

IMPROVEMENT STRATEGY POLICY IMPLEMENTATION THE CERTIFICATE OF BUILDING OPERABILITY IN PROBOLINGGO CITY

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ABSTRACT:

Steps that must perform preceding utilization of buildings are examinations, issuance, and obtaining a certificate of building operability, Certificate of Building operability (Sertifikat Laik Fungsi/SLF). The reason is that building use involves the safety of occupants, and in accordance with Law No. 28 of 2002, and Government Regulation No. 36 of 2005 on buildings. Each building must have a before its use. The building that has a Certificate of building operability for years 2008-2014 only 44 of the 2800 number of building permits issued. Structural equation modeling (SEM) analysis results indicate that the communication factor does not affect the performance of policy implementation the Certificate of Building Operability through disposition. While the results of strategic priorities using SWOT and priority strategies based on quantitative strategy planning matrix analysis (QSPM), namely: (1) Strengthening the commitment of Chief working units operator the Certificate of Building Operability in human resource development and capacity-building construction; (2) Improved communication optimally through the socialization of the local regulations and regulation mayor the certificate of building operability intensively to the public about the certificate of building operability; (3) Improved implementation the Certificate of Building Operability goes according to regulations and regulation mayor.

Keywords: communications, resources, bureaucratic structure, disposition and public support.

1. INTRODUCTION

Background of the Study

Implementation of building regulations in areas where the implementation of the function of buildings worthy certificates, difficulties that do not fit the purpose of performance regulations. These constraints occur in areas that have already implemented SLF. The implementation certificate of building operability in Probolinggo City since 2008, performance-worthy certificate policy implementation functions of buildings in the city of Probolinggo has not accomplished by the mandate regulations. In the years 2008 - 2014 were issued totaling 44 SLF SLF. While the building permits published by the Department of Investment and Licensing per year, average 400 buildings. While the acceptance certificate of building operability functions only about 5 per year.

In the implementation of the policy, some models implement policies top-down policies, one of which is Van Meter and Van Horn to approach success factors and failure of internal bureaucracy and external environmental factors bureaucracy in policy implementation. There are six factors instrumental in achieving a successful implementation. Factors that influence the success or failure of policy implementation, namely Policy standard and objective, police resources, inter-organizational communication and enforcement of activities, characteristics of the implementing agencies, economics, social and political condition and disposition of implementing (Van Meter and Van Horn: 1975: 463).

Communication is the key to determining the success of the implementation and it effective when the policy objectives understood by implementers in achieving performance policy. According to Van Meter and Van Horn (1975: 466) the effective implementation is determined by the size and clarity of the stated goal of permanence and consistency in communicating the measure- the size and the goals. Communication is done by the Department of Public Works in policy implementation SLF lacking only done once a year in public and less communicated to field staff on a regular basis.

In implementing a program to achieve the objective policy factors successfully, the bureaucratic structure holds an important position. The organization chart of the bureaucracy or public service providers building that handles the implementation of the certificate are eligible to function since 2008 in the field of City Planning and Building Control Section Planning Building changes along with changes in the institutional structure nomenklatura and Public Works Department. In 2012 the implementation of the certificate of acceptance executed function Field of Human Settlements and Spatial executors two sections: Section of Building and Environmental Planning, who also handles municipal government building projects and Spatial Planning section which handles recommendation Building Permit.

Personnel resources that deal with the organization of the building, especially recommendations the permit for the construction of the building (IMB) and the Certificate of Building operability (SLF) are very less and less competence in the field of building. Personnel resources that deal with SLF only six persons with an educational background in technical and non-technical. The condition of the existing officers in the administration building in need of human resource development, which is one way of developing employees through employee involvement the form gives authority, responsibility sufficient to complete tasks and decision-making (Herrenkohl et al., 1999)

Attitude / disposition of the implementor as an important factor in the acceptance certificate policy implementation functions of the building. Edwards III emphasized that the attitude or disposition be crucial because if the implementor policies have the opposite disposition policy direction, then this perspective can also result in a mismatch between the real policy objective to policy implementation.

