

MULTISTAKEHOLDER COLLABORATION IN POVERTY REDUCTION IN SURABAYA CITY TO SUPPORT THE SDGs

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Abstract:

Extreme poverty in Surabaya City is a multidimensional problem that requires sustainable intervention through collaboration between various parties. This study aims to analyze the existing conditions of the Labor-Intensive Program in Surabaya City as a poverty alleviation instrument in support of the Sustainable Development Goals (SDGs). Using a qualitative approach and Edi Suharto's 5P empowerment analysis, this study examines the program's processes of enabling, strengthening, protecting, supporting, and maintaining. The results indicate that the Labor-Intensive Program has successfully utilized unused government assets to create jobs for Beneficiary Families (KPM). The Surabaya City Government has integrated P3KE data through a barcode stickering system to ensure accurate targeting of aid. Functionally, this program has supported the achievement of SDG 1 (No Poverty) by increasing the purchasing power of beneficiaries (KPM) and SDG 8 (Decent Work and Economic Growth) through job creation at the grassroots level. However, the main challenges identified are economic sustainability and a "dependency mentality" on social assistance among beneficiaries. The study concluded that current multistakeholder synergy requires strengthening market protection and maintaining empowerment outcomes so that beneficiaries can achieve long-term economic independence and permanently escape the trap of extreme poverty.

Keywords: Extreme Poverty, Labor-Intensive Program, SDGs, 5P Empowerment, Multistakeholder Collaboration.

1. Introduction

The World Bank has set the extreme poverty threshold at \$1.9 PPP (TNP2K:2021). PPP is an intercountry price index that measures the amount of money needed to purchase the same quantity of goods in real terms relative to a comparison country, generally using the United States (Deaton & Aten, 2017). In Indonesia, a person is categorized as extremely poor if their expenditure is below IDR 10,739 per person per day or IDR 322,170 per person per month. Therefore, for example, a family of four is categorized as extremely poor if they cannot meet their needs equal to or below IDR 1,288,680 per family per month.

Various poverty alleviation programs have been implemented by the Central, Provincial, and Regency/City governments, including East Java Province. including PNPM (Munawar Noor, 2013), PKH (Darajat & Ekasari, 2021), Rastra (Rachman et al., 2018), BPNT (Ana Rosaliana & Susi Hardjati, 2019), BLSM (Sulaksono et al., 2013) and so on. The East Java Provincial Government has implemented various poverty alleviation programs, including Gerdu Taskin (Yulistiyono, