

# Analysis of the Implementation of the Livable House Priority Program in East Kalimantan Province

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**Abstract**—This study explores the implementation of the Livable House Priority Program in East Kalimantan Province as a strategic effort to address the problem of inadequate housing and support sustainable regional development. As part of the provincial government's commitment to achieving the Sustainable Development Goals (SDGs), especially Goal 11 Sustainable Cities and Communities the Livable House program aims to reduce the number of uninhabitable houses by providing decent, safe, and healthy housing for low-income families. The initiative integrates corporate social responsibility (CSR) through collaboration between the government and private companies operating in the region, aligning with the mandate of East Kalimantan Governor Regulation No. 27/2021. This research adopts a qualitative approach through in-depth interviews, participatory observation, focus group discussions (FGDs), and document analysis. The study focuses on three priority regions: Bontang City, Berau Regency, and Paser Regency. Findings indicate that while the program has made tangible progress in reducing uninhabitable housing and improving settlement environments, its implementation is hindered by limited corporate participation, logistical and administrative challenges, and inconsistent regional policy enforcement. The role of the private sector remains suboptimal, often due to unclear implementation guidelines, shifting political commitments, and lack of incentives. Despite these obstacles, the Livable House program has demonstrated significant potential in contributing to poverty reduction, improving social welfare, and promoting stakeholder synergy. However, to ensure long-term sustainability and scalability, the study recommends enhancing intersectoral collaboration, strengthening regulatory frameworks, fostering corporate engagement, and adopting adaptive policy models. This research contributes to public policy discourse by offering insights into the dynamics of decentralized policy implementation,

highlighting the importance of collaborative governance in addressing complex social issues in developing regions.

**Keywords**—Livable House, Public Policy, CSR, Sustainable Development Goals (SDGs), Housing Program, Stakeholder Collaboration, East Kalimantan.

## I. INTRODUCTION

Access to adequate and livable housing is a fundamental human right and a key indicator of social well-being. In the context of sustainable development, housing is not only a physical need but also a social, economic, and environmental necessity. In Indonesia, particularly in East Kalimantan Province, the issue of uninhabitable housing remains a major concern. Based on government reports, as of 2023, approximately 27% of households in the province were still living in substandard housing conditions, lacking proper sanitation, safe building structures, and sufficient space to ensure a healthy living environment (Ewurum et al., 2019; Haug et al., 2016).

To address this issue, the provincial government has implemented the Livable House Priority Program, aimed at improving housing access for low-income and vulnerable communities. This program is also aligned with the Sustainable Development Goals (SDGs), particularly Goal 11: "Sustainable Cities and Communities," which emphasizes the need to ensure access for all to adequate, safe, and affordable housing and basic services (Wibowo & Hartiat, 2023; Yogia et al., 2019). The program integrates a collaborative governance approach involving public institutions and the private sector, primarily through Corporate Social Responsibility (CSR) initiatives (Erfian, 2023; Nadjib & Zainal, 2020).

Previous studies have shown that housing programs targeting the poor significantly contribute to poverty alleviation, social inclusion, and improvements in health and economic productivity (Azizah, Mutholib, & Setiadi,

2023; Idris, Mukhrijal, & Rassanjani, 2023). However, the success of these programs largely depends on the effectiveness of their policy implementation, coordination between stakeholders, and the accuracy of beneficiary targeting. In East Kalimantan, the implementation of the RLH program has faced several challenges. These include limited participation from private companies, logistical and geographical constraints, administrative delays, and inconsistencies in regional policy execution (Andrakayana, 2023; Syaputra et al., 2021; Aulia, 2016).

Policy implementation is a critical phase in the public policy process. According to Mazmanian and Sabatier's classic framework (as cited in Purwanti, 2023), successful implementation requires clear policy objectives, adequate resources, commitment from implementing actors, and a conducive socio-political environment. These elements are often absent or insufficient in the context of decentralized development programs in Indonesia. The Livable House program, despite having regulatory support such as Governor Regulation No. 27 of 2021, still struggles to realize its full potential due to weak coordination and limited synergy among stakeholders.

In several regional cases, such as Pekanbaru and Semarang, studies have identified that similar housing programs underperformed due to low socialization, poor administrative preparation, and unclear implementation mechanisms (Purwanti, 2023; Larasati et al., 2021). These findings resonate with the situation in East Kalimantan, where the Livable House program has not met its intended targets in key areas such as Berau, Paser, and Bontang.

This study aims to analyze the implementation of the Livable House Priority Program in East Kalimantan, focusing on its practical execution, inter-institutional collaboration, and the factors that inhibit or facilitate success. By employing a qualitative approach including in-depth interviews, focus group discussions, and document analysis this research provides a comprehensive overview of how public housing policy is operationalized at the regional level, and how CSR can be effectively leveraged to support sustainable and inclusive development. The study also serves as a case for evaluating collaborative governance and policy implementation within the broader framework of public administration.

## II. METHODS

The research design employed in this study is qualitative with a descriptive approach, which is suitable for understanding and interpreting complex social phenomena, particularly the dynamics of public policy implementation in decentralized governance contexts. Qualitative methods are particularly effective for investigating how policies are interpreted, adapted, and practiced by various stakeholders government institutions, corporate partners, and community beneficiaries within different administrative and geographic settings (Creswell, 2014).

In the context of this study, which focuses on the implementation of the Livable House Priority Program in East Kalimantan Province, a qualitative descriptive approach allows for an in-depth examination of how policy

objectives are translated into action. This includes observing how stakeholder roles are negotiated, how institutional frameworks operate in practice, and how contextual factors such as political will, corporate engagement, and geographic conditions influence policy outcomes (Herrera Jr & DPA, 2021). Rather than measuring the success of implementation through numerical indicators, this study seeks to capture the lived experiences, challenges, and perceptions of actors involved in Livable House Priority Program delivery.

The analytical lens for this study is guided by the practical challenges faced in field implementation as highlighted in previous evaluation reports and qualitative studies of housing policy in Indonesia (Azizah et al., 2023; Erfian, 2023; Sheppard et al., 2022). Although not tied to a single theoretical model, the study is anchored in themes central to public policy implementation literature, such as clarity of objectives, consistency of communication, adequacy of resources, and institutional coordination (Salim, 2015; (Syamsul & Ritonga, 2017)). These themes shape the development of interview guides, observation checklists, and coding categories used during data analysis.

This methodological approach is especially relevant given that the Livable House Priority Program operates through a multi-actor scheme involving the provincial government, local administrations, and private companies through Corporate Social Responsibility (CSR) contributions. By adopting a descriptive lens, the research aims to unpack the real-world processes behind policy execution how regulations are interpreted, how funding and responsibilities are distributed, and how implementation diverges or aligns with the policy design outlined in Governor Regulation No. 27 of 2021.

### *A. Understanding the Dynamics of Livable House Priority Program Policy Implementation*

This research uses a qualitative descriptive approach, which is appropriate for exploring the dynamics of policy implementation in a real-world context. A qualitative method is chosen to capture the depth and complexity of the Livable House Priority Program as implemented in various localities of East Kalimantan Province. According to Creswell (2014), qualitative design is suitable for exploring and understanding the meaning individuals or groups attribute to a social issue in this case, how multiple stakeholders interpret and engage with a public housing policy. This method is effective in capturing nuanced social interactions, implementation bottlenecks, and institutional behaviors that cannot be quantified.

By applying a descriptive orientation, the research aims not to generalize, but to deeply describe and analyze the empirical reality of Livable House Priority Program implementation, stakeholder collaboration, and community experiences in three specific locations. This approach enables the researcher to interpret the factors that support or hinder successful program outcomes and to provide practical policy recommendations based on field evidence.

*B. Focus of Inquiry and Case Selection*

The focus of this study lies in the practical implementation of the Livable House Priority Program, particularly in understanding how policies designed at the provincial level are interpreted and executed at the regional and community levels. The research zooms in on three administrative regions: Bontang City, Berau Regency, and Paser Regency. These areas were selected based on monitoring reports indicating discrepancies between target achievement and field implementation (Sarkar & Pingle, 2018). These cases present diverse contexts urban, rural, and semi-urban which allow for comparative analysis across different governance and geographic challenges.

