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Social Policy Analysis of Settlement Infrastructure Development in Alleviating Poverty by the Banten Province Housing and Settlement Service

Muchamad Rachmat Rogianto¹, Muhammad Fedryansyah², Widya Setiabudi Sumadinata³, Mohammad Benny Alexandri⁴

Abstract

The problem of poverty in Banten Province is one of the social problems that the government is still trying to fix. This issue still needs to be fixed by the local government to optimize the potential of the region. This study aims to conduct an analysis of settlement infrastructure policies in poverty alleviation in Banten Province. The research method used is descriptive qualitative, referring to data obtained from the results of literature studies and field studies. The theoretical framework used as an analysis in this study is the concept of social policy analysis according to Gilbert and Terrell. The results of the analysis in this study are that the programs that the government has launched have fulfilled the concept of social policy. Gilbert and Terrell. In its formulation, the government has also made short-term, medium-term and long-term formulations.

Keywords: Infrastructure Policy, Poverty.

Introduction

The 1945 Constitution regulates the rights and obligations of the government and society in a binding manner. One of the government's obligations, as stated in paragraph 4, is to protect the Indonesian nation, advance public welfare, educate the nation's life, and participate in maintaining world order. This shows that the government is responsible for improving the welfare of its people. Advancing public welfare is further explained in Article 33 of the 1945 Constitution, which states that the economy is based on the principle of family, and Article 34 which states that the poor and neglected children are cared for by the state. Based on these articles, it can be concluded that Indonesia adheres to the welfare state model (Suharto, 2005 Suharto, Edi, 2005, Building Society, Empowering Society, Bandung: Refika Aditama.).

In relation to the welfare state, Spicker, et al. (2000: 6) stated that the welfare state is a state which benefits its citizens in accordance with a certain set of principles, from cradle to grave. In line with the understanding according to Spicker, (Midgley, 2004) argues that social welfare is a condition in which social problems can be managed well, human needs are met, and social opportunities are maximized. In advanced industrial countries such as the US, UK, Australia, and New Zealand, social policy usually covers five main areas: social security, housing, health,

¹ Faculty of Social and Political Sciences, Universitas Padjadjaran, muchamad23002@mail.unpad.ac.id

² Faculty of Social and Political Sciences, Universitas Padjadjaran, Email: m.fedryansyah@unpad.ac.id

³ Faculty of Social and Political Sciences, Universitas Padjadjaran, Email: w.setiabudi@unpad.ac.id

⁴ Faculty of Social and Political Sciences, Universitas Padjadjaran, Email: mohammad.benny@unpad.ac.id, (Corresponding Author)



education, and personal social services. These five areas are regulated by related government agencies, for example the Department of Housing for housing (Spicker, 1995; Thompson, 2005).

Social problems that still need to be addressed, such as poverty, are a challenge in Indonesia, which has a population of around 270 million with cultural, ethnic, and geographic diversity. Poverty is defined as the economic inability to meet basic needs, both food and non-food (BPS). This problem is faced by all countries, and economic growth, as part of development, is an important indicator to overcome it (Atalay, 2015). One of the provinces facing social problems in the form of poverty is Banten Province. In March 2023, the number of poor people in urban areas increased by 36.99 thousand people compared to September 2022, while in rural areas it decreased by 40.52 thousand people. Economic inequality between urban areas, such as Tangerang City and Regency, and rural areas has an impact on access to education, health services, and job opportunities in rural areas.

Kabupaten/Kota	Jumlah Penduduk Miskin Menurut Kabupaten/Kota di Provinsi Banten (Ribu Jiwa)		
	2021	2022	2023
Kab Pandeglang	131,43	114,65	114,23
Kab Lebak	134,75	117,22	114,54
Kab Tangerang	272,35	270,52	276,33
Kab Serang	83,09	75,45	73,83
Kota Tangerang	134,24	132,88	137,70
Kota Cilegon	18,89	16,46	18,20
Kota Serang	47,91	42,56	44,99
Kota Tangerang Selatan	44,57	44,29	46,31
Provinsi Banten	867,23	814,02	826,13

Table 1.

Complete data on the number of poor people per district/city in Banten is available in the table from BPS (2024).

