

## Gaps between Policy and Implementation

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### ABSTRACT

Most of the slums are located in coastal areas because the coastal areas are strategic locations which are close to the main livelihoods as fishermen. Agung Ridlo, Sultan Agung University, conducted a study resulted that one of the slums location is Kelurahan Tanjungmas. Same study also resulted that North Semarang has a specific attraction for migrants because its location is the center of trade and industry. The migrants came and looked for places to stay near their factories or beaches. Thus, slum areas were formed gradually. This research is aimed to examine the gaps between the poverty alleviations in managing slum upgrading and their implementation in coastal Semarang City, Kelurahan Tanjungmas. The research method is qualitative method by using qualitative descriptive analysis technique. Data collecting process was conducted by interview to the local government using purposive sampling and the local community using snowball sampling. The study result finds gaps between policy and implementation of houses improvement program were caused by unsuccessful implementation. Gaps also influenced by three external factors namely physical condition, lack of input, and weakness of one stages. Overall, gaps between the policy and implementation of houses improvement program made the program cannot achieve its significant objectives and made the community feel disappointed with the program implementation.

**Keywords:** policy, implementation, gaps, coastal area

### ABSTRAK

Sebagian besar permukiman kumuh terletak di kawasan pesisir karena kawasan pesisir merupakan lokasi strategis yang dekat dengan mata pencaharian utama sebagai nelayan. Agung Ridlo, Universitas Sultan Agung telah melakukan studi menemukan bahwa salah satu lokasi permukiman kumuh terletak di Kelurahan Tanjungmas. Hasil studi yang sama juga disimpulkan bahwa Semarang Utara memiliki daya tarik khusus karena lokasi tersebut sebagai pusat perdagangan dan industri sehingga dapat menarik migran untuk datang dan bekerja disini. Hal ini yang menyebabkan permukiman kumuh terbentuk sedikit demi sedikit. Penelitian ini bertujuan untuk mengkaji kesenjangan antara kebijakan penanganan kemiskinan didalam penanganan permukiman kumuh dan implementasinya di pesisir Kota Semarang, Kelurahan Tanjungmas. Metode penelitian adalah metode kualitatif dengan menggunakan teknis analisis deskriptif kualitatif. Data dikumpulkan melalui wawancara dengan instansi pemerintah daerah terkait menggunakan purposive sampling dan masyarakat lokal menggunakan snowball sampling. Hasil studi menemukan bahwa kesenjangan antara kebijakan dan implementasi dari program perbaikan rumah disebabkan karena ketidakberhasilan implementasi program. Kesenjangan juga disebabkan oleh tiga faktor eksternal yang disebut kondisi fisik, kekurangan input, dan kelemahan salah satu tahap. Secara keseluruhan, kesenjangan antara kebijakan dan implementasi program perbaikan permukiman membuat program tidak dapat mencapai tujuan yang signifikan dan membuat masyarakat merasa kecewa dengan implementasi program.

**Kata kunci:** kebijakan, implementasi, kesenjangan, kawasan pesisir

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## BACKGROUND

Turner defines slum as a residential area with unfeasible facilities or facilities do not exist in this area (Turner, 1976). More than one billion people live in indecent areas without access to basic needs, adequate sanitation, improved water supply, durable housing, adequate living space, and secure tenure (amnesty in Sori, 2012). The lack of these basic conditions has direct consequences on the physical well-being of the urban population (Scalar *et al*, 2005). According to UN Habitat (2010), the number of worldwide slum dwellers continues to grow at the rate of 10 percent every year, hence increasing the problem.

Most slums are located in the coastal area. The coastal area is a strategic location and close to the main livelihoods as fishermen, so the fishermen choose the coastal area as their place for living. The coastal area is the interface between sea and land areas that affect each, both biophysically and socio-economically. It means that the coastal area has a specific characteristic as a result of interaction between the processes that occur on the land and on the sea towards to the land. Coastal settlements are eventually developed in the conservation area towards the beach and become slum. The problem of slum area cannot be separated from the dynamic in community's life or the government policy to manage housing and settlement. Arranging the guidance in housing and settlement has been done on development in five years (*Pelita V*), in the form of public policy and National Strategic in terms of housing.