The investigation addresses how policy goals are communicated, how beneficiaries are identified, how private sector actors (through CSR) are engaged, and what contextual factors social, logistical, administrative either support or obstruct program success. This enables a grounded understanding of the relationship between policy design and localized implementation realities.

*C. Setting and Characteristics of the Research Locations*

The study was conducted in three selected regions of East Kalimantan, each representing distinct implementation environments. Bontang City is characterized by its urban-industrial setting, high CSR potential, and structured bureaucratic environment. Berau Regency represents a rural and geographically remote area where access and infrastructure are persistent challenges. Paser Regency, with its blend of urban centers and remote villages, provides insight into implementation in a semi-urban context with moderate institutional capacity.

These locations were not chosen randomly but were informed by Livable House Priority Program reports that identified them as experiencing significant implementation constraints. Studying these varied localities enables the research to explore how different local dynamics shape the same policy differently on the ground.

*D. Sources of Data: Stakeholders and Documentation*

The data collected in this study come from both primary and secondary sources. Primary data were obtained through in-depth interviews with government officials at the provincial and district levels, RLH program implementers, corporate CSR managers, community leaders, and beneficiaries. Focus Group Discussions (FGDs) were also conducted to elicit group-based reflections and consensus from multiple actors. Observational data were gathered during field visits to program sites, allowing the researcher to verify conditions and witness implementation first-hand.

Secondary data were drawn from policy documents, Livable House Priority Program planning guidelines, evaluation reports from 2022–2023, and relevant academic literature. These documents serve as contextual references that enrich and triangulate field findings, ensuring that the empirical evidence is rooted in the formal frameworks and evaluations of the program (Sulistiyo & Wahidin, 2020; Erfian, 2023).

*E. Techniques for Gathering Field Insights*

Field data collection was conducted through several qualitative techniques. Semi-structured interviews allowed for flexible exploration of themes while maintaining consistency across informants. These interviews explored perceptions of program success, challenges, role clarity, and coordination mechanisms. Focus Group Discussions were conducted in each of the three regions, bringing together various local stakeholders to discuss collective experiences and perceptions of the Livable House Priority Program.

Additionally, on-site observation played a key role in verifying reported findings. The researcher visited housing units, attended coordination meetings, and interacted with community members. This method enabled direct insight into housing conditions, infrastructure support, and community responses to the program. Document analysis complemented these techniques by offering a formal view of program structure, objectives, and evaluation frameworks used by the RLH Management Agency

*F. Strategy for Analyzing Policy Implementation*

Data were analyzed using a thematic qualitative approach, aligned with the interactive model proposed by Miles and Huberman, as adapted by Creswell (2014). The analysis began with data condensation, which involved sorting and coding raw data into categories such as communication, actor roles, institutional coordination, and barriers. These categories were then organized and presented in narrative and matrix form to support interpretation.

Once data were thematically displayed, the researcher engaged in drawing conclusions by identifying recurring patterns, confirming data consistency across sources, and interpreting stakeholder experiences within the broader policy framework. This approach allows for a robust understanding of how policy intentions are translated into practice in varying socio-political environments.

*G. Ensuring Credibility and Reliability of Findings*

To ensure validity, the research employed data triangulation, comparing findings across interviews, observations, and document reviews. Member checking was carried out by returning transcripts or summaries to selected respondents to verify the accuracy of interpretations. Peer review with academic supervisors and colleagues was also conducted to evaluate analytical consistency and strengthen research objectivity.

These methodological safeguards aim to uphold the trustworthiness and dependability of the research. They reflect qualitative research standards that emphasize the credibility of interpretation and the authenticity of field engagement, which are essential in implementation studies of complex, multi-actor public programs such as Livable House Priority Program.

