

Divergence in Implementation of Public Housing Saving Program: A Comparative Analysis of Indonesia, Singapore and Japan

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Abstract

After years of implementing a housing savings program called Taperum there is an inconclusive opinion that this program is deficient. This program, which was launched by the Central Government in 1993 and of which all civil servants were members, was compulsory. They paid a monthly fee that was automatically deducted from their salary. However, the fact showed that vast majority of them did not exploit this program. This study expects to empirically evaluate the factors behind the disappointment of this program to attract members for utilizing it until it was dissolved on March 24, 2018. Later, this program was repackaged into a new scheme under new management. Thus, this study additionally attempts to identify feasible recommendations for improving the viability of the new scheme. Such a program is unmistakably not the first to exist. There are even countries that have effectively managed it, like Singapore. Accordingly, to determine the possible approaches that Indonesia could adopt, comparative method is utilized. Moreover, this study analyzed the achievement factors of Singapore, and their chance of being embraced by Indonesia. Subsequently, it is hoped that this new scheme can be more utilized and valuable to its members.

Keywords

housing saving program;
taperum; civil servant



I. Introduction

It is common in various countries such as Singapore, China, Japan, Malaysia, Germany, and with Indonesia being no exception, the practice of government intervention in providing convenient access for its people to have decent and affordable housing. In particular, the Government of Indonesia has a housing savings program specifically for civil servants called the Tabungan Perumahan/Housing savings, hereinafter Taperum program. This program has been operating since January 1993, nevertheless, it was discontinued in March 2018. The termination was carried out to greatly expand the scope, covering not only civil servants, but subsequently, all workers. In addition, not only the program changed, but also the program manager, from Bapertarum (Badan Pengelola Tabungan Perumahan Umum/Public Housing Savings Advisory Board), to a newly established government agency, Badan Pelaksana Tabungan Perumahan Rakyat/ Public Housing Savings Implementing Agency, hereinafter BP-Tapera). However, the new program is not yet operating optimally because a few regulations related to the technical details of implementation have not been issued by government.

Under the previous program active until 2017, Taperum, focused on three schemes, namely: i) purchase of homes or construction assistance related to the home, ii) home renovation assistance, and iii) general investment savings refund. The manager, Bapertarum, is a government agency that is under the President. It collects, manages, and

channels funds from the participants. Meanwhile, all civil servants are obliged to become participants in the program; salaries are automatically deducted as monthly contributions.

As initial information, the following table shows the data on the number of participants, the funds that have been collected and channeled, and the value of assets owned by Bapertarum.

Table 1. Funds Collected and Channeled by Bapertarum

Description	2013	2014	2015	2016	2017
Number of civil servants/ participants (people)	4,362,805	4,455,303	4,593,604	4,374,341	4,289,396
Number of beneficiaries (people)	76,691	50,091	45,794	89,709	-
Contributions Collected (IDR/trillion)	6,244	6,623	6,982	7,365	-
Funds Channeled (IDR/trillion)	2,854	2,944	3,036	3,225	-
Total Assets (IDR/trillion)	11,360	9,370	10,413	11,360	-

Source: Bapertarum Annual Report 2014 & 2016; Civil Servant Statistics Book 2019 by National Civil Service Agency

Based on the above table, the amount of funds channeled by Bapertarum each year is less than 50% (7,365 and 3,225) of the total funds collected. In terms of collecting contributions, Bapertarum did not experience any difficulties due to the automatic payroll deduction system that had been carried out in every government office, but on the other hand, the low percentage of the amount of funds channeled implies that the number of participants who took benefits from this program did not nearly meet the funds that are available.