Semarang as one of the metropolitan cities is inseparable from slums, especially in its coastal areas. The number of slums tends to increase in line with the number of population and growing coastal activities. Agung Ridlo, from Sultan Agung University, conducted a study in 2002 about slum areas in Semarang and found out 13 points of slum areas located in North Semarang district in which one of the locations is *Kelurahan Tanjungmas*. The same study also resulted in the conclusion that North Semarang has specific attraction for migrants because its location is the center of trade and industry that can attract people to come and to work here. The migrants came and looked for places to stay near their factories or beaches. Thus, slum areas were formed gradually ([www.suaramerdeka.com/42](http://www.suaramerdeka.com/42) *titik jadi sasaran permukiman kumuh*).

## RESEARCH METHODOLOGY

This research has an expected to examine public policy in Semarang Municipality related with slum upgrading policy. This study is emphasis in the gaps between policy and implementation of slum upgrading program in coastal *Kelurahan Tanjungmas*. To achieve the expected result, this study uses a qualitative approach. Qualitative research is inquiry process to get understanding based on the clarity tradition methodology through explain social problem and humanity (Cresswell, 1997). By this understanding, the researcher develops natural complexity settings, holistic overview, analyzes, details reports from the informant, and conduct it research (Cresswell, 1997). This research is categorized as qualitative research and should explain the detail phenomenon related with gaps between policy and implementation. The analysis method that will use in this research is qualitative descriptive to explain about the policy and implementation. Using qualitative method in this research in order to get real information that appropriate with what happen in the research field.

Cresswell in Leedy, 1993, proposed the definition of case study as a type of qualitative research in which the researcher explores a single entity or phenomenon (the case) bounded by time

and activity (a program, event, process, institution, or social group) and collects detailed information by using a variety of data collection procedures during a sustained period of time. By this definition, research design for this research will explain the phenomenon related to not-livable houses improvement program to manage slum upgrading in coastal area *Kelurahan Tanjungmas*. This research using Non probability Sampling. The informant will be chosen by purposive sampling for the government and snowball sampling for the community. From the data recapitulation using coding scheme.

**SLUM UPGRADING OVERVIEW IN KELURAHAN TANJUNGMAS, SEMARANG CITY**

Coastal area in Semarang Municipality that will explain in this research is *Kelurahan Tanjungmas*. *Kelurahan Tanjungmas* consists of 16 RW and 128 RT. Total area in *Kelurahan Tanjungmas* is 323,78 Ha, where all the land use of *Kelurahan Tanjungmas* used for dry land. Dry land used in *Kelurahan Tanjungmas* for several social, economic activities such as settlement, trading, education, industry, etc. Settlement activity is the domination activity in *Kelurahan Tanjungmas*. It is evident from the high density rate and the high number of house in *Kelurahan Tanjungmas*. The characteristic of settlement in *Kelurahan Tanjungmas* as follows:

- Housing Characteristics  
The numbers of houses consist of 2.689 permanent houses, 926 semi permanent houses, and 837 temporary houses.
- Building Density  
The number of houses in *Kelurahan Tanjungmas* is 4.452 and the number of land up is 3,24 km. So, the building density amount 1.364 houses/km
- Infrastructures  
Infrastructures that had been provide in *Kelurahan Tanjungmas* such as clean water, sanitation, drainage, waste disposal, and road.

**Slum problem in Coastal Kelurahan Tanjungmas**

Slum problem in *Kelurahan Tanjungmas* is divided into two kinds; these are the physical problem and non-physical problem. Both a physical problem and non-physical problem have own characteristic to determine the problem in *Kelurahan Tanjungmas*. This table below describes the slum problem in coastal *Tanjungmas* that include physic, social, and economic aspect.

**TABLE 1  
SLUM PROBLEM IN COASTAL KELURAHAN TANJUNGMAS**

Type of problem	Problem aspect	Problem
Physic	Hazard Prone	Tidal flood because it location direct adjacent with Java sea.
	Geology	Geology Hazard such as land subsidence amount 5 – 10 cm/year.
	Road	There are many areas in <i>Kelurahan Tanjungmas</i> that have been damage and some of them still soil form. If tidal flood happen, this road always have stagnant water
	Waste	Many community does not yet respect with their environmental, and they throw out their waste in the sea or in beside the house.
	Drainage	Some of drainage system are not optimal function because there is some waste and clogged. Drainage in <i>Kelurahan Tanjungmas</i> also have sedimentation which cause rainfall water cannot flow steadily
	Sanitation	Many communities have no own sanitation. They still use public sanitation in <i>Kelurahan Tanjungmas</i> . Some condition of public sanitation is damage and very simple sanitation.