Edward III (1980: 89) says that: if the implementation of policies to succeed effectively and efficiently, the implementers (implementors) not only know what to do with the ability to carry out the policy, but they also have to have the will to implement the policy, One cause less commitment during the years 2008-2014 was the frequent mutation led organizers SLF start Head of Department Public Works who has changed three times and the head of the field which changed 5 times so need to learn the first worthy certificate in understanding the function of the building.

Supporting facilities bureaucracy in the implementation of policy on the use of the building does not meet the regulations according to the target of interest is that the building should have a certificate of acceptance function of the building. Funds budgeted in the budget for the implementation of the Public Works Department building publishing post-worthy certificate is only enough for operational functions Secretariat Expert Team Building (TABG) and Honor Team TABG. As for equipment check buildings only have a hammer

test and do not have the proper tools such as an infrared device to view the reinforcement in the concrete buildings. Supporting the operation of equipment procurement is necessary.

Besides internal factors inherent in bureaucratic organizations to implement policy on the use of the building to service the building functions acceptance certificate also external factors that public support in accepting the application of these rules.

Community support in accepting the rule that before occupied buildings required to have the permit to use the building in the form of Certificate of Function Building Feasibility need to improve with frequent communication in the shape of public outreach and consultation. For residential buildings function not a problem for the community because there is no cost incurred by the public, but for buildings and certain business functions, then the community must pay for the service provider technical reviewers of the building if the building does not wear a supervising consultant.

The problems of policy implementation the certificate of building operability is not optimal due to internal factors bureaucracy (communications, bureaucratic structure, resources and disposition) as well as external factors of public support in improving the performance of policy implementation the Certificate of Building Operability need to look for performance improvement strategy implementation based on the results of the analysis of the influence communications, resources, bureaucratic structures and public support partial and simultaneous to the disposition in improving the performance of policy implementation the certificate building operability in Probolinggo.

2.A MODEL CONCEPTS

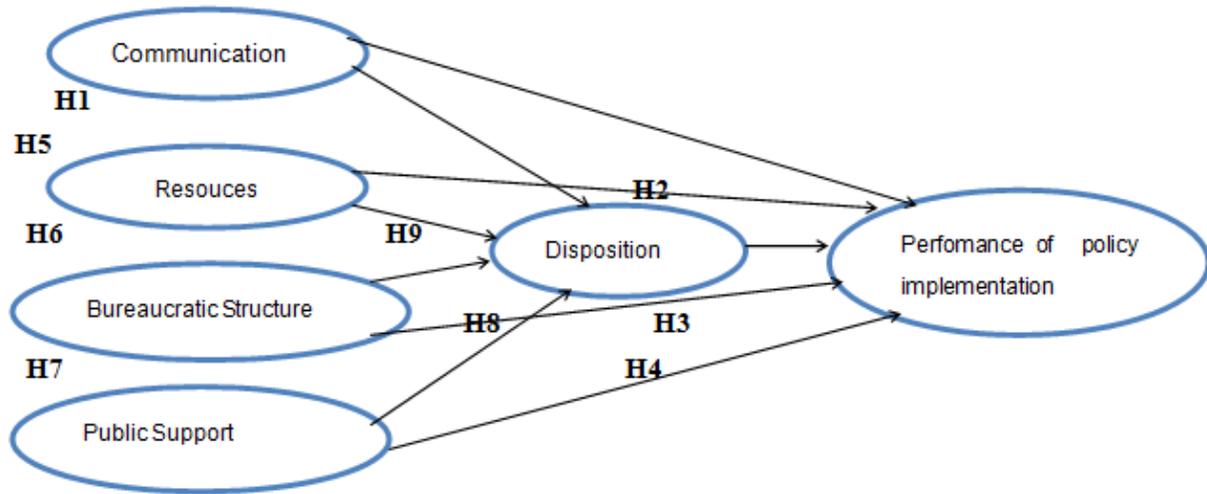


Figure 2 Concept Model Research

In connection with the six variables on the concept of appropriate research model Figure 2 above, the formulation of the null hypothesis as a hypothesis formulated as a statement tested, symbolized in the form of working hypotheses with Ho and H1. The working hypothesis (H1 ...H13) in this study were:

Direct Impact.