Source: Bapertarum Annual Report 2014 & 2016 (Reprocessed)

Figure 1. Number of Civil Servants Who Utilize the Program Against Available Funds

The graph above confirms the assumption of low interest by the participants in the program. During the last 4 years of operation, the number of participants who utilized the program annually were less than 100,000, exceptionally a long way from the total number of participants, which was at that time around 4 million. Moreover, almost 90% of beneficiaries utilized it through the withdrawal of savings at the end of the term of employment, which meant that the participant reached his/her full retirement age. Through this withdrawal mechanism, the utilization of funds is uncertain if used for housing-related activities. Meanwhile, only about 10% of the participation in the program or 11,000 contributors each year really exploit the program for house purchases or home renovations. The fact that a large number of beneficiaries withdrew their savings much like a pension fund likewise upholds the underlying hypothesis that the implementation of the program was not in line with its goal, which was to make easier for people to purchase their own home or make substantial renovations to the same.

Karimah (2012) in her research stated that the IDR 1.2 million to IDR 2.1 million assistance provided through the program is not proportional to the price of a house or the amount of mortgage installments, so it is less attractive for employee use. A similar conclusion is made by Ika and Nasution (2019), they explained that the initial scheme (1993 -2017) collection sums were never updated to present housing cost, so they are no longer relevant to the annual increase in house prices.

The results of previous studies above supported the second hypothesis of this review that the scheme applied in the present program does not address the needs of the home buyer or renovator. The contributions that participants paid each month is very, very small, only IDR 3,000 – 10,000 (US\$0.20 to 0.70cents) per month, so the amount of assistance from this program is around IDR 1.2 – 2.1 million (US\$83 to US\$145) per person. This collection amount has continued since the start of the program; not renewed for 25 years. This amount is certainly not significant in contrast to the price of a house today, not even to mention remodeling.

The conditions indicate that there are issues which needs to be seriously examined in the present program. Evaluation of this program is necessary particularly since the program will expand its enrollment coverage. To avoid the disappointment that occurred under the previous program, changes and improvements need to be significant. Therefore, this study depicts the factors causing the lack of interest of the participants to take the benefit of the program and attempt to identify alternative packages to be rolled into the new program. The suggestions of Arikunto (2004) under the former version (1993 – 2017) and even today under the present version (2018 -) still hold true, namely:

1. Terminate the program: has little to no benefit or cannot be implemented as expected;
2. Revise the program: there are parts that are not in line with expectations (there are errors but only a few);
3. Continue the program runs according to expectations and has provides useful benefits;or
4. Disseminate the program: it is considered successful (Implementing the program in other places or repeat the program at another time).

Finally, this study utilized the comparative evaluation approach, by describing and comparing similar programs being run in Singapore and Japan that are considered successful and have a similar program. The achievement of the two countries may successfully provide an outline of the steps that could be adopted by Indonesia, as recommendations for improvement.

The research objectives are to evaluate the key factors causing the disappointment toward the present program and identify the successful cases of other country's comparative projects and formulate recommendations.

II. Research Method

This study is an evaluation of a program which uses a descriptive comparative approach. Salminen and Lehtinen (1982: 88) define the comparative technique in the sociologies as a method for examining likenesses and contrasts in networks and human frameworks. Different authors also underline this thought (Przeworski 1987; Mayer 1989) claiming that comparisons are made to grasp, clarify, and interpret different phenomena. In addition, comparisons are made for objectives of control, to look for evidence supporting or contradicting the accuracy of specific speculations when implemented in various cases. Benchmarking is an illustration of a strategy that can be used as an instrument of learning. Benchmarking pools together data from various useful other options. Benchmarking is one of the few techniques that explicitly, and decisively, can be known as a method of comparative evaluation.

For this study, data collection was carried out using survey and literature review. Surveys through questionnaires were conducted on civil servants as participants of the program and the management of BP-Tapera as managers who will continue to manage the program. Meanwhile, other data were obtained through document collection. The data required for this writing is mainly obtained from:

- a. Primary data is drawn from Bapertarum, Ministry of Finance, National Civil Service Agency, Central Bureau of Statistics, and Ministry of Public Works and Public Housing.
- b. Secondary data is obtained from various writings, literature, books, newspapers, magazines, and related research to obtain information on the respective agencies (Indonesia, Singapore, Japan) and its industry.