Type of problem	Problem aspect	Problem
	Building Density	Building density in coastal Kelurahan Tanjungmas is quite high (90%-100%). There is no space between one houses to the other house.
	Building permanence	there are also temporary house amount 837 temporary and 926 semi-permanent houses in 2013
Economic and social	Income	Unfixed community income. In average, community income in coastal Kelurahan Tanjung emas Rp 500.000, - until Rp 1.000.000, - per month.
	Livelihood	Most of the communities in coastal Kelurahan Tanjungmas are fisherman, so they income depend on the sea season.
	Education	Education level of community also low. Most of them graduated in elementary school and junior high school, and some of them un-graduated in elementary school.

Source: Analysis, 2014

### **Slum Upgrading in Coastal Area of Kelurahan Tanjungmas**

Slum upgrading in Semarang Municipality as part of poverty alleviation program based on four policy pillars, namely improving capacity and human resource, Improving job opportunity, Improving job opportunity, and Social security. The four pillars are not able to implement it self, but the four pillars should support and empower each other in order to achieve optimal benefit from slum upgrading programs.

Slum upgrading program in coastal Kelurahan Tanjungmas refer to the poverty alleviation policy in Semarang Municipality, it is local regulation of Semarang Municipality number 4 year 2008 about poverty alleviation. Implementation of slum upgrading program is not only from the kelurahan team but together with another team from the local government in Semarang Municipality, CSR, and community in Kelurahan Tanjungmas. Related with slum upgrading in coastal kelurahan Tanjungmas, the programs that already done in Kelurahan Tanjungmas is houses improvement and infrastructures upgrading.

#### a. Houses improvement program

Houses improvement program is direct related with slum problem. This program addressed for the community that have poor criteria and not livable home. Kelurahan Tanjungmas as one of the location spreads of slum in Semarang Municipality. By this problem, local government of Semarang and local community try to solve this problem. Through not livable houses improvement. There are 29 household who get the program.

#### b. Infrastructures Upgrading Program

Infrastructure upgrading program is development activities most frequently conducted in Kelurahan Tanjungmas, because the main problem in Kelurahan Tanjungmas is tidal flood and land subsidence. This problem has an impact on decrease infrastructures quality especially road. Infrastructures upgrading program accommodate a goal as one of efforts to solve slum problem. The beneficiaries of this program can be perceived all the community in surrounding. The road types in Kelurahan Tanjungmas consist of arterial, collector, and neighborhood road. Some of the road quality is adequate to fulfill the community need, but other roads have damage. Based on this problem, infrastructure upgrading program in Kelurahan Tanjungmas is implemented regularly by the local government and the communities. The following table is infrastructure program upgrading that has been implemented in Kelurahan Tanjungmas in 2011.

## LITERATURE OF PUBLIC POLICY FOR SLUM UPGRADING IN COASTAL AREA

Here is some literature related with public policy for slum upgrading in the coastal area:

### **Coastal area as settlement activity**

Coastal have also been targeted by conservationists and environmentalists due to relatively high rates of environmental change and associated pressures that threaten the sustainability. Consequently, the discourse of various actors shifted from the “use” to the “management” of coastal areas (Fernandes, 2000). Based on Femandez definition, there are some activities related with social- economic. From those socio-economic activities, it’s also has potential to be a settlement activity.

### **Slum in Urban Area**

Slum due to the low income by the community. Consequently, the community is very difficult to get decent housing. In addition slum area also occurs because high urbanization rate from the rural area to the urban area and the high price of the land in urban area that cannot be affordable by low income community, so the live overcrowded (Yudohusodo, 1991:29). A slum household is a household that lacks any one of the following five elements: (Un-Habitat, 2003)

- a. Access to improved water,
- b. Access to improved sanitation,
- c. Security of tenure (the right to effective protection by the state against arbitrary, unlawful eviction ),
- d. Durability of housing (including living in a non-hazardous location) and Sufficient living area (no overcrowding).