## III. RESULTS AND DISCUSSION

The implementation of the Livable House Priority Program in East Kalimantan Province has produced a diverse set of empirical findings across different

administrative and geographical contexts. This section discusses the observed outcomes based on field data, document analysis, and stakeholder interviews in three research locations: Bontang City, Berau Regency, and Paser Regency. The discussion is structured thematically to explore patterns, challenges, and enabling factors within the practical realization of the Livable House Priority Program at the local level.

Instead of relying on a singular policy model, this study interprets the implementation outcomes through recurring themes in public administration and policy practice, including institutional coordination, stakeholder engagement, geographic constraints, and the role of Corporate Social Responsibility (CSR). These themes are used to construct a holistic understanding of how policy intentions interact with contextual realities, and how outcomes are shaped not only by formal regulations but also by the social, political, and infrastructural fabric of each region.

The following subsections elaborate on the implementation dynamics and variations observed in each of the three areas studied, highlighting both successful practices and systemic barriers that require further policy refinement. Each sub-region is analyzed in relation to its governance capacity, responsiveness, and interaction with private and community actors in delivering housing assistance to vulnerable populations.

#### *A. Local Implementation Realities of the Livable House Priority Program in Bontang City*

In Bontang City, the implementation of the Livable House Priority Program demonstrated a relatively structured and organized trajectory. This can be attributed to the city's institutional maturity and its strong corporate presence, particularly in the industrial sector. Bontang benefits from a well-established CSR culture, with companies such as PT Pupuk Kaltim actively participating in housing development through formal collaboration mechanisms. These corporations not only provided financial contributions but were also involved in technical aspects such as feasibility assessments, procurement coordination, and even monitoring of construction stages.

Field interviews revealed that beneficiaries in Bontang had more consistent access to housing support, and the verification process was generally conducted on time. The coordination between the municipal government and CSR actors was facilitated by the existence of formal MoUs and communication forums that met quarterly to monitor the Livable House Priority Program target realization.

However, challenges remained in terms of bureaucratic layers and administrative approvals, which sometimes delayed fund disbursement and site selection finalization.

The spatial characteristics of Bontang an urban area with high population density also posed constraints, especially in identifying suitable land for house reconstruction or relocation. Nevertheless, this was partially addressed through the city's integration with spatial planning policies and its inclusion in the local development plan. The relatively higher success of Livable House Priority Program implementation in Bontang, as noted in the 2023 Livable House Priority Program agency report, can also be attributed to the synergy between institutional roles and the responsiveness of local leadership to housing needs.

#### *B. Implementation Gaps and Geographical Constraints in Berau Regency*

Contrasting sharply with Bontang, the implementation of the Livable House Priority Program in Berau Regency encountered significant limitations rooted in both geographic and logistical barriers. Berau is characterized by a dispersed population, difficult road access, and limited connectivity between administrative centers and remote villages. These conditions delayed both verification of housing eligibility and the actual construction process. The delivery of construction materials, especially during the rainy season, was often postponed due to damaged roads and the absence of supporting infrastructure.

Interviews with implementing staff revealed that while the provincial government had allocated targets and resources, the local executing units in Berau faced a shortage of technical personnel and often relied on ad-hoc labor arrangements. Moreover, corporate involvement in CSR for Livable House Priority Program was minimal in Berau, with only a few local contractors contributing on a voluntary basis, mostly in the form of building materials rather than full housing packages. Unlike Bontang, Berau lacked formal mechanisms to mobilize and coordinate CSR funds, leading to fragmented efforts and limited outreach.

The following table 1 summarizes the key differences in Livable House Priority Program implementation across the three studied regions. Table 1 illustrates that structural and spatial differences between the three locations contributed significantly to the level of implementation success, and that targeted adaptations to local context are essential for effective policy delivery.