Poverty pocket mapping is carried out per district/city by setting a priority scale. This priority is determined based on household groupings in the Integrated Database, namely Decile 1 (lowest 10%), Decile 2 (lowest 10-20%), and Decile 3 (lowest 20-30%). The terms "very poor," "poor," and "almost poor" are measured based on the poverty line from SUSENAS, and this grouping can change every year following the results of SUSENAS.

The central and regional governments have a strategy to accelerate the eradication of extreme poverty with three main steps: 1) Reducing the burden of expenditure, 2) Increasing income, and 3) Reducing pockets of poverty. To address extreme poverty, the main focus is the third strategy, namely reducing pockets of poverty. In March 2023, the number of urban poor people increased by 36.99 thousand people, while in rural areas it decreased by 40.52 thousand people compared to September 2022. Economic inequality between urban and rural areas has an impact on access to education, health, and employment.

One of the poverty problems in Banten Province is related to housing and settlements which include inadequate infrastructure and suboptimal regulations. According to BKKBN, 12% or 49,408 families in Banten do not have access to clean drinking water, and 48.5% or 199,877 families do not have proper toilets. The availability of adequate water is key to overcoming

poverty, and poor sanitation problems worsen the situation. In addition, suboptimal housing regulations hinder the handling of extreme poverty, especially related to the repair of uninhabitable houses outside slum areas. Collaboration is needed between the government, private sector, and the community to overcome this.

Another solution offered is in terms of selecting the categories of bases allocation, social provision, delivery system, and finance. In the bases allocation category, the government chooses universal targets. For social provision, the programs and services chosen are concrete and diverse, reflecting the values of equality and justice. In the delivery system, the choices are public, private, and independent, while for finance, a block grant is used with a fixed amount, this aspect reflects the criteria of effectiveness and efficiency (Fedryansyah, 2013).

There are several studies that discuss social policies on infrastructure development in overcoming poverty, but these studies discuss government solutions provided in the problem of infrastructure development towards poverty. This study will focus on analyzing policies made by the government in overcoming poverty by means of residential infrastructure development. To find novelty in this study, theoretical reflection is carried out by analyzing policies from government solutions.

This article is structured by discussing several parts. In the first part, there is an introduction containing the background of the research, ensuring a systematic understanding of each section. Then the second part is a literature review containing an explanation of theoretical concepts. Next, the third part outlines the research method. The fourth and fifth parts delve into the results and discussion, interpreting the data within the research framework. Lastly, the article concludes with a summary of findings and implications. Social policy analysis is a focus on the dynamic process of policy formulation by considering socio-political variables and also technical methods (Gilbert, Tarrel, and Specht 1993)

Materials and Methods

This study uses a qualitative approach that attempts to provide detailed reports, examine words, provide a complex picture of data or opinions or views of respondents and then conduct a study on the situation experienced (Creswell, 2010). According to Creswell, it is a qualitative study that uses methods to explore and understand the meaning that a number of individuals or groups of people consider to come from social or humanitarian problems (Creswell JW, 2014). The research design used is a case study design where this study will analyze the management of state assets in terms of challenges and opportunities that can be taken.

The qualitative research analysis model used in this study consists of a series of procedures as described by (Miles et al., 2014). The first step is data collection. The data used is secondary data, which includes the topic of social policy problems of settlement infrastructure development in poverty alleviation, especially in Banten Province with indirect sources collected through government publication reports, scientific articles, and newspaper articles. The purpose of collecting the data is to facilitate research and analyze it properly and correctly so that conclusions and final answers can be obtained that are able to answer research questions. Data condensation is a process that involves the activities of selecting, focusing, simplifying, abstracting, and/or transforming data from various sources. Then data display is the activity of presenting information from the data obtained and compiled, then filled in. And finally, drawing conclusions or verification is the closing stage which is carried out by drawing conclusions and verifying them so that they can be credibly accounted for and scientifically recognized as true.

Results and Discussion

Poverty can be interpreted as the inability to meet various needs such as food, housing, clothing, education, health, and so on. Poverty is a condition experienced by a person or group of people who are unable to organize their lives to a level that is considered humane (BAPPENAS in BPS, 2002). In fact, adequate and development-appropriate dimensions of poverty must include various dimensions not only dealing with the fulfillment or welfare of material but also dealing with social welfare (Sri Harijati Hatmadji, 2004). Based on the number of poor people, it has the potential to create social problems, namely the decline in the quantity of human resources, the emergence of inequality and social jealousy, disruption of social and political stability and increasing crime rates. (M. Sabeth Abilawa, 2016).

