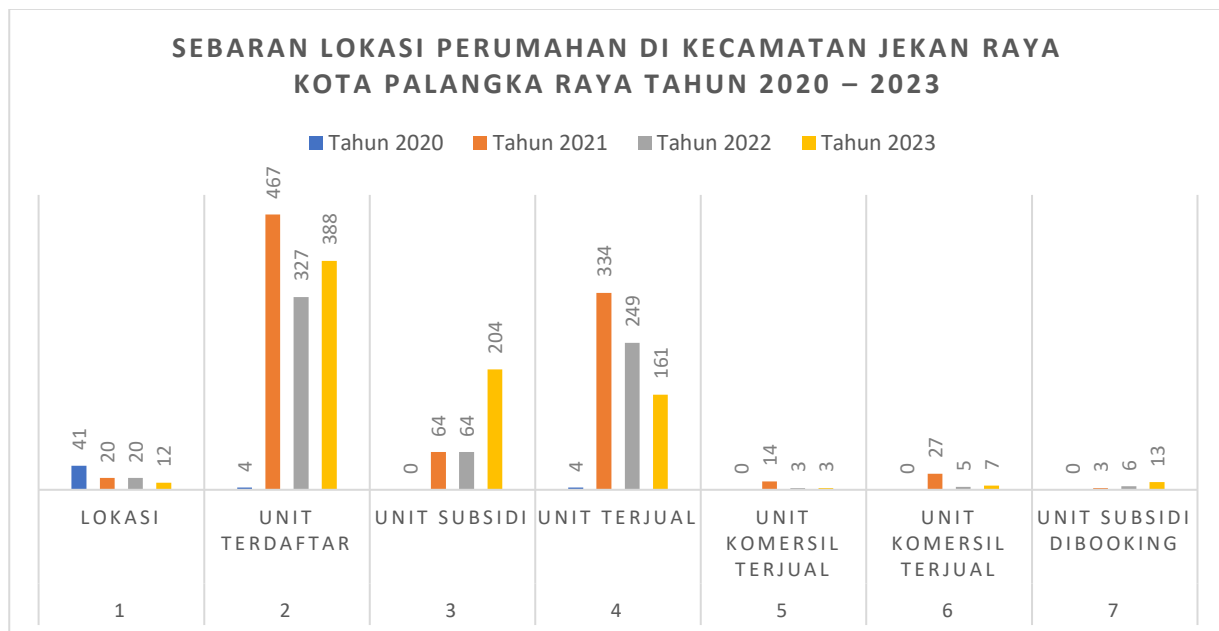
Graph 3
Distribution of Housing Locations in Palangka Raya City in 2023
(Source: Processed by researchers, August 2023)

The research team also observed the scale of housing in housing locations spread across 3 sub-districts. And in more depth,

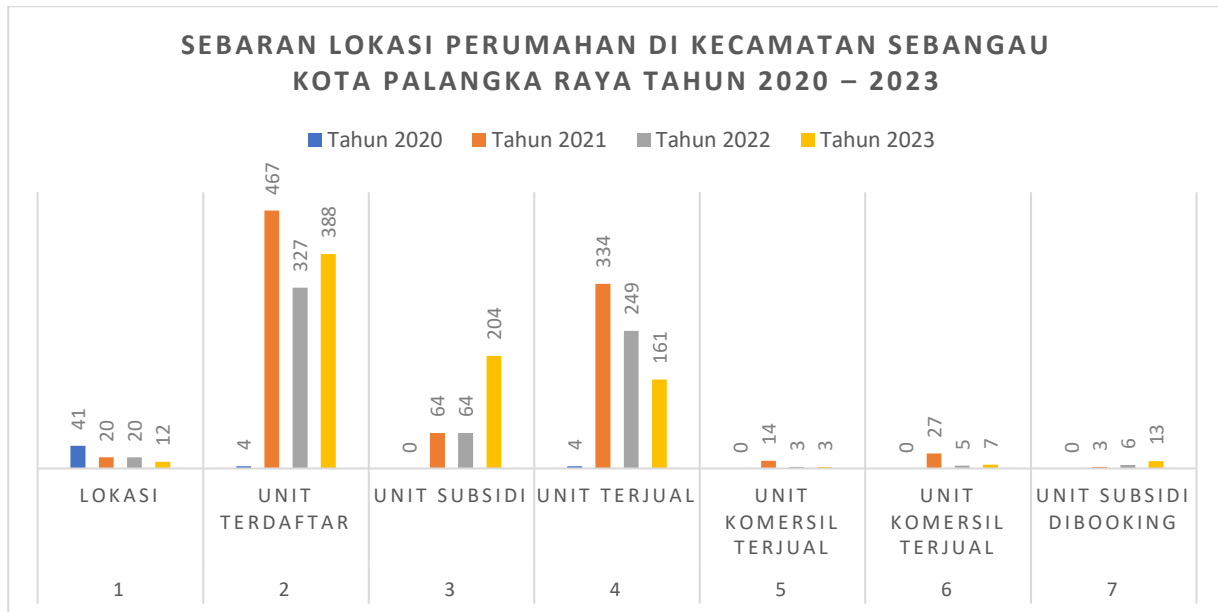
through data collection analysis, it presents supply and demand for the last 4 years in each sub-district.



