

Governance of the Housing and Settlement Services Office in the Management of Rental Flats in Asahan Regency in Kisaran City

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ABSTRACT

Effective governance is crucial for the successful management and utilization of Rusunawa, ensuring affordable housing for the community. Without proper governance, various issues arise, such as high tenant turnover, misallocation of units, cleanliness concerns, social conflicts, and security problems. This study aims to analyze how the Housing and Settlement Area Service Department manages Rusunawa in Kisaran City, Asahan Regency. Using a qualitative research method, data were collected through in-depth interviews, observations, and document analysis. The findings indicate several key governance aspects: (a) Accountability – Rusunawa management is overseen by the Regent, with evaluations conducted by the Asahan Regency Inspectorate and the North Sumatra Provincial Audit Board. (b) Transparency – Public information about Rusunawa is available, but financial reports remain inaccessible. (c) Participation – The agency engages the community through brochures and outreach programs. (d) Responsiveness – Tenant complaints are documented and addressed by the Head of the Rusunawa Technical Implementation Unit. (e) Equality – Facilities are designed to be inclusive, with special accommodations for persons with disabilities. The study highlights the need for improved transparency and enhanced governance mechanisms to optimize Rusunawa management and ensure equitable housing access for low-income communities.

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INTRODUCTION

Housing is a primary need for humans. Apart from playing an important role as a place of shelter and gathering with family, housing is one of the basic needs that functions to support the implementation of education, family, cultural equality, and quality improvement for future generations. To meet the increasing basic need for housing, especially in urban and industrial areas, the construction of low-cost rental flats (Rusunawa) has become an alternative to meeting housing needs. In accordance with Government Regulation No. 13 of 2021, Rusunawa is intended for Low-Income Communities (MBR) and is built according to the Technical Implementation Unit model (Government Regulation of the Republic of Indonesia No. 13, 2021).

Several economic aspects must be considered when building Rusunawa for the low-income community, including proximity to workplaces, markets, and road access, and the location of businesses to facilitate access to and from the Rusunawa (Purnamasari et al., 2020). The construction of Rusunawa (low-cost public housing) in the area is expected to be able to overcome several existing settlement problems and provide opportunities to improve the quality of life in the community by providing decent housing to address the unhealthy development of urban settlements and to enable the community to obtain decent housing by renting according to their conditions or abilities.

The Asahan Regency Rusunawa (low-cost apartment) was built on a 4,400 m² plot of land located on Jl. Jendral Sudirman, Sei Renggas Village, Kisaran District, Asahan Regency. The distance from the Regency Capital to the Rusunawa location is ± 4 minutes (1.3 km). and ± 9 (3 km) minutes from the center of the Diponegoro Kisaran Street market, where each *twin block* consists of 5 floors, 99 residential units, 1 security room, 2 units for people with disabilities. In addition, this building has a function room, prayer room, and motorcycle parking space. The area of each residence is 24 m². The construction process of the 4 Twin Blocks (TB) of Rusunawa Asahan was carried out in stages starting in 2011 and completed at the end of 2014. Still, Rusunawa Kabupaten Asahan Baru could be inhabited and utilized in 2018 due to administrative problems and the transfer of Rusunawa Assets from the Central Government to the Asahan Regency Regional Government.

The governance of Rusunawa refers to the regulations and procedures established by the Asahan Regency local government. Although the local government owns it for the MBR group, the management of Rusunawa is carried out in a professional, transparent, and accountable manner. The governance of Rusunawa relates to ownership and management, facilities, leasing, supervision, and community participation. Governance regulates the interaction of various *stakeholders*, such as the interaction of the Housing and Settlement Service with the Technical Implementation Unit as the direct manager of the Rusunawa or between the manager and the community as tenants (Rachman, 2019). The Regional Technical Manager (UPTD), through the Regent's regulation, was also established so that the Rusunawa could be managed professionally. The Asahan Rusunawa Regional Technical

Management Unit (UPTD) was formed on April 16, 2018, in accordance with Asahan Regent Regulation Number 27 of 2018 concerning the Formation of a Regional Technical Implementation Unit at the Asahan Regency Housing and Settlement Area Office, where the Rusunawa UPTD structure consists of the Head of the UPTD, the Administrative Sub-Division, and the Functional Position Group. Based on a pre-research interview conducted by the researcher.