The rehabilitation program for Non-Habitable Houses (RTLH) in Banten Province is a strategic initiative implemented by the Banten Provincial Government through the Public Housing and Settlement Areas Office (DPRKP). Since 2017, a total of 1,800 RTLH units have been rehabilitated, with 247 of them completed by 2023. This rehabilitation is focused on slum areas, in accordance with regulations that limit assistance to these areas. This effort aims to improve the quality of life of the community through the provision of a healthy, comfortable, and safe place to live.

In addition to house rehabilitation, the program also includes the development of supporting infrastructure such as environmental roads, drinking water supply, drainage, wastewater management, and green open spaces. In 2023, DPRKP Banten successfully transformed 109.42 hectares of slum areas into livable public housing, exceeding the target of 360 hectares. This intervention was carried out selectively at certain points according to the needs and conditions of the area, such as the construction of 10 meters of drainage in slum area A.

The RTLH rehabilitation program in Banten also involves various parties, including the Serang District Attorney's Office, which together with BPJS Employment and PT Luckione Environment Science Indonesia, renovated five houses of uninhabitable residents in the Serang Regency and City areas in December 2024. In addition, the Serang City Government through the Social Service distributed social rehabilitation assistance.



Picture 1. Handover of House Keys to Recipients of Banten Province RTLH Rehabilitation Program Assistance

To obtain assistance from the Rehabilitation of Uninhabitable Homes (RTLH) program in Banten Province, the community needs to go through a number of administrative and technical stages that have been determined by the local government. The initial process begins with the submission of an application through the RT/RW or urban village apparatus, which is then discussed in the development planning meeting (musrenbang) at the urban village level or through the recess of DPRD members. After that, the proposal is forwarded to a technical agency such as the Housing and Settlement Area Agency (Disperkimtan). In some areas, such as Tangerang City, applications can be made through digital applications such as Tangerang Ayo. Prospective recipients must fulfill administrative requirements, such as legal land ownership, permanent domicile for at least two years, have never received similar assistance, have an income below the minimum wage, and are willing to be self-sufficient through the formation of an Assistance Beneficiary Group (KPB).

After the application is submitted, a team from the village government and related agencies will conduct field verification to ensure that the house in question is indeed categorized as uninhabitable and the applicant is in accordance with the beneficiary criteria. Data on potential beneficiaries is then validated, often using the Integrated Social Welfare Data (DTKS) as the main reference. If all requirements are met, the applicant's name will be included in the list of beneficiaries and the rehabilitation is carried out in stages according to the available budget. The following is data on the uninhabitable house assistance provided by the Banten Provincial Government in an effort to alleviate poverty and slums:

No	Kabupaten/Kota	Rumah Sudah Diperbaiki
1	Kabupaten Pandeglang	266
2	Kabupaten Lebak	31
3	Kabupaten Tangerang	-
4	Kabupaten Serang	54

5	Kota Tangerang	34
6	Kota Cilegon	-
7	Kota Serang	41
8	Kota Tangerang Selatan	-
	Total	426

Table 2. Data on Uninhabitable House Assistance Based on Slum Area Criteria in 2022-2023

Based on the data listed in the table, it can be concluded that in the 2022-2023 period, the Rehabilitation of Uninhabitable Houses (RTLH) program run by the Banten Provincial Government significantly focused its intervention in Pandeglang Regency. This is reasonable considering that Pandeglang is one of the areas with the highest number of uninhabitable houses in the province, so it is natural that a larger allocation of assistance is directed there. Meanwhile, other regencies and cities such as Lebak received allocations for 31 housing units, Serang Regency 54 units, Tangerang City 34 units, and Serang City 41 housing units to be repaired for low-income communities.

An interesting phenomenon is that assistance was not disbursed in the same year to Kabupaten Tangerang, Kota Cilegon, and Kota Tangerang Selatan. This indicates a very selective pattern of selection of beneficiary areas, based on the scale of need and the level of socioeconomic vulnerability in each region. It is likely that the regions that did not receive assistance allocations were considered to have relatively more stable socioeconomic conditions, or to already have similar programs funded by other sources, such as the city/kabupaten APBD or CSR contributions from the private sector.