Graph 4. Distribution of Housing Locations in Pahandut District, Palangka Raya City, 2020 - 2023
(Source: Processed by researchers, August 2023)



Graph 5. Distribution of Housing Locations in Jekan Raya District, Palangka Raya City, 2020 – 2023
(Source: Processed by researchers, August 2023)



Graph 6. Distribution of Housing Locations in Sebangau District, Palangka Raya City, 2020 – 2023
(Source: Processed by researchers, August 2023)

From graph data 4, 5 and 6, the distribution of development in the 3 research zones can be seen. In more depth, the issue of social facilities and public facilities in housing or settlement areas managed by housing developers is the developer's obligation to submit them to the Regional Government in accordance with applicable laws. That 30% of the land and its buildings must be handed over to the Regional Government, but in reality the infrastructure handed over is only in the

form of building foundations, empty land and even houses. This is what results in the delivery of these facilities not being in accordance with existing regulations that the developer or the delivery of infrastructure by the developer must be in the form of land and buildings on it in a suitable manner such as Environmental Roads, Environmental Drainage, Waste Water Disposal Networks and Waste Disposal Sites (TPS). The researcher presents this in the following table form:

Table 1. Condition of Palangka Raya City Housing Facilities

Facility Character	Should	The reality
Public facilities	The developer provides public facilities such as parks, playgrounds, fitness centers and places of worship.	Many developers do not build or hand over these facilities in full, or even just empty land.
Road and Drainage Infrastructure	Developers are required to provide adequate road and drainage systems to support the housing.	Some housing does not meet the road and drainage system or is in poor condition, causing waterlogging or damage to the road.
Health and Education Facilities	Developers provide land or buildings for health and education facilities around housing.	Some developers do not fully fulfill these obligations or do not even provide space for such facilities.

Source: Processed by Researchers, 2023.

The implication is that after several years of non-fulfillment, developers have provided public facilities such as parks, playgrounds, fitness centers and places of worship, leaving residents without convenient access for daily life. And the

negative implications that often occur show that the drainage system is inadequate, and many houses experience waterlogging during heavy rains and even flooding occurs in housing..

To understand actor relations regarding the issue of social facility assets and public facilities in housing, researchers conducted interviews with various stakeholders. In the course of the research, it was found that efforts to organize assets, record assets and better organize assets regarding the delivery of social facilities and public facilities handed over by developers to the Palangka Raya City Government have only been carried out by establishing a cross-sector coordination forum for housing and settlements. The forum was formed in early 2023 to encourage these assets to be well organized for the benefit of the people of Palangka Raya City in housing and settlements so that people's rights to social and public facilities in residential areas are properly fulfilled.

On the other hand, so far there are still many problems with facilities in the housing environment, differences in interpretation and decision making by actors or SKPD which are not in accordance with applicable regulations, so that existing facilities in housing cannot be felt directly by the people who live in the housing itself, in fact the facilities are not available. or social facilities in housing complexes. Researchers analyzed what actually happened in the delivery of infrastructure, facilities and public utilities in housing, why the developer never completed these facilities, why the developer gave up and why the developer did not provide appropriate suggestions for the housing complex, this is because: 1) The developer felt that the construction of the facilities In housing complexes it is not the responsibility of the developer, but the responsibility of the local government to provide public facilities such as markets, shops, worship, parks and other facilities. 2) The developer feels that after releasing rights to land for social facilities and public facilities in housing, it means that all responsibility for development,

management and supervision lies with the Regional Government.

According to researchers, the problem with public facilities in housing complexes is that they are still inadequate. This is because developers are reluctant to build complete utilities in residential areas, only a clean water network is installed, but we will also see whether the housing complex is included in the Palangka Raya City PDAM clean water network or not, in reality only part of the housing complex is available. have a clean water network. Then there is a lack of adequate electricity networks and public street lighting networks, because this is very important in providing smooth mobility for housing residents, but many of them are not fulfilled.

The problem of facilities that have not met the needs of developers and the government is of course given more in-depth attention from various parties. Of course, policy actors in terms of structuring residential housing areas and managing regional assets build close relationships to fulfill their responsibilities. Of course, what is not expected is that a relationship of loyalty can be seen from the willingness of individuals to help with what is of interest as a reward. As explained Zwalf & Scott (2022), Social exchange often occurs as a result of the social and economic status and superior social, economic, and power power of individuals who have weak power. In a controlled situation, no one seems to suffer a loss in this mutually beneficial symbiotic relationship. However, without firm regulation, the relationship will most likely lead to things that benefit only one party, or benefit both parties but are detrimental to the interests of society (Arsyad, 2018).