Table 1. Comparative Summary of RLH Program Implementation Across Regions

Aspect	Bontang City	Berau Regency	Paser Regency
Geographic Characteristics	Urban, industrial, high population	Remote, rural, limited access	Semi-urban, mix of accessible and remote areas
Institutional Capacity	High; structured bureaucracy	Low; limited technical staff	Moderate; coordination taskforces exist
CSR Participation	Strong; formal MoUs, active funding	Weak; sporadic and informal support	Moderate; small companies, no legal framework
Target Verification Process	Timely, data-driven, cross-checked	Delayed due to distance and transport	Subjective, influenced by local elites
Community Awareness	High; strong program socialization	Low; limited outreach	Moderate; uneven understanding
Supporting Infrastructure	Integrated with city planning	Poor access to roads, construction delays	Partial infrastructure support via CSR
Administrative Barriers	Moderate; bureaucracy slows flow	High; lack of guidelines, weak reporting	High; overloaded staff, data mismatch
Achievement of RLH Targets (2023)	Above 90% (Badan RLH, 2023)	Below 60% (Badan RLH, 2023)	Around 75% (Badan RLH, 2023)

Figure 1 also illustrates the relative effectiveness of the RLH (Livable House Priority) program across three regions: Bontang City, Berau Regency, and Paser Regency. The evaluation uses a scale of 1 to 10 across eight key aspects, including geographic characteristics, institutional capacity, CSR participation, verification processes, community awareness, supporting infrastructure, administrative barriers, and target achievement.

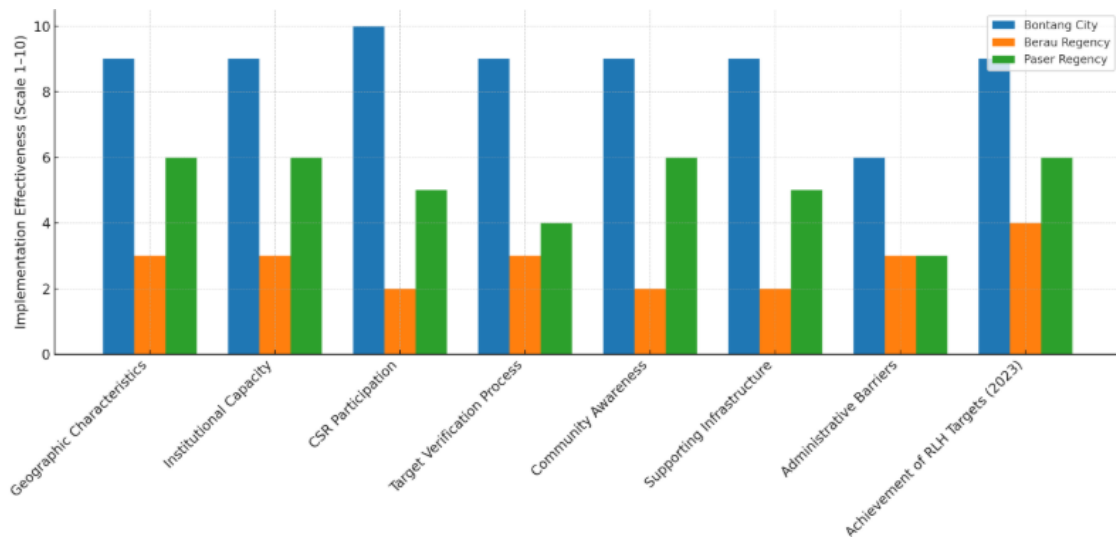


Figure 1. relative effectiveness of the RLH (Livable House Priority) program

### C. Implementation and Administrative Capacity in Paser Regency

In Paser Regency, the RLH program presented a mixed picture of partial success and systemic bottlenecks. As a region with both rural and semi-urban characteristics, Paser benefited from moderate levels of accessibility and institutional capacity. The district government showed initiative by forming task forces to manage Livable House Priority Program allocations and coordinate with village heads. However, these efforts were constrained by limited human resources, high administrative workloads, and poor integration of Livable House Priority Program data with the general poverty database.

A recurring issue identified in Paser was the mismatch between housing aid distribution and actual community needs. Field verification often relied heavily on village

recommendations, which in some cases led to subjective targeting and political interference. Moreover, the lack of a transparent grievance mechanism made it difficult for residents to contest or clarify decisions made during the selection process.