A person is considered poor if he is unable to meet his basic or principal needs, known as consumption or material poverty. Although this definition is still used to measure welfare, along with the development of knowledge in the 1990s, the definition of poverty was expanded. Now, poverty is not only seen from income, but also includes inability in terms of health, education, and housing. According to (Sumedi & Supardi, 2004) poor people have the following characteristics:

1. Not having access to decision-making processes that affect their lives,
2. Eliminated from the main institutions of existing society,
3. The low quality of human resources including health, education, skills has an impact on low income,
4. Trapped in a culture of low quality human resources such as low work ethic, short-sighted thinking and fatalism,
5. Low ownership of physical assets including environmental assets such as clean water and lighting.

Banten Province, which is one of the regions in the Republic of Indonesia, certainly also experiences one of the social problems, namely poverty. The problem of poverty in Banten Province is a serious challenge that requires attention and appropriate action from the government and related parties. Based on the Central Statistics Agency, the percentage of poor people in Banten Province is as follows

Percentage of Poor Population in Banten			
No	Year	Urban	Rural
1	March 2021	5.93%	8.49%
2	September 2021	6.04%	7.72%
3	March 2022	5.73%	7.46%
4	September 2022	5.89%	7.29%
5	March 2023	6.00%	6.79%
6	March 2024	5.59%	6.44%

Table 3. Percentage of Poor Population in Banten Province

Poverty alleviation itself has been regulated in Presidential Decree Number 15 of 2010 in Article 5 which reads as follows:

1. An integrated family-based social assistance program, aimed at fulfilling basic rights, reducing the burden of life, and improving the quality of life of the poor.
2. Community empowerment programs to develop the potential and strengthen the capacity of poor communities to be involved in development.
3. Micro and small business empowerment program to provide access and economic strengthening for small-scale businesses.
4. Other programs that directly or indirectly improve the economy and welfare of poor communities.

Specifically, poverty alleviation is regulated in the Regional Regulation Banten Province Number 5 of 2019 concerning Poverty Alleviation. Basically, the purpose of creating this PERDA is targeted to address the issue of poverty, where one of the most significant social problems is poverty with a percentage of 8.11% in 2019. It is explained in Article 11 Paragraph (3) of PERDA No. 5 of 2019 of Banten Province that the Regional Poverty Handling Strategy is carried out with an approach to basic needs, employment, people's economy, and infrastructure through:

1. Assistance with production facilities and food;
2. Assistance to support educational costs;
3. Assistance to support health costs and disaster families;
5. Housing Assistance;
6. Access to clean water and sanitation;
7. Access to lighting/electricity;

8. Skills Enhancement Assistance;
9. Assistance for productive economic business capital;
10. Help protect a sense of security; And
11. Information access assistance.

There are several aspects of commodities that have a major impact on the poverty line and the percentage of poor people in Banten province. This aspect is divided into 2 categories, namely food and non-food. Housing is included in the type of non-food commodities and is one of the commodities that has a major impact on the poverty line. The percentage of housing commodities in March 2024 was 10.07% in urban areas and 11.95% in rural areas.

Year	Poverty Line (Rp/Cap/Not)		
	Food	Not Food	Total
September 2022	433,368	165,380	598,748
March 2023	448,240	170,481	618,721
March 2024	474,039	180,174	654,213
Year	Poverty Line Contribution (%)		
	Food	Not Food	Total
September 2022	72.38	27.62	100
March 2023	72.45	27.55	100
March 2024	72.46	27.54	100

Table 4. Poverty line March 2024

One of the main problems is the inequality in the distribution of welfare between regions in Banten Province. Urban areas such as Tangerang City and Tangerang Regency tend to have lower poverty rates compared to rural areas in the province. This economic inequality has a significant impact on access to education, health services, and employment opportunities for residents in rural areas. In addition to economic inequality, regulations for dealing with non-food poverty, especially regulations in the housing sector that specifically deal with extreme poverty, are not yet optimal and the system that integrates the handling of housing development is not yet optimal.