According to Sri Susilawati, the Housing and Settlement Office of Medan City, since the Regional Technical Implementation Unit (UPTD) was established in 2018, various problems have arisen. First, there is a frequent *turnover of* tenants, with tenants leaving after one or two months for various reasons. Second, the Rusunawa was built for low-income groups, but in reality, the majority are rented by migrant workers who come from outside Kisaran City and are not part of the target group. Third, there are problems with cleanliness and comfort. Fourth, there are social problems among the residents, and finally, there are security problems even though there is a security post in the Rusunawa area. The problems that occur can be caused by many factors, either from the residents or from the management. (Interview with the Housing and Settlement Service Office of Asahan Regency, June 27, 2023).

The construction of Rusunawa is a program of the Ministry of Public Works and Public Housing regulated in the Regulation of the Minister of Public Works and Public Housing of the Republic of Indonesia Number 7 of 2022. This program is in the form of simple apartment housing for low-income communities with very affordable rental rates, which the central government gives to local governments in the form of apartment buildings. It is not a form of authority through either the principle of deconcentration or decentralization but purely physical assistance from the central government built on land controlled by local governments. It is argued that not all cities have Rusunawa, for example, Batubara Regency which does not have rental flats. The location of Rusunawa in North Sumatra is described in the following table:

Table 1. Location of Rusunawa in North Sumatra

No.	Location
1.	Asahan
2.	Medan
3.	Tanjung Balai
4.	Tebing Tinggi

Source: Processed by Researcher, 2024

Through this research, the researcher will describe how the housing and settlement agency is governed in managing Rusunawa in Asahan Regency, Kisaran City. Based on the above problems, the researcher is interested in conducting research related to how the Housing and Settlement Agency is governed in managing Rusunawa in Asahan Regency, Kisaran City.

LITERATURE REVIEW

Good Governance

According to the National Committee on Corporate Governance Policy (2006), the Indonesian government is currently working hard to implement Good Governance in order to create an authoritative and clean government. Mardiasmo (2009) states that Good Governance is defined as the procedures of a country used to manage economic and social resources that are oriented towards community development in order to create good governance (Lubis & Sari, 2024). According to Agoes (2013), Good Governance is defined as a method of government to regulate the relationship between the duties of committees, the roles of directors, stakeholders and other shareholders. A process carried out transparently to determine government objectives, performance assessments, and achievements is also referred to as a clean and good government management procedure. The key to understanding Good Governance is the principles within it, and one of the most important principles is transparency or openness (Susila Wibawa, 2019).

Governance includes organizational structure, policies and procedures, oversight and accountability, ethics and values, risk management, and stakeholder engagement. Basically, Good Governance is a concept that refers to joint decision-making and implementation that can be held accountable, where its implementation must touch on the three pillars of economic development, the environment, and human development, namely the government (as the state administrator), the corporate sector or the business world (as the economic driver), and civil society. There must be harmony between the three in the administration of the state (Kamaluddin, 2019). Furthermore, Syakrani (2021) explains the involvement of the three as follows:

1. **State:** The role of the state is to create a conducive political environment, create political commitment regarding economic, social, and political restructuring, provide infrastructure, create a climate of democracy, and strengthen the capacity of local and national governments.
2. **Private Sector.** The private sector plays an important role in economic development through a market approach to the creation of goods and services.
3. **Civil Society.** Civil society and community organizations are involved in ensuring social and political interaction and mobilizing various community groups to participate in administering government affairs.

Sedarmayanti (2014) revealed that there are five indicators of Good Government Governance, namely Participation, Transparency, Accountability, Effectiveness, and Law Enforcement. According to Mardiasmo (2018), there are good government governance indicators, namely Participation, Rule Of Law, Transparency, Responsiveness, Consensus Orientation, Equity, Efficiency and Effectiveness, Accountability, and Strategic Vision. The Good Government Governance indicators in Mahsun et al. (2018:48) are Transparency, Accountability, and Participation.