Slum upgrading is often seen as one of the most effective ways of tackling urban poverty, the approaches taken by slum upgrading policies varies considerably, as doing their degrees of success. At its most basic, slum upgrading can focus on the improvement of physical services such as roads and drainage. More frequently it encompasses these plus improving the quality of housing (Minnery, 2013).

### **Public policy**

Public policy as everything is done by the government, why does the government do, and the result make a live be different (Thomas 1992; in Dwijowiyoto, 2004:3). Van Meter and Van Horn in Abdul Wahab (1997:65) state that the implementation process is “That action by public or private individuals groups that are directed the achievement of objectives set forth in prior decisions. Policy implementation in term of the management located in the frame of organizing-leading-controlling.

Evaluation is the product of information related with the value or the benefit of public policy. (Dunn,1994).Evaluation perform s have several main functions in policy analysis; provides reliable and valid information about policy performance, contributes to the clarification and critique of values that underlie the selection of goals and objectives, contribute to the application of other policy analysis methods. Type of evaluation criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness

Based on some literatures, in research about gaps between policy and implementation of Slum Upgrading in Semarang, with the case study in Coastal area in Kelurahan Tanjungmas define in some categorical variables as the objectives in this research. In more detail, the variable that is a limitation of the study as follows:

**TABLE 2**  
**CATEGORICAL VARIABLE**

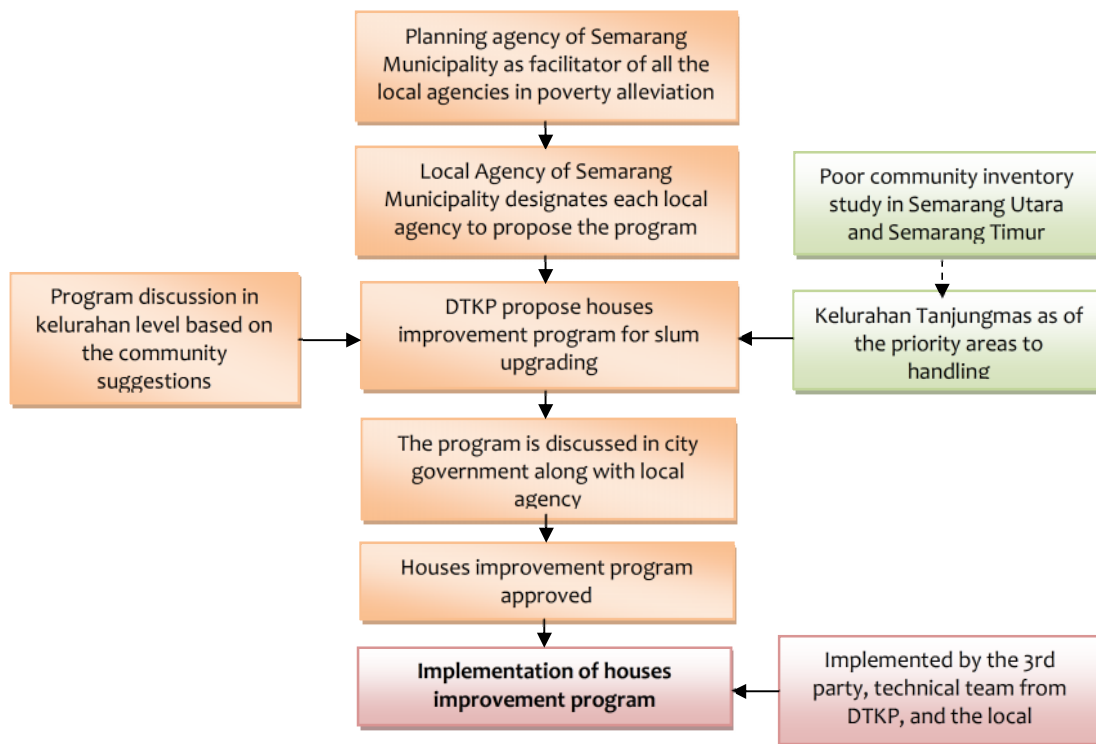
Theme	Categorical Variable
Identifying slum characteristic in coastal slum area:	<ul style="list-style-type: none"> <li>- Socio economic                             <ul style="list-style-type: none"> <li>✓ Household</li> <li>✓ Family Income</li> <li>✓ Education level</li> <li>✓ Land tenure</li> <li>✓ Building permanence</li> </ul> </li> <li>- Facility</li> <li>- Infrastructure</li> </ul>
Identifying programs related with slum up-grading:	<ul style="list-style-type: none"> <li>- Regulation</li> <li>- Type of program</li> <li>- Goals</li> <li>- implemented period</li> <li>- Location</li> <li>- funding</li> <li>- Stakeholders                             <ul style="list-style-type: none"> <li>✓ Policy maker</li> <li>✓ Policy implementer</li> <li>✓ Policy monitor</li> </ul> </li> </ul>
Analysis between policy and implementation:	<ul style="list-style-type: none"> <li>- Effectiveness</li> <li>- Efficiency</li> <li>- Adequacy</li> <li>- Equity</li> <li>- Responsiveness</li> <li>- Appropriateness</li> </ul>