H1: communication significantly influence on the performance of policy implementation certificates of buildings operability (SLF)

H2: resources have a significant effect on the performance of policy implementation SLF

H3: bureaucratic structure has a significant effect on the performance of policy implementation SLF

H4: public support significant effect on the performance of policy implementation SLF.

H5: communication significant effect on the disposition/attitude

H6: resource significantly influences the disposition/attitude

H7: bureaucratic structure significantly influences the disposition/attitude

H8: public support significant effect on the disposition/attitude

H9: significant disposition effect on the performance of policy implementation SLF.

Indirect Effect

H10: simultaneously there was a significant influence on the disposition of communication and policy implementation performance SLF.

H11: simultaneously there was a significant influence on the disposition of resources and the performance of policy implementation SLF

H12: simultaneous no significant effect on the disposition of the bureaucratic structure and performance of policy implementation SLF

H13: simultaneously there was a significant effect of public support for the disposition and the performance of policy implementation SLF

3. RESEARCH METHOD

This study uses a quantitative approach to the type of explanatory research. Data collection techniques using questioner. Analysis of test validity and reliability test using SPSS and empirical models using Qquestion Structural Modeling (SEM) Amos program to version 21. The sampling is done by sampling non-probability through technical purpose (Cooper & Schudler, 2006).

Population studies numbered 188 people consisting of bureaucracy and control building (DPU, APIP and Licensing Services Agency) amounted to 73 individuals, and public support (IMB buildings owners and TABG, implementers and planners buildings) amounted to 114 people.

The number of samples is calculated by the formula Slovin (2010) obtained a proportional amount of 125 samples consisting of the bureaucracy and the administrative buildings of 40 persons, and public support amounted to 75 people.

4. RESULT AND DISCUSSION

The Reliability and Validity

In a test of validity is to show the accuracy and precision of a measuring instrument (questionnaire) in performing the function of its size. Testing the validity of the study conducted by Pearson product moment validity techniques that score each item correlated with the total score. Based on the analysis that each variable Communications (X1), Resource (X2), a bureaucratic structure (X3), Public Support (X4), Disposition (Y1) and Performance Implementation of SLF (Y2) has a validity value significantly smaller 0:05 , even smaller for 0:01 or less than one (1) percent, and r arithmetic average of X1, X2, X3, X4, Y1, and Y2 = 0.8128 is greater (>) then r table df (N-2) = 123 for test two-way and 0.05 with tables r = 0.1757, even larger (>) from 0:01 to r r table = 0.2296.

Reliability testing is done show the consistency of a measurement result. A real question is a matter that is clear, easy to understand and have the same interpretation although submitted to different respondents and at various times as well. Here are the results of reliability testing using SPSS version 21 can be seen in Table 1 as follows:

Reliability Test Results Table 1:

No	Variable	A
1.	Communications (X1)	0.811
2	Resources (X2)	0.821
3	The bureaucratic structure(X3)	0.779
4	Public Support (X4)	0.718
5	Disposition (Y1)	0.848
6	Performanceof Policy Implementation SLF(Y2)	0.860

Source: Analysis SPSS version 21, 2015

An instrument is said to be reliable if the value of Cronbach Alpha> 0.5 (Santoso, 2001: 280) From the table of Reliability Statistic obtained that reliability Cronbach's alpha of all the variables qualified above 0.5.