III. Results and Discussion

Based on the study results from the previous chapter, this chapter examines whether it is possible to complete the proposed action plan by analyzing the four problems and looking at the things that can be adopted from the programs implemented in Singapore and Japan.

3.1 Can the Housing Savings Program Scheme be Made More Up-to-date and Meet the Needs of Today's Users?

Based on the results of interviews with both internal BP-Tapera and the community, both agreed that this scheme was clearly their main concern. They agreed that the past program is very outdated and does not meet the of today's user.

Respondents from the community said that the very small income deduction for the housing savings contribution is not a burdened. Still, as a consequence, the value of assistance for buying or repairing houses was very small too. This still makes them not interested in taking advantage of the program. It was added that they agreed to renew the contribution amount, however they emphasized that the amount should not be too large. Two respondents expect it to be no more than 10% of their contribution.

Since the launch of this housing savings program by the government in 1993, the contribution amount has never changed, in the range of IDR 3000-10,000 per month. At that time, the amount was fairly reasonable and in accordance with the conditions at that time. For comparison, as shown in the following graph, the price of subsidized housing in 1993 was 5.7 million rupiahs. Assuming a down payment of 10-30% of the house price means a down payment of IDR 570,000-1,710,000. Thus, the value of the assistance

offered through the program of IDR 1.2 – 2.1 million becomes a value that is sufficient to meet the needs. However, the development of subsidized housing prices from year to year continues to experience a significant increase as shown in the graph. At least until 2011 alone, the increase has reached 1,128%. This is not accompanied by an increase in the number of contributions and the value of program assistance. This does not meet the needs, therefore this program was abandoned.

This is what really distinguishes Indonesia from Singapore and Japan. In Singapore, the program managed by the CPF sets contributions based on age and the percentage to be paid by the worker and the company where he/she works. The amount that workers must pay for ages up to 50 years is 20% of their monthly income, and for workers over 50 years of age is in the range of 12.5-18.0% of the income received. This amount is quite large but can in general guarantee the ease of access and financing for the community to own a dwelling. At least in 2015 the level of home ownership in Singapore reached 90.3%. In addition, in the CPF program, members can apply for loans of up to 100% of the house purchase price. This is very different from Indonesia, which only provides assistance for a down payment for the purchase of a house.

Meanwhile in Japan, with its Flat 35 program, JHF purchases housing loans from private financial institutions and entrusts them to trust banks. Using this system, private financial institutions can provide housing loans at fixed rates for many years. The interest rate on this loan is determined by each private institution based on the coupon on Mortgage-back Securities (MBS). This system is considered safe because the interest rate is fixed until maturity. JHF may propose the option to modify the payment terms and conditions depending on their circumstances. The loan amount that can be granted is more than 1 million and less than 80 million yen. This value can be 100% or less of the total cost of building or purchasing a house and its land. It also guarantees that those who use the program are able to purchase a home at a fix rate for 35years.

Furthermore, CPF in Singapore and JHF in Japan have the authority to innovate their programs, schemes, fees, and reforms if they can develop and implement. In contrast to BP-Tapera in Indonesia, whose authority is very limited, the government determines the program and fees without BP-Tapera's discretion to make changes. BP-Tapera is just a kind of implementor. This causes BP-Tapera and its programs to be slow to keep up with the rapidly changing needs and demands of the community.

3.2 Can Social-Media Activities Increase Community Participation and Trust?

Based on the results of internal interviews with BP-Tapera, admits that social-media regarding the housing savings program is almost non-existent and there is no special plan prepared for this activity. According to one respondent, this is due to the old paradigm which assumes that the agency is only an extension of the central government, only carrying out government programs so that it positions itself passively. The lack of sufficient authority in BP-Tapera is also one of the reasons the agency assumes that social-media to the community is the responsibility of the central government.

Furthermore, in the questionnaire, the commissioner conveyed his agreement that BP-Tapera would need to have an agenda for disseminating the program to the community. Moreover, in the future, Tapera's membership will be extended to not only civil servants, but also for the private sector. Therefore, social-media is very necessary to convince the community of the goals and benefits of the program. The commissioner gave an example that he would encourage the use of various medias, with the latest technology to introduce this program to the public.