Source: Analysis, 2014

**ANALYSIS**

**Slum Upgrading Program in Coastal Area Kelurahan Tanjungmas**

Poverty alleviation becomes the main agenda of the local government of Semarang underlined by the Article no. 18 of the Local Regulation of Semarang City Number 4 year 2008 concerning poverty alleviation focusing on housing assist program that consists of houses provision, houses improvement, and settlement infrastructure assist in Semarang City. Houses improvement program was addressed to the poor people, and their houses was categorized as non-livable to settle. The implementation stages of non-livable houses improvement program are as follows:



Source: Analysis, 2014

**FIGURE 1**  
**IMPLEMENTATION PROCESS OF SLUM UPGRADING IN KELURAHAN TANJUNGMAS**

**Analysis of Slum Upgrading Program Evaluation in Coastal Kelurahan Tanjungmas**

Houses improvement program refer to the local regulation of Semarang Municipality number 8 years 2008 also carry the implementation of chapter IV about the poor right to access the livable houses and livable environment. In this analysis examine the output of houses improvement program in managing slum problem in coastal Kelurahan Tanjungmas use some criteria consist of effectiveness, effective, adequacy, equity, responsiveness, and appropriateness.

1. Effectiveness

According Dunn criterion (1994), effectiveness always related with relation between the expected result and the existing result. From the description above can be concluded that based on the effectiveness criteria, slum upgrading program in coastal Kelurahan Tanjungmas through houses improvement program has achieved effectiveness. There are quality changing of houses who get the program become better quality from not-livable houses become livable houses, by this quality changing it was contribute in slum upgrading. Based on this achievement indirect also contribute in the achievement of the vision of poverty alleviation program acceleration in Semarang Municipality amount 2% per year. There is community participation in the implementation of houses improvement program also reflect achievement of the objectives in term of community empowering in poverty alleviation.

2. Efficiency

Implementation of houses improvement program as an effort of slum upgrading in coastal Kelurahan Tanjungmas has achieved efficiency. The assist is amount 15 million rupiahs in form building material and construction process. By minimum assists, it can be encouraged

the community who get the program to continue improve their house. It means that houses improvement program has already achieved efficiency with minimum funding from the government and the community, it can achieve the policy objective related with the expective objectives.

3. Adequate

Adequate criteria of policy implementation of slum upgrading related with houses improvement program in coastal Kelurahan has not yet achieved adequate criteria. Although the achievement of this criteria assessed has not yet optimal, generally program implementation only solve the houses of the program beneficiaries and at one as an alternative for the poor people to get the livable house, but the policy output cannot solve overall slum problem. This slum problem in Kelurahan Tanjungmas also affected by the coastal characteristic because direct adjacent with the Java Sea which vulnerable to tidal flood and land subsidence, so this problem caused slum area was formed in Kelurahan Tanjungmas.

4. Equity

From the description above, It can be concluded that based on the criteria equity, policy of houses improvement program has already achieved equity. Because the cost and the benefit of houses improvement program implementation have distributed equally to all the poor people was proposed amount 29 household. The cost was given in the same of mechanism and budget. Furthermore the program outputs directly felt by the program benefit through quality changing of houses become better and livable.

5. Responsiveness

Policy implementation of houses improvement program not achieved the responsiveness criteria. Although there are positive appreciation for the program, but the program also get disappointment respon and not satsofies from the program beneficiaries against to the assist in building material and construction that not accordance with their need and desire. And other reason, there is no transparency in program implementation.

6. Appropriateness

Policy implementation of houses improvement program have not yet reached appropriateness criteria based on the community perception. The program benefits only changing house quality of the community who get the program become better. And this program implementation has not yet given impact in economic and environment. In economic, there is no increasing in community income and otherwise, it was burdened to the community because they should to continue improve their houses by themselves. Whereas in environment aspect, this program is also not reduce slum problem in coastal Kelurahan Tanjungmas.

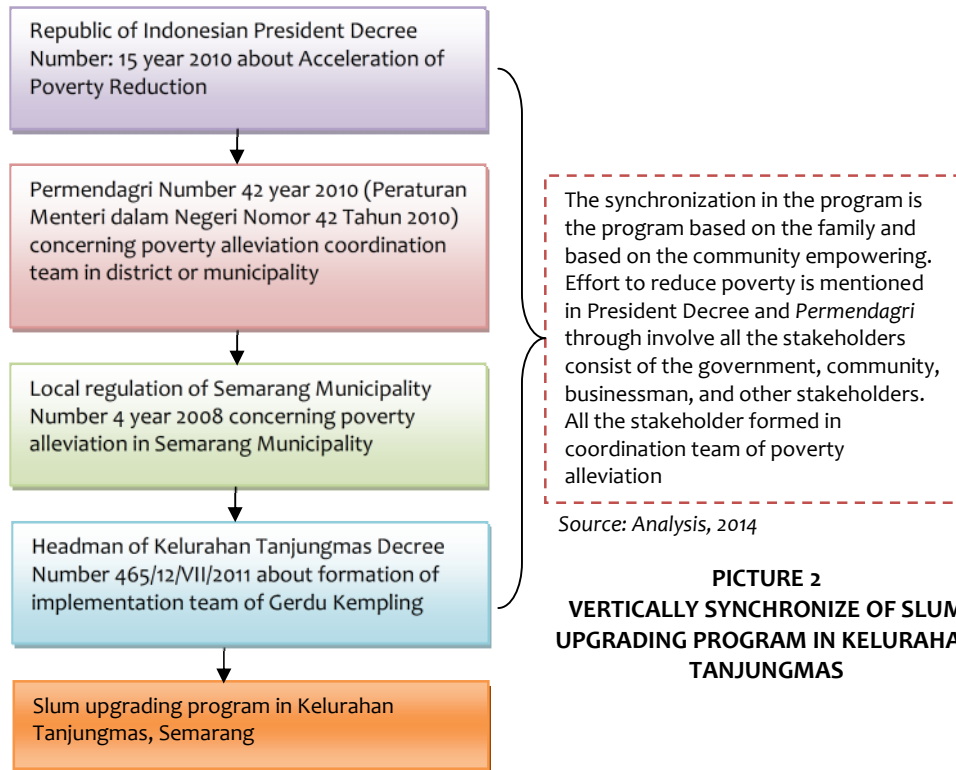
### **Analysis of Gaps between Policy and Implementation of Slum Upgrading Program in Coastal Kelurahan Tanjungmas**

Every implementation of the policy cannot possibly run as expected because in fact, policy implementation is more difficult than policy decision. The implementation of the policy should deal with conditions which frequently change and are difficult to predict. Implementation gaps are important to be analyzed to find out outputs of the policy, particularly to find out matters that are not in accordance with the policy.

1. Gaps between Policy and Implementation in Vertical Analysis

Synchronization is harmonization of some related legislations with other available regulations. Synchronization process is aimed to show a harmony between one regulation and others regulations (Hantoro, 2011).