Public Service

Law Number 25 of 2009 article one (1) concerning Public Services defines public services as activities or a series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident for goods, services, or administrative services provided by public service providers. The benchmark or standard for public services, according to Law Number 25 of 2009, is quality, speed, ease, affordability, and measurability. (Law No. 25 of 2009 concerning Public Services, 2009). Public service can be defined as a service activity that is carried out professionally, with quality, and has a positive service that is able to help meet the needs of the community in accordance with government regulations (Ginting, 2019; Regif & Pattipeilohy, 2024).

Rental Flats (*Rusunawa*)

Housing is a basic human need, but not all people are able to have a livable house, such as low-income communities or groups of people who have limited purchasing power. Therefore, in order to have proper housing, the government has a role to play in providing livable and affordable housing for low-income groups. According to Mz et al. (2019), the solution provided by the government for this group is the provision of rental flats, often called Rusunawa.

Flats are an effort to meet the need for proper housing, not only to meet basic human needs but also as a means of developing humanity. The construction of Rusunawa will become a profitable housing provision system, supporting spatial planning related to urban development and urban regeneration to support the use of urban land and increase urban effectiveness or efficiency (Nugroho et al., 2022).

An apartment building is a multi-story building built in an environment that is divided into functionally structured sections, both horizontally and vertically. It is a unit that can be owned and used separately, especially for residential places equipped with shared parts, shared objects, and on shared land (Government Regulation of the Republic of Indonesia No. 13, 2021). Igbal and Indra describe an apartment building as being composed of functionally organized sections or multi-story buildings that are constructed in an environment both horizontally and vertically and form a unit that cannot be used separately, equipped with common areas and land (Zahara & Harman, 2021).

METHODOLOGY

This study uses a qualitative approach with a descriptive research method. Descriptive research aims to describe and illustrate phenomena or events that occur based on facts in a systematic way. Descriptive research is research that aims to determine the value of an independent variable, whether one or more variables, without comparing one variable with another. Data collection techniques are carried out in four ways, namely interviews, questionnaires, observations, and a combination of the three (Sugiyono, 2017). Data analysis is carried out qualitatively, with a focus on meaning rather than

governance. Therefore, the data analysis technique is carried out with three approaches, namely data reduction, data presentation, and conclusion (Miles et al., 2020).

RESULTS & DISCUSSION

Accountability

Accountability is an important component of good governance, including in the management of rental flats (Rusunawa). Accountability refers to the responsibility and obligation to report, explain, and be responsible for actions and decisions made. In the context of Rusunawa management in Asahan Regency, Kisaran City, accountability means ensuring that all actions and decisions taken by the Housing and Settlement Area Office are transparent, accountable, and meet established standards. Based on a statement from the staff of the Housing and Settlement Area Office, Rusunawa has been managed in Asahan Regency since 2017. He stated that:

“The purpose of Rusunawa development is to provide decent housing for the community, with a focus on providing housing for low-income communities.” (Staff of the Housing and Settlement Area Office)

Apart from the purpose of the program, there are several mechanisms for registering as a Rusunawa resident, he stated:

1. Photocopy of ID card and family card
2. Certificate of Homelessness from the Head of the Village/Sub-District
3. Proof of deposit of IDR 300,000 from Bank Sumut
4. Application letter to register with the Regent through the Rusunawa Manager
5. Photocopy of Marriage Certificate
6. 1 x 4 x 6 cm photo and 3 x 4 cm photos (3 photos). Furthermore, the manager conducts a document check and interviews with prospective residents. If everything is in accordance with the procedure, the prospective residents can enter the public housing complex. (Staff of the Housing and Settlement Agency)

In the aspect of accountability, each ongoing program plans to conduct periodic resident satisfaction surveys to measure the level of satisfaction with the services provided and take corrective action based on the input received. Later, the Housing and Settlement Area Office will create a complaint mechanism that is easily accessible to residents and ensure that every complaint is followed up quickly and appropriately. The Housing and Settlement Area Office staff stated that there is a law that regulates the existence of rental flats (Rusunawa):

1. 1945 Constitution article 27, paragraph 2: "Every citizen has the right to work and a livelihood that is worthy of humanity."
2. Law No. 39 of 1999 concerning Human Rights article 40: Every individual has the right to live and have a decent life.

3. Law of the Republic of Indonesia Number 20 of 2011 concerning Flats

4. Regulation of the Minister of Public Works and People's

Housing of the Republic of Indonesia Number 7 of 2022 concerning the Implementation of Housing Development Assistance and the Provision of Special Homes

Many people welcome the existence of public housing because it provides affordable housing solutions, especially for those with low or moderate incomes. The existence of public housing can improve the quality of life by providing basic facilities such as clean water, electricity, and adequate sanitation. As one of the residents of public housing said, it is said that:

"I think it is helpful enough for us as a community to have a decent place to live. I have been one of the residents of this Rusunawa for 5 years. What needs to be improved is the security of the Rusunawa by increasing the number of security officers." (Rusunawa Resident)

Accountability is a key element in the governance of the Housing and Settlement Area Office in the management of Rusunawa in Asahan Regency, Kisaran City. By implementing the principles of accountability, including financial transparency, responsible public service, information disclosure, and compliance with law and ethics, the management of Rusunawa can be carried out more effectively, efficiently, and in accordance with public expectations. The implementation of a management information system, periodic supervision, performance evaluation, and community participation are concrete steps that can be taken to improve accountability in the management of Rusunawa.

Transparency

Transparency is one of the fundamental principles of good governance, especially in the management of public assets such as rental flats (Rusunawa). Transparency refers to openness in the decision-making process, resource management, and performance reporting. In the context of Rusunawa management in Asahan Regency, Kisaran City, transparency is very important to build public trust, ensure accountability, and prevent corruption. The financing for the management of Rusunawa in Kisaran is supported by a budget from the Regional Revenue and Expenditure Budget (APBD) and assistance from the central government. Financial aspects include:

1. Setting rental rates that are affordable for low-income communities, taking into account operational and maintenance costs.
2. Subsidies and assistance to residents who are in genuine need.
3. Transparent and accountable financial management to ensure effective and efficient use of funds.

The stages for the performance of the Housing and Settlement Area Office towards the construction and management of public housing are:

"The Asahan Regency Housing and Settlement Agency conducts monthly monitoring and evaluation of the management of the runaway, starting from checking damaged Rusunawa assets, the number of residents, to the amount of local revenue collected from renting runaway

rooms.” (Staff of the Housing and Settlement Agency)

Some people may feel that the units in the rusunawa are too small and do not meet the needs of large families. If the management of the public housing is poor, such as problems with cleanliness, security, and building maintenance, this can lead to dissatisfaction. The location of public housing far from the city center or workplace can be a complaint, especially if access to public transportation is inadequate. Residents of public housing usually consist of various segments of society who need affordable housing.

Participation

Participation is an important element in good governance, especially in the management of public assets such as rental flats (Rusunawa). Community participation creates active involvement from various stakeholders, including residents, local communities, and civil society organizations. In Asahan Regency, Kisaran City, participation in the management of Rusunawa can improve the transparency, accountability, and effectiveness of public services. Based on the statement of the Housing and Settlement Area Office staff, he stated that there was participation from other parties related to the management and construction of Rusunawa:

“So far, the most active parties are the representatives of the people, namely the Regency and Provincial DPRD, who contribute ideas and assistance for the improvement of Rusunawa buildings from the regional budget funds.” (Staff of the Housing and Settlement Area Office)

The Rusunawa program will later cover each repair. The Office socializes the existence of Rusunawa to the community. Many Rusunawa residents work in the informal sector, such as small traders, day laborers, or freelancers who do not have a high fixed income. Those who work in the formal sector but with low incomes, such as domestic assistants, cleaners, and factory workers, are also frequent Rusunawa residents.

Responsiveness

Responsiveness is the ability and speed of an organization or agency to respond to and handle complaints, needs, and requests from the community or stakeholders. In the management of Rusunawa in Asahan Regency, Kisaran City, high responsiveness is the key to ensuring that the services provided are in line with residents' expectations and needs and to increase public trust and satisfaction.

The implementation of Rusunawa has been effective and on target. Good management of public housing is essential to ensure that the needs of residents are properly met, including basic facilities such as clean water, electricity, sanitation, security, and access to health and education services. Local governments are usually responsible for this management, with the hope of providing decent housing and supporting an improved quality of life for residents.