Analysis of Implementation Policy Model Certificate of Building Operability

In testing the hypothesis on the relation of the structural model (relationships between the constructs/indicator) in the complete structural model (full model). The evaluation of the structural model according to Figure 2 measurements was performed using confirmatory factor analysis (CFA) so that the measurement model referred to as a model confirmatory. After the measurement model is valid and established through some stages. Further evaluating the structural relationships between constructs with each other according to theoretical models. Structural relationships present the research hypothesis to be tested. The structural model will be analyzed the relation between the constructs. Development and analysis of the structural model of the determination of the structural model and the evaluation and improvement of the structural model. Model analysis conducted on several models developed concerning a theoretical model of Edward III. Variable-free on this model by adding variables authors reconstructed public support. The empirical model with the resources and disposition intervening variables that mediate communication between the independent variables, fraktur bureaucracy and public support with implementation policy performance dependent variable SLF.

Empirical Models (Intervening Resources and Disposition)

Empirical models using data from research questionnaires. The empirical model divided into direct and indirect influence in Figure 3:

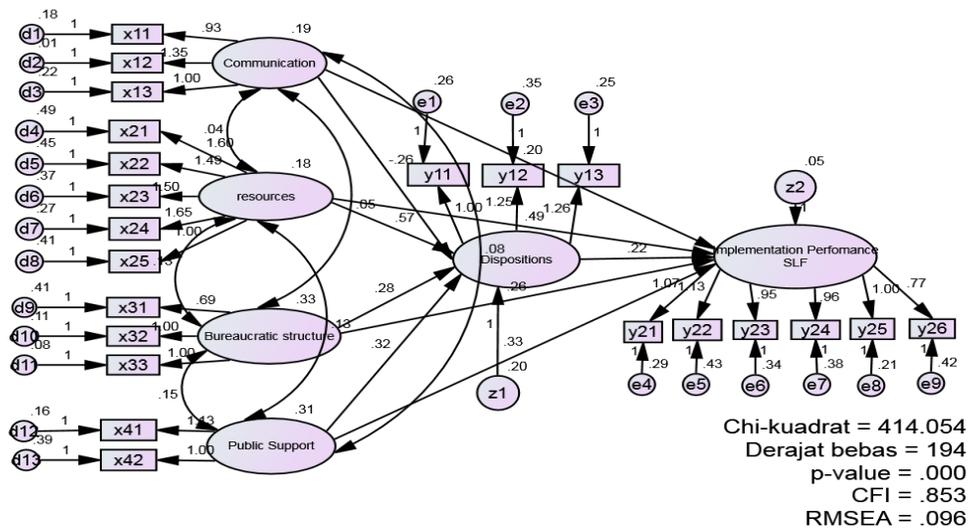


Figure 3 Empiris Model (Intervening : Dispositions)

From the analysis of SEM AMOS empirical model Figure 3 above the results obtained according to Table 2 for the direct effect and Table 3 for the indirect effect which is a model of research findings as follows:

Table 2 Results of Empirical Models Direct Impact Research Findings.

Hypothesis	The effect of variable	Effects		Total	p-value / C.R	Hypothesis
		Direct	Indirect			
	Direct effect					
H1	Communication (X1) → Performance of Policy Implementation SLF (Y2)	.088	-.040	.048	0.032 < 0.05	P
H2	resources(X2) → Performance of Policy Implementation SLF (Y2)	.137	.087	.224	*** < 0.05	P
H3	Bureaucracy Structure(X3) → Performance of Policy Implementation SLF (Y2)	.235	.058	.446	0.002 < 0.05	P
H4	Public support (X4) → Performance of policy Implementation SLF(Y2)	.094	.063	.157	0.002 < 0.05	P
H5	Communication ((X1) → disposition (Y1)	.101	.000	.101	0.002 < 0.05	P
H6	resource (X2) → disposition (Y1)	.159	.000	.159	0.042 < 0.05	P
H7	Bureaucracy Structure (X3) → disposition (Y1)	.135	.000	.135	0.004 < 0.05	P
H8	Public support (X4) → disposition (Y1)	.191	.000	.191	0.028 < 0.05	P
H9	Disposition(Y1) → Performance of Policy Implementation SLF (Y2)	.152	.000	.152	0.017 < 0.05	P

Source : Analysis Report , 2015

Description : P (Impact) ; TP (no effect)

Table 3 Results of Empirical Model Indirect Influence Research Findings.