**PICTURE 2**  
**VERTICALLY SYNCHRONIZE OF SLUM UPGRADING PROGRAM IN KELURAHAN TANJUNGMAS**

- Houses improvement program is already in accordance with the program in the national level (Presidential decree) and in the province level (*Permendagri*). The similarity between the program and other programs mentioned in other policies is that all the programs are created based on the family and the community empowerment . In the local regulation, the matter mentioned is the policy objective (Chapter II Article 2) and in the province and national regulations, the matter is mentioned in the program form. Based on the family has aim to fulfill basic right of housing; and based on the community empowerment has aim to develop potential and improving the poor community capacity to participate in the development.
  - Effort to reduce poverty is mentioned in the Presidential Decree and *Permendagri* through the involvement of all stakeholders consisting of the government, community, businessmen, and other stakeholders. All the stakeholders formed in coordination team of poverty alleviation
  - Coordination team of poverty alleviation is mentioned in the Presidential Decree and *Permendagri* as well as in The Local Regulation of Semarang City (Chapter VIII article 23). Related with the leader in coordination team of poverty alleviation in Regional is the major also is mentioned in the precedent decree and *Permendagri*
  - After forming the coordination team of poverty alleviation, the next step is policy implementation in *Kelurahan* Tanjungmas. To support the policy implementation, the Headman of *Kelurahan* Tanjungmas also forms a coordination team in order to achieve the policy objectives.
2. Gap between policy and implementation in horizontal Analysis  
Horizontal synchronization is done by seeing related regulations and set the same field (Hantoro, 2011). This analysis will be done by comparing The Local Regulation of Semarang City Number 4 year 2008 and the outputs of the policy related to houses improvement

program in coastal *Kelurahan* Tanjungmas. . Gaps in this analysis are explained through the performances of the policy using some criteria namely effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness.

- **Effectiveness**  
There is quality changing of houses becoming the targets of the program from non-livable houses to livable houses. This changing in quality reflects the program's contribution in slum upgrading of Semarang City. The main goal of this policy can be achieved and felt by program beneficiaries. However, the achievement of the policy is not yet optimal because the only achievement of the program is houses quality changing. Thus, it can be concluded that the not-optimal achievement of the program is the gap between the policy and its implementation.
- **Efficiency**  
It is mentioned in the policy that funding sources of the program are the central government, province government, local government, community, and other sources, but in the policy implementation, the funding only comes from the local government and the community. Based on this case, it is concluded that there is a gap between the policy and its implementation in terms of efficiency.
- **Adequacy**  
Houses improvement program is one of the efforts to manage poverty in terms of housing. Policy implementation of houses improvement program is not yet optimal in slum solving because of the physical characteristic of this area. The area is affected by the coastal condition making the area vulnerable to tidal flood and land subsidence. Thus, in terms of adequacy, it can be concluded that there are gaps between the policy and its implementation.
- **Equity**  
The assistances and benefits of the houses improvement program are given to the poor people who meet the criteria proposed by the Mayor of Semarang. In terms of equity, the achievements gained by the program have met criteria of justice and equality for all program beneficiaries. However, achievements in other criteria of equity such as democracy, integration, legal order, and mutual trust that creates a sense of security have not been obtained yet.
- **Responsiveness**  
Program implementation is not yet in accordance with the desires and needs of the program beneficiaries. Some of the beneficiaries feel that the mechanism of the policy implementation is not efficient. Moreover, no transparency in program implementation makes the program beneficiaries feel disappointed. Thus, it can be concluded that there are gaps between policy and its implementation in terms of responsiveness.
- **Appropriateness**  
Although the policy implementation has proven to give benefit in terms of housing quality, it triggers a new problem for the program beneficiaries. They feel burdened with the program because the beneficiaries have to fund the continual houses improvement themselves with their limited economic condition. Therefore, they have to divert some other needs and get loans from the moneylenders. Thus, it can be concluded that in terms of appropriateness, there are still gaps between policy and its implementation as seen through the outputs of the policy. The policy achievement is not yet optimal because it poses a new problem for the program beneficiaries. Furthermore, there is no improvement in economic and environmental aspect even after the program is implemented.

### **Study findings**

According Riant Nugroho (2009) explains the meaning of policy implementation, in principle is a way for a policy to achieve the objectives. Van Meter and Van Horn in Abdul Wahab (1997: 65) state the implementation process is "That action by public or private individuals groups are directed the achievement of objectives set forth in prior decisions. Then, Riant Nugroho explains more that, there are two choices to implement the policy: the first, direct implement the policy in some programs and the second is by formulating derivate its policy ( Riant Nugroho, 2009: 494).