Responsiveness is a key element in the governance of public housing in Asahan Regency, Kisaran

City. By providing an effective complaint reporting system, setting clear service standards, and using technology to improve efficiency, the Housing and Settlement Area Office can ensure that residents' needs and complaints are handled quickly and appropriately. Challenges in responsiveness can be overcome through resource optimization, procedure simplification, and educational campaigns. Thus, high responsiveness can increase resident satisfaction and strengthen public confidence in the management of Rusunawa.

Equality

Equality is an important principle in good governance, especially in the management of public assets such as rental flats (Rusunawa). Equality means providing fair and equal access to all individuals without discrimination based on gender, age, ethnicity, religion, social status, or disability. In the context of managing Rusunawa in Asahan Regency, Kisaran City, equality aims to ensure that all residents receive fair treatment and have equal access to resources and services.

Public opinion regarding the existence of low-cost rental flats (rusunawa) in Asahan Regency can vary depending on various factors, including the need for housing, the location of the flats, the quality of the buildings, and local government policies regarding the management and rental of the flats.

Equality in the context of residents of low-cost rental flats (rusunawa) covers various aspects aimed at ensuring that all residents receive fair treatment and equal access to available facilities and services. All residents must have equal access to basic facilities such as clean water, electricity, and sanitation. There should be no discrimination in the distribution or quality of these services. Equal access to public services such as education, health, and transportation must be guaranteed for all residents, including vulnerable groups such as the elderly and persons with disabilities.

Equality is a key element in good governance for the management of Rusunawa in Asahan Regency, Kisaran City. By ensuring fair and equitable access, providing inclusive facilities, and providing non-discriminatory services, the Housing and Settlement Area Office can improve the quality of life of residents and strengthen public trust. Implementing fair policies and procedures, increasing awareness, and continuous monitoring and evaluation are concrete steps toward achieving equality. Challenges in implementing equality can be overcome through anti-bias training, resource optimization, and awareness campaigns.

Response from the Rusunawa Management to Complaints from Rusunawa Residents

Rusunawa responded to several complaints from the community regarding unsatisfactory service, stating that it would evaluate to improve resident satisfaction regarding the mismatch of service hours with working hours. Rusunawa promised to improve supervision so that the community receives appropriate service. Regarding the existence of brokers in the administrative process, Rusunawa will conduct further investigations and look for the perpetrators involved if this issue is proven.

Rusunawa will issue a warning to residents who are in arrears with their rent. If the warning is ignored, their names will be removed from the list of residents. Rusunawa does not prohibit residents from selling in their rented homes as long as the activity does not disturb the comfort of other residents. Finally, in response to complaints about the security system, which is considered inadequate, Rusunawa plans to improve security by adding security guards who will be on duty 24 hours a day.

CONCLUSIONS

The governance of the Housing and Settlement Area Office for the management of Rental Flats (Rusunawa) in Asahan Regency, Kisaran City, applies the principles of accountability, transparency, participation, responsiveness, and equality are the keys to achieving effective and sustainable management. The results of the study show that the management of Rusunawa is accounted for by the Regent and is carried out wholeheartedly with the implementation of Rusunawa services, such as evaluations with PAD checks carried out by the Asahan Regency Inspectorate and the North Sumatra Provincial Audit Board. Transparency of the service has been implemented by providing information related to Rusunawa, which includes technical activities, rentals, marketing, and coaching of tenants, as well as administrative and financial activities that require the ability of the person in charge of the location to organize the maintenance and care of infrastructure and facilities. However, the Office makes exceptions for information from financial reports and other management that the public cannot access. Community participation has been carried out well.

This is evidenced by the way the Office involves the community through the production of brochures and direct socialization to invite and introduce Rusunawa. The responsiveness of the Rusunawa management has been good in responding to complaints from the community. Furthermore, the principle of equality has been implemented properly. The Rusunawa Management Office provides a complaint facility for people who feel they have been treated unfairly. The Rusunawa manager also provides special facilities on the first floor for people with disabilities. This effort is made to create a good environment for the community without any sense of injustice.

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