According to Todaro (2007:18), states that "development is not just a phenomenon, but in the end the development must go beyond the material and financial side of human life. From Gant's view in Suryono (2006:31), the purpose of development has two stages. "First, in essence the purpose of development is to eliminate poverty. If this goal has begun to be felt, then the second stage is to create opportunities for its citizens to be able to live happily and have all their needs

The existence of indicators to create opportunities for its citizens to live happily and have all their needs met makes the government create solutions for its citizens to live in social policies. Social Policy is defined as a step adopted by the government that has an impact on the welfare of society. Not only through the provision of social services, but also through regulations, mandates, subsidies, and other steps (Midgley, 2013). Based on the definition, social policy is the basis for implementing intervention programs in society with the aim of improving the quality of life and also the welfare of its citizens in a country. Interventions carried out by the government can be in the form of social services, assistance programs to social security.

Gilbert and Terrell (2013) developed a benefit-allocation framework to analyze the principles of social welfare policy. They stated that this benefit allocation is outside the economic market mechanism. To understand this, they also explained the difference between social markets and economic markets. Social markets allocate goods and services to meet financial needs, dependency, altruistic feelings, social obligations, charitable motives, and communal social security (Gilbert & Terrell, 2013). With these principles, social welfare policy aims to ensure that the basic needs of society are met, especially for those who are unable to obtain them through the economic market. This emphasizes the importance of collective action in addressing social problems and improving general welfare. Some of the principles of social welfare policy that have been created include

Discussion

1. Basis of social allocations

In its implementation, social policy will include who the recipients of this social welfare allocation are. This social welfare allocation will show who is eligible to receive benefits from the government. The principle of eligibility is traditionally divided into universalism and selective. The principle of universalism shows that all citizens are entitled to receive benefits from the implementation of applicable social policies. Meanwhile, the selective principle is that beneficiaries are limited to certain aspects (Gilbert & Terrell, 2013).

The beneficiaries in a social policy can be individuals and also community groups. In this case, the beneficiaries of this policy are poor families. This policy is designed to provide assistance and support to families below the poverty line with the aim that they can meet basic needs such as clothing, food, shelter and education. In addition to poor families, the policy focuses on poor individuals, including those without family support or decent jobs. The policy provides social assistance and skills training programs to improve their ability to find work and improve their standard of living. This focus on individuals is important to ensure that all levels of society who need assistance receive appropriate support.

The basis for determining the target in this policy is to effectively overcome poverty in Banten Province. By providing assistance focused on underprivileged families and individuals, it is hoped that this program will be able to reduce poverty rates, improve community welfare, and create economic equality.

2. Types of Social Provisions (The nature of social provision)

Social provisions refer to the form of benefits given to policy recipients, either in cash or goods. Classical economic theory argues that cash is more satisfying because recipients can determine their own needs. However, the weakness is that not all recipients are able to allocate cash

according to their needs (Gilbert & Terrel, 2013).

In overcoming poverty and handling slum areas in Banten Province, the policies taken prioritize several main dimensions. One important dimension in this policy is building an integrated system for handling slum areas, where local governments play a major role in leading and collaborating with various stakeholders. Both in planning and implementation, this policy involves cooperation between the government, community organizations, the private sector, and the community itself, so that the handling process becomes more effective and touches the needs of the community directly.

The types of benefits provided in this policy are very diverse, and the policies made by the government include several programs. In handling slum areas, there are 2 programs that can provide quite significant benefits, including the KOTAKU (City Without Slums) program and Gobang Salimah (Mutual Cooperation to Build Housing Environmental Sanitation). Both programs are designed to provide benefits in the form of improving basic infrastructure, providing clean water, sanitation services, and improving the environment. In addition, skills training and counseling are also provided to the community to empower them in maintaining the sustainability of the areas that have been built. The duration of the benefits of this program is also very important. The KOTAKU and Gobang Salimah programs not only focus on short-term improvements, but also create long-term impacts by building rehabilitation of slum areas, building drainage locations, building clean water locations, and preparing land acquisition plans for relocation. This collaboration between the government and the community ensures that the benefits provided can be felt sustainably, by maintaining the environment and infrastructure that has been built so that it continues to function properly.