Respondents from the community also agreed that social-media is important. Contributors need to be convinced that this program will run well and be beneficial for them. This needs to be the focus of BP-Tapera if it wants to achieve a high target of participants and users. Moreover, in the future BP-Tapera will attract participants from the private sector, introducing and convincing potential participants is very important. For this reason, BP-Tapera must not only prepare a social-media plan but also must be supported by an adequate social-media team, which is filled with competent staff.

JHF holds several kinds of activities as follows: (i) Organizing consultation meetings across Japan on Flat 35 for people considering to own housing. At some places, a seminar is also organized during the consultation meetings and attracts many; (ii) developed and maintained timely a Flat 35 website; Since the renewal of the Flat 35 website in 2013, it has become easier for customers to obtain information they seek; (iii) Business activities using tablet terminal is handy, when providing consultations to customers at the consultation meetings and other occasions, so JHF staff prepares a simulation of repayment plan by using tablet terminals; these methods can be adopted by BP-Tapera in its social-media activities in the future; and, (iv) JHF regularly conduct customers surveys on business partners and collects their comments and requests on JHF products and services and employee's manners. These kinds of activities can be adopted by BP-Tapera in the future.

3.3 Does Training for Staff Need to be Strengthened to Increase Community Satisfaction and Trust?

In general, staff recruitment is carried out based on national selection with various criteria. This means that staff must have basic knowledge related to their job descriptions. However, the staff lacks an understanding of the company's vision, mission, goals and plans. Therefore, training is important to give them an understanding of the core business of the company. Staff needs to be given sufficient knowledge of the company's internals to provide adequate explanations to the public.

Respondents from internal BP-Tapera noted that there is no plan or schedule for staff training. Meetings are usually held only when there is a change of leadership. The activities they carry out are based on pre-existing written standard operating procedures.

Human Resources (HR) is the most important component in a company or organization to run the business it does. Organization must have a goal to be achieved by the organizational members (Niati et al., 2021). The development of human resources is a process of changing the human resources who belong to an organization, from one situation to another, which is better to prepare a future responsibility in achieving organizational goals (Werdhiastutie et al, 2020).

In responding to the interview questions, all stakeholders expressed opinions about the weakness of the human resources development program and commented that the ability of staff should be improved. BP-Tapera has had a positive reaction in response to this weakness. BP-Tapera has designed a training scheme for employees that focuses on understanding the program and providing services to the community. Field staff who are in direct contact with the community need experience and good response and solve problems that arise while working. On the other hand, BP-Tapera has an agenda for internal discussions and creative ideas can be developed among managers and staff.

In comparison, JHF often provides training and lectures for employees. The program currently runs regularly to encourage the empowerment of female employees. JHF establishment a section in charge of women's empowerment by interview female employees, reviewing various training programs, including training to develop female

leaders, awareness survey (all employees including Board members) and expansion of support programs for continuation of employment. This shows the importance of both training and lectures for employees to improve staff performance and professionalism. These kinds of activities can be adopted by BP-Tapera in the future.

3.4 Can Improvements in Information Technology Support the Achievement of Program Objectives?

Regarding this issue, all stakeholders agree that the information and technology sector needs to be strengthened. In relation to services, the community wants services that are fast and precise, efficient, and effective. For this reason, BP-Tapera needs to prepare itself with adequate facilities, infrastructure, and support from human resources. As stated by the BP-Tapera commissioner, in the future his department will develop applications so that in the future the public can access the program through mobile devices such as banking services that are currently operating. In addition, BP-Tapera also improves the quality of information on the website and activates technology-based customer complaint services through social media.

In addition, to dealing with direct services to the community, participants' data security issues also need to be a concern of BP-Tapera. This is important in connection with the many cases of data leakage in Indonesia, these problems trigger public distrust of the security of their data. This can lead to community reluctance to join the program. Therefore, BP-Tapera needs to provide guarantees to the public for data security.