Despite these weaknesses, Paser had relative success in mobilizing support from smaller-scale CSR contributors, such as local mining cooperatives and palm oil companies. Although the contributions were not always in the form of direct housing construction, they were instrumental in providing supporting infrastructure such as clean water facilities and road paving around new housing units.

### D. The Role of CSR and Multi-Stakeholder Collaboration

One of the central features of the Livable House Priority Program in East Kalimantan is its reliance on the private

sector through Corporate Social Responsibility (CSR) mechanisms. As stated in the Livable House Priority Program implementation framework, regional governments are encouraged to mobilize CSR funds to support the realization of livable housing, particularly in areas with insufficient APBD funding. This policy is aligned with the provincial mandate to build inclusive partnerships between the state and business entities in addressing social vulnerability. The following table 2 outlines how CSR contributions vary by region in their structure, intensity, and impact.

Table 2. Comparison of CSR Contributions in the Livable House Program in Bontang, Berau, and Paser

Category	Bontang City	Berau Regency	Paser Regency
Number of CSR Partners	> 5 formal CSR companies	1–2 informal contributors	3–4 cooperatives or local businesses
Type of Contribution	Full housing unit construction	Building materials only	Infrastructure support (roads, water)
Coordination Mechanism	Formal MoUs and monitoring forum	None or ad hoc	Occasional coordination through village government
Legal Framework for CSR	Integrated with local policy	Not regulated	Partially integrated, informal basis
Program Integration	CSR aligned with city RPJMD	Not aligned	Aligned with local village development plans

Table 2 highlights the disparities in CSR engagement and suggests that beyond voluntary support, a more structured institutional approach is necessary to encourage equitable and sustained corporate participation across regions. While Bontang represents a model of integrated governance and CSR partnership, Berau reveals the weaknesses of policy without enabling mechanisms. Paser, although constrained administratively, demonstrates that even limited engagement can yield supportive results if community actors are mobilized.

#### IV. CONCLUSION

This study reveal the complex, varied nature of public policy implementation within decentralized governance frameworks, particularly in the context of housing assistance for vulnerable populations. The Livable House Priority Program in East Kalimantan Province demonstrates that successful implementation is not solely determined by the availability of funding or policy clarity at the provincial level, but significantly shaped by regional disparities in institutional capacity, infrastructure, geographic accessibility, and multi-stakeholder collaboration.

Bontang City emerged as a leading example of how strong local governance, integrated spatial planning, and active Corporate Social Responsibility (CSR) engagement can drive the success of public housing programs. With clear coordination mechanisms, periodic monitoring, and a responsive administrative structure, the city was able to

exceed its Livable House Priority Program targets while ensuring alignment with local development priorities. Conversely, Berau Regency highlights the persistent challenge of implementing centralized programs in geographically isolated regions. Limited transportation access, lack of CSR mobilization, and weak institutional capacity led to delays, low awareness, and unmet targets exposing the need for tailored, context-specific policy tools in rural settings.

Paser Regency, situated between urban and remote profiles, illustrates both the opportunities and constraints of medium-capacity localities. While administrative delays and data mismatches were evident, partial success was achieved through village-level coordination and grassroots support from local cooperatives and businesses. This underscores the potential for localized innovations even in the absence of large-scale corporate involvement.

Overall, this study affirms the critical importance of adaptive governance in public policy delivery. It is not enough to design a program with strong intent; policymakers must also account for operational realities on the ground, including administrative burdens, communication gaps, and stakeholder incentives. The role of CSR, while promising, must be formally institutionalized to prevent disparities in private sector engagement across regions. Moreover, the integration of RLH data systems with local poverty databases and grievance mechanisms must be improved to ensure accurate targeting and greater accountability.

For future implementation of the Livable House Priority Program and similar initiatives, a more differentiated policy model is needed one that allows flexibility in approach while maintaining consistency in principles and standards. Capacity-building efforts, regional planning integration, and incentive structures for CSR participation are crucial to sustaining the long-term impact of housing interventions in East Kalimantan and beyond.

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