Even reciprocity creates dependency, which in extreme cases mortgages the public interest to satisfy individual desires and interests. In practice, the actor relationship fulfills the facility's obligations regarding the principle of reciprocity properly. At the same time, the outcomes

obtained through actor relationships already have a clear mandate and function, but the absence of community involvement also results in the transformation not functioning optimally (Wijayanti et al., 2022).

In fact, the actors as housing and settlement development organizing institutions are assisting the Regional Government in developing the City of Palangka Raya, by providing basic needs for the community in the form of livable housing. Therefore, the Regional Government must strengthen relations with all developers to help each other to implement and be responsible for the construction of road infrastructure, environmental drainage, waste water networks and TPS in housing complexes in accordance with valid infrastructure delivery data.

In other big cities, big developers always build complete facilities in housing, be it markets, shops, schools, hospitals and so on, including burial places for the community. So, the density of actor relations in the City of Palangka Raya needs to be serious in building complete facilities in housing complexes, even though there are social facilities for the community that only consist of empty land ready to be built.

The developer cannot fulfill this and hopes that after the release of rights and handover of utilities, all facilities that have not been built will be the responsibility of the Regional Government. This is a particular burden for the Regional Government, because there is no firmness and strict regulations in the development of public utilities by developers. Factors that influence the construction of public facilities in housing complexes are 1) Developers do not have the expertise and understanding in the technical development of public utilities, so they hand over their responsibility to the Regional Government 2) Developers do not understand environmental safety in housing, whether there will be fire

problems housing, land fires and security in the residential environment 3) Limited funds owned by the developer and no responsibility to the Regional Government.

Within the scope of actors, reciprocal relationships arise in the form of an exchange of interests between the actor being supported and the supporting actor (Hamka & Nadir, 2022). Apart from the regional government's relationship with other actors, the developer's limited public budget as a resource allocation can influence the actor's inability to realize the obligation to build these facilities. Developers have limited budgets, while actors' interests are unlimited or inversely proportional.

Relations between formal and informal actors should be well established, where the actors are involved in policy formulation to policy implementation, these relations show that the actors support each other in the policy of fulfilling the obligations of housing facilities (Al-Amin, 2017). Actor relations between the Regional Government, Developer Associations and the Community are still not established and do not support each other in social and social facilitation policies, although Bappeda has formed a forum involving all actors, they still have not directly fulfilled the obligations of these facilities regarding the implementation of policies by which are expected. In line with the network theory expressed by Pratikno (Agirachman & Ekomadyo, 2017) is based on the assumption that actor relationships depend on each other. In a simpler sense, it can be understood that an actor cannot achieve his goals without using the resources owned by other actors. Therefore, relations between actors need to show the enthusiasm of local governments in building networks between actors to meet community needs.

CONCLUSION

The Actor Relations Model in the development of new housing facilities in

Palangka Raya City includes several aspects, especially those related to regulations, developer obligations, provision of public and social facilities, as well as the impact on housing residents, settlements and the surrounding environment. The Actor Relations Model that occurs is not yet in harmony because there are no regulations issued by the Regional Government. The lack of regulations governing developers' obligations in building housing facilities can be a serious problem. Without clear guidelines, developers are ultimately less motivated to provide adequate public and social facilities. So far, developers have only relinquished rights in the form of vacant land ready to be built, in the name of the Regional Government of Palangka Raya City, so that housing facilities that should be enjoyed by housing residents cannot be enjoyed by the community.

The rise in housing development that is not balanced with the provision of adequate public facilities has an impact on population overconcentration in an area, as well as triggering problems with waste water, rubbish, flooding and a decline in environmental quality. So without clear regulations, developers may focus on economic profits without considering environmental impacts. This can lead to unbalanced development and be detrimental to the surrounding environment.

The urgency of providing public and social facilities plays an important role in improving the quality of life and welfare of the community. The availability of these facilities can influence the attractiveness of housing, investment and economic development in the region. Providing good public and social facilities is also related to sustainable development. With clear regulations, it can be emphasized that developers are responsible for creating a balanced and sustainable environment.

Therefore, the urgency of forming a Regional Regulation that regulates the

rights and obligations of developers to the Palangka Raya City government is urgent. Then there are regulations that must be established quickly by the Regional Government, so that various problems regarding the handover of infrastructure assets, facilities and public facilities by developers can be resolved properly, to create orderly assets. The importance of addressing this issue creates better housing development governance, which recognizes the importance of developer involvement in providing public and social facilities. This not only supports a better life for housing residents but also maintains environmental sustainability and balanced development in the City of Palangka Raya.

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