Comparing this with Japan, JHF has undertaken the followings in order to appropriately respond to consultations and complaints from customers and hear the customers' voices so as to reflect them to product and service improvement: (i) created a customer support manual; (ii) assignment a chief customer support manager, customer support operators, customer support leaders and customer supporters; (iii) monitor and periodically evaluates customer support activities; (iv) establish employees' training for customer support service; and (v) established a system for reporting complaints at financial institutions, etc., handling JHF products.

In addition, JHF has undertaken the followings in order to provide adequate explanation of its products to customers: (i) created explanatory materials and a manual on how to provide explanations to customers; (ii) assigned a chief customer explanation manager and a customer explanation administrator; and (iii) monitor and periodic evaluate customer explanation activities. The activity can be an example that can be adopted by BP-Tapera in the future.

Comparative Summary of Public Housing Program Implementation in 3 Countries

The summary of public housing program implementation in Indonesia, Singapore and Japan are shown in the following table.

Table 2. Comparative Summary of Public Housing Program in Three Countries

Criteria (as of 2015)	Indonesia (BP-Tapera)	Singapore (CPF)	Japan (JHF) ⁱ
Ownership	100% central government	100% central government	100% central government
Year founded	1993	1955	2007
Members	Civil servants – next plan to include private employee	Citizens and permanent residents	Citizens

Programs	Assistance for a down payment on home purchase or repair	Loans for home purchases	Loans for home purchases
Program value	IDR 1.2 - 2.1 million	Max. 100% of the house price	Max. 100% of the house price
Contributions	IDR 3000 – 10.000	Progressive by age and percentage of income	Repayment scheme based on earnings percentage
Independent to innovate	No	Yes	Yes
Home ownership rate in the country	56.17%	90.3%	61.98%

Based on the table above, among the criteria mentioned, there are criteria that correspond to the three previously analyzed issues, namely program value, contribution, and dependence for constraints. Program value and contributions are linked to the program. The comparison results with Singapore and Japan support the call for improvements in Indonesia. The use of the percentage of employee income as the amount of contribution and sharing of contribution between the employer companies can be implemented. The renewal of the contribution amount further has implications for increasing the value of the program, no longer flat as previously determined by BP-Tapera, but using a percentage of house prices as CPF and JHF.

In addition, the institution's independence factor is also important. Like BP-Tapera, CPF and JHF are also institutions with 100% government ownership, but CPF and JHF have the authority to conduct research, development, and innovate in their activities. Both can take action on programs and launch new programs. Meanwhile in BP-Tapera, its contribution value and program value is determined by the central government through certain regulations which are then implemented by BP-Tapera. This causes BP-Tapera to be late in following developments, for example creating additional programs and to respond to community needs, BP-Tapera needs to go through a long procedure by first asking the central government to seek approval. Therefore, granting more authority to BP-Tapera is considered necessary, so that BP-Tapera can adapt to the wishes and needs of the community more quickly, so that program objectives can be achieved more effectively.

IV. Conclusion

The vision of the Indonesian government to realize the welfare of its citizens through the launch of the home ownership program is a noble goal that is also carried out by many other countries. However, in practice in Indonesia, this program has not run well, as can be seen from the lack of public interest in using this program and the low level of home ownership rate. The results of the study support the hypothesis which stated at the outset that the program's objectives were not achieved, and the scheme offered by the program was not of interest to the public. The program does not meet what is needed.

Learning from the CPF (Singapore) and JHF (Japan), proper planning and monitoring are indispensable activities that must be carried out at all times of the housing savings program that is linked to community needs. Evaluation is carried out by examining

aspects related to the scheme that better respond to community demands and to make recommendations for necessary improvements.

Updates related to the program may include updates to the number of contributions and to program value calculations. However, the renewal of the program needs to be supported by improvements in other aspects, namely the introduction of programs to the community or social-media, increasing employee competencies that ensure the professionalism of employees in serving the community through regular training, and developing the use of information technology. Public data security guarantees also need to be a concern and activity perused.

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