	Indirect Effect	TE-Estimate	TE-Standard Error	Critical ratio=Estimate/S E	Hypothesis
H10	Communication (X1) → disposition (Y1) → Performance of Policy Implementation on SLF(Y2)	-.259	.153	ICRI=1.157 < 1,97	TP
H11	resources (X2) → disposition (Y1) → Performance of Policy Implementation SLF(Y2)	.573	.312	ICRI=3.082 > 1,97	P
H12	Bureaucracy Structure (X3) → disposition (Y1) → Performance of Policy Implementation SLF(Y2)	.284	.178	ICRI=3.629 > 1,97	P
H13	Public support (X4) → disposition (Y1) → Performance of Policy Implementation SLF(Y2)	.405	.243	ICRI=2.085 > 1,97	P

Source: Analysis Report, 2015

Description: P (Impact); TP (no effect)

Based on Table 2 and Table 3, there are nine direct effects of each variable on the performance of policy implementation certificate building operability. Table 3 there are four variables indirectly with three variables influencing the acceptance performance implementation policy certificate of building operability through dispositions function there is one variable which has no effect on the performance of variable communication SLF implementation through dispositions.

Factors that influence policy implementation SLF-BG can be explained as follows:

1. Communication can affect and improve the performance Policy Implementation the certificate of building operability and dispositions directly.
2. Resources can affect and improve the performance Policy Implementation the certificate of building operability and dispositions directly.
3. The bureaucratic structure can affect and improve the performance Policy Implementation the certificate of building operability and disposition directly.
4. Public support can affect and improve the performance Policy Implementation the certificate of building operability, dispositions directly.
5. The disposition can affect and improve the performance Policy Implementation the certificate of building operability
6. Resource, bureaucratic structures and public support on each other and support the reciprocal/ interactive and influence/support performance improvement policy implementation the certificate of building operability through dispositions.
7. Communication can not affect and is not compatible with the reciprocal/interactive performance improvement policy implementation the certificate of building operability through dispositions.

Implementation Performance Results Findings the certificate of building operability (SLF)

Based on the results of research conducted discussion above it can be proposed policy implementation model that can be applied in Probolinggo city and in general in the cities in Indonesia. Proposed policy implementation SLF can be seen in Figure 4 as follows:

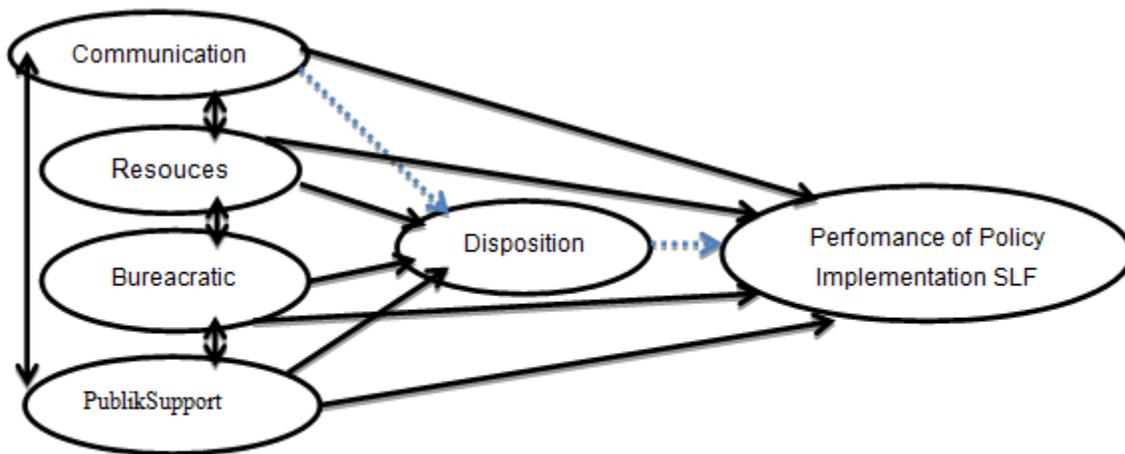


Figure 4 Findings Implementation Model SLF

Arrow Description: \rightarrow The direct effect, $\cdots\cdots\rightarrow$ $\cdots\cdots\rightarrow$ No indirect effect

Variables that affect the performance of policy implementation SLF can be explained as follows:

- a. Communications, resources, bureaucratic structure, disposition and public support can influence and improve the performance of Policy Implementation the certificate of building operability directly.
- b. Communication can not affect and improve the performance of Policy Implementation the certificate of building operability directly through dispositions.
- c. Resources can affect and improve the performance of Policy Implementation the certificate of building operability through simultaneous dispositions.
- d. Bureaucratic structures can influence and improve the performance of Policy Implementation the certificate of building operability through indirect disposition simultaneously
- e. Public support can influence and improve the performance of Policy Implementation the certificate of building operability through dispositions simultaneously.

- f. Public support can influence and improve the performance of Policy Implementation the certificate of building operability through disposition simultaneously.
- g. Resource, bureaucratic structures, and public support are integration. There are supported each other in reciprocal interactive. They have also supported performance improvement policy in implementation the certificate of building operability through dispositions simultaneously.

Eligible Certificate Improvement Strategy Implementation Function Building.

Based on the results of the discussion of the correlation between variables of communication, resources, bureaucratic structure, public support and disposition in implementation policy performance the certificate of building operability. It can be proposed strategies to be implemented in performance enhancement acceptance certificate policy implementation functions of buildings suitable matrix Strengths, Weakness, Opportunities and Threats (SWOT).

From the score weighting approach Quantitative Strategy Internal and External Factor Analysis Summary (IFAS and EFAS) that the Department of Public Works organization's position (x; y) are (1:56 ; 1:24), which indicates the position of (positive , positive) quadrant I. Organizational Work Department Public Sector Human Settlements and Spatial Planning and the potentially powerful means organization in prime condition and stable so that it can be possible to expand , enlarge growth and achieve maximum progress .

In determining the ranking of the strategies used to get a list of priority Quantitative Strategic Planning Matrix (Quantitative Strategies Planning Matrix - QSPM) (David, 2011).

Calculations based on the results of SWOT and Quantitative Strategic Planning Matrix (QSPM) can be arranged in implementing programs the certificate of building operability according to Table 4 below:

Table 4 Strategy and Performance Improvement Program Implementation SLF

Priorities	Strategy	Program
1.	Strengthening the commitment to the implementation of the certificate of building operability working units leadership and empowerment and capacity building construction services	a. Improvement Authority in making decisions appropriate implementing policies b. the certificate of building operability Training for construction services
2.	Improved communication, socialization regulations and rules may the certificate of building operability publicly intensively	a. Dissemination the certificate of building operability to the Human Resources bureaucracy, public and private. b. Communication with the coordination between working units and Public c. Increased socialization through dissemination, leaflets, brochures, posters and banners the certificate of building operability to the public.
3.	Implementation, the certificate of building operability, goes according to regulations	Implementation the certificate of building operability go according to regulations
4.	Strengthening the duties and functions of the section implementation the certificate of building operability	on education in the implementation of the Capacity Enhancement the certificate of building operability
5.	Coordination to improve working units in the certificate of building operability socialization	intensively Coordination between working units organizers buildings.
6.	Facilitate the role of construction services in the examination the certificate of building operability	Training of technical reviewers buildings in the examination the certificate of building operability
7.	Improved implementation the certificate of building operability annually	the certificate of building operability annually Improved execution per year.
8.	Gradually increases in resources	a. Increasing the number of technical and human resources personnel authority to the field. b. Increased Budget the certificate of building operability per year c. Increased inspection equipment according to specifications the certificate of building operability d. Implementation SIMBversi4 the permit for a building data integration and the certificate of building operability