The implementation of the slum upgrading program regarding poverty alleviation is started from the local government of Semarang City through a coordination with local agencies to determine what programs are going to be run. The program is created based on the field problem. Based on the policy map in policy implementation model, housing improvement program is a lead to the model of 'top down.' Top down model is a pattern was done by the government for the community, then the community participation only in the mobilization form ( Riant Nugroho, 2009:518).

Gaps between policy and its implementation are called the implementation problem. Policy implementation is related to the real condition and difficult to predict policy formulation. From the result of gaps analysis, it is found that the gaps between the policy and its implementation of the houses improvement program are affected by unsuccessful implementation. By using gaps analysis, it is found that there are some gaps between policy and implementation of houses improvement program. The gaps were found in some criteria consisting of efficiency, adequacy, responsiveness, and appropriateness.

Problem of policy implementation is also influenced by the external factor which usually becomes the obstacle in the implementation process. Based on the idea from Abidin, there are six external factors influencing policy implementation namely physical factor, political factor, lack of input, weakness in one of the stages, and weakness in the policy itself (Abidin, 2012). By analyzing the problems of policy implementation of houses improvement program in coastal *Kelurahan* Tanjungmas, it is found that the external factors affecting the gaps between policy and implementation are physical condition, lack of input factor, and weakness in one of the stages. The natural condition in *Kelurahan* Tanjungmas is vulnerable to tidal flood and land subsidence. A lack of input factor is weakness in terms of funding. The implementation process of the houses improvement program was done in two stages; the government provides building materials while the house construction was done by a third party chosen by *DTKP*. The community members believe that this mechanism is not efficient because the improved part of houses did not meet the needs and desires of some beneficiaries of the program.

Based on the findings above, the policy implementation is conducted as prescribed by the regulations. However, obstacles that cannot be managed occur during the process of program implementation. In this case, The policy of houses improvement program conducted in coastal *Kelurahan* Tanjungmas could not achieve the optimal goals. The only goal that has been successfully achieved is the improvement of the quality of houses of the communities who become beneficiaries of the program.

## CONCLUSION

Slum problem in Kelurahan Tanjungmas is a part of poverty in Semarang Municipality. Houses improvement program has general objectives which refers to the Local Regulation of Semarang Municipality number 4 year 2008. Implementation process of houses improvement program in coastal Kelurahan Tanjungmas reflect that based on the policy map in policy model is a lead to the model of 'top down'. Top down model is a pattern is conducted by the government for the community and the community participation only more in mobilization form. Policy implementation process of houses improvement program also refer to Grindle Model reveal that successful implementation of public policy is determined by two variables, namely content variable and context variable. Houses improvement program refer to the local regulation of Semarang Municipality number 8 years 2008 also carry the implementation of chapter IV about the poor right to access the livable houses and livable environment. Implementation of houses improvement program had achieved in three criteria consist effectiveness, efficiency, and equity. And the other criteria had not yet achieved consists adequate, responsiveness, and appropriateness. Policy output of houses improvement program is concluded has achieved the goals although the benefit is felt by the community not significant.

Based on the gaps analysis, there is no gap in houses improvement program compare with other related policy in above level or in other word there is no gaps in vertical gap analysis. It means that the program has synchronized with other regulation. But in the horizontal gap, there were gaps between policy and implementation in term of effectiveness, efficiency, adequate, equity, responsiveness, and appropriateness. From the study findings, gaps were occurred between policy and implementation of houses improvement program was caused unsuccessful implementation and also is also influenced by three external factors. First, the external factor physical condition is affected by the sea climate, because in Kelurahan Tanjungmas vulnerable in tidal flood and land subsidence. Second, lack of input factor that program has weakness in term of funding, because the funding only come from APBD of Semarang Municipality and the community who get the program. Third, weakness of one stages; it was conducted by given assist in building material type and house construction was conducted by the third party and there is no transparency in the program implementation. Overall gaps in policy and implementation of houses improvement program caused the program cannot achieve significant objectives and the community feel disappointed with the program implementation.

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