3. Strategy for Delivery of Provisions (The structure of delivery system)

The allocation of social policy allocation is divided into two levels: (1) privatization, which includes services provided by public agencies or through contracts with private providers (voluntary and for-profit); and (2) commercialization, which discusses the choice between for-profit and non-profit providers. In some programs in dealing with poverty and slum management, participatory planning is carried out which is planned together and also openly. The participatory steps include 3 stages, including :

- a) Preparation Stage, This stage will collect data and information in determining the community groups that are the targets of the policy. This process must be carried out by collaborating several communities from the city/district, sub-district to village/sub-district levels.
- b) Self-Mapping Stage, At this stage, this is done by observing the problems and potential in slum areas through focus group discussions (FGD) and field observations.
- c) Program/Activity Planning Preparation Stage, The results of the analysis of self-help mapping are used to formulate the RPLP (settlement environmental planning) which will be agreed upon in the working group at the city/district level.

Thus, an integrated service distribution system from the preparation stage to the preparation of program plans ensures sustainable access for beneficiaries. This system combines a mapping process that actively involves the community and a real needs-based approach, thus ensuring that poverty alleviation and slum management policies can run effectively. Evaluation and monitoring carried out at each stage also serve to ensure timely and sustainable distribution of

benefits, as well as adjusting policies if there are obstacles in the field.

4. Mode of finance

Funding for social welfare benefits is obtained through three main sources: taxes, voluntary financing, and payments. Taxes are mandatory contributions from citizens that are the main source of the state to provide social welfare services. Voluntary financing is financing that is not forced, while payments are fees charged to consumers to cover the expenses of the service provider.

Handling of slum infrastructure development can come from three main channels: taxes, voluntary financing, and also direct costs. This handling can integrate various resources and funding sources, including from the central government, provinces, districts/cities, donors, private sector, communities, and other stakeholders or referred to as a collaborative concept. Collaboration between stakeholders not only strengthens resource allocation, but also accelerates program implementation, ensures sustainability, and creates a wider social impact. Thus, the development of new residential areas can be carried out through the following strategic steps:

- a) The local government provides new residential land and processes certification to be donated to underprivileged families as additional collateral for home loans.
- b) The local government collaborates with local banks and developers regarding financing and building houses for poor families.
- c) Socialization and selection of beneficiaries is carried out transparently by involving local communities and consultants.
- d) The regional government submits a proposal to the central government, attaching land certification, DPRD approval, technical design, recipient selection documentation, and financing scheme.
- e) The central government supports the development of basic infrastructure in new settlements with NUSP-2 loan funds.

In addition, in an effort to accelerate the development of sustainable livelihoods, support can be provided through the addition of neighborhood-scale infrastructure. The addition of this infrastructure not only improves the quality of life of the community, but also creates a more resilient and adaptive environment to socio-economic challenges. This infrastructure can be divided into two main categories, each of which has an important role in supporting sustainability at the community level, including:

- a) Improving the quality of infrastructure and community-based environmental services. The form of activities that can be implemented can be in the form of social services such as training, socialization and also marketing of the selling points in the city.
- b) Economic activities for sustainable livelihood development in selected locations, as regulated in the Community-based Livelihood Development Action Plan and RPLP/RTPLP. The forms of activities that can be used are productive public infrastructure service activities such as waste management, traditional markets and so on. In addition, economic service activities can also be carried out from the city's financial funds.

Conclusion

The settlement infrastructure policy in the case of Banten province is used as a strategy to overcome poverty in Banten Province. With several programs that have been initiated by the government, such as MY CITY (City Without Slums) and Gobang Salimah (Mutual Cooperation to Build Housing Environmental Sanitation) are expected to overcome poverty and slum housing in Banten Province. Gilbert and Terrel (2013) created a benefit-allocation framework to analyze the principles of social welfare policy consisting of 4 dimensions including Basis of social allocations, The nature of social provision, The structure of delivery system, and Mode of finance. In its implementation, social policy will include policy allocation targets, forms of policy benefits, policy implementation strategies, and policy financing flows. In this case, the four dimensions according to Gilbert and Terrel have been fulfilled. The programs initiated by the government have also fulfilled these four dimensions. The targets of this policy allocation will be marketed to the poor and disadvantaged. The forms of benefits provided vary, such as improving infrastructure and the environment, providing clean water, sanitation services to skills and counseling. The implementation strategy also has several steps, and this will be made short-term, medium-term and also long-term. Funding for this policy can also come from 3 main channels, including taxes, voluntary funding and direct costs.

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