Source: results of the analysis, 2015

5. CONCLUSIONS AND SUGGESTIONS

Conclusions

- (1). Communication, resources, bureaucratic structures and public support have a significant effect on the performance of policy implementation the certificate of building operability direct. This means that the more fast communication, resources, bureaucratic structures and public support to do and efforts to improve communication, resources and optimization of bureaucratic structures and to maximize public support will improve the performance of policy implementation the certificate of building operability. Communications, resources, bureaucratic structures and affect the disposition of public support. This

means that the more intensive communication is done and seeks to increase the resources, optimize the structure of the bureaucracy and public support will increase the disposition.

- (2). Resource, bureaucratic structures and public support have a significant effect on the performance of policy implementation the certificate of building operability indirectly and simultaneously through disposition. This means that the resource intensive, bureaucratic structures and public support to do and efforts to improve the optimization of resources and bureaucratic structures and to maximize public support will improve the performance of policy implementation are eligible to function simultaneously building. Communication no significant effect on the performance of policy implementation the certificate of building operability indirectly and simultaneously through disposition. Communication means less intensive do not improve the performance of policy implementation functions acceptance certificate of the building and is not mediated disposition.
- (3). The findings of research on the impact of communication, resources, bureaucratic structures and public support for the disposition in improving performance policy implementation the certificate of building operability is to improve the function of establishing a direct relationship to the performance of the implementation the certificate of building operability communication through disposition. Improve the relationship is not direct resources, bureaucratic structure and performance of public support for policy implementation the certificate of building operability through disposition.
- (4). From the results of research using quantitative empirical model shows that the factor of communication, resources, bureaucratic structure, public support for the disposition effect on the performance of policy implementation directly. By using qualitative analysis SWOT and matrix analysis Quantitative Strategy Plan (QSPM), the importance of the priority plan strategies that will be implemented by the executive organizer of buildings in enhancing the policy implementation the certificate of building operability, namely: (1) Strengthening the commitment of Chief workings units Operator the certificate of building operability in the empowerment and capacity-building construction; (2) Improved communication optimally through the socialization of the regulations and rules mayor the certificate of building operability intensively to the public about the certificate of building operability; (3) Improved Implementation the certificate of building operability goes according to local regulations and rules mayor the certificate of building operability; (4) Strengthening the duties and functions of the section on education in implementation the certificate of building operability; (5) Improved coordination working unitsoperator in socialization the certificate of building operability; (6) facilitation role of construction services in the examination buildings; (7) Improved Policy implementation of the certificate of building operability every year; (8) the increase in resources (human resources, funds, information, authority and equipment) gradually.

Suggestions.

- (1). Before the implementation of policies acceptance certificate on education organizer functions implemented then the building will need to prepare resources (personnel, funding, equipment, information systems and authority) gradually so that the issuance of the certificate of building operability accomplished.
- (2). The implementation of standard operating procedures (SOP) Certificate of the building operability is done continuously to be available Certificate SOP building functions ran by the actual conditions and based on the legislation.
- (3). In the Certificate policy implementation the certificate of building operability, permit for buildings should be integrated with the data by utilizing Building Information System that already exists.
- (4). Implementation of the license for a building and the certificate of building operability done one package, starting from the application form (article 52 of the regulation number 4 in 2008) until the construction of the building is completed or before being used. Organizers building check the eligibility of the building functions when Eligible Certificate issued the certificate of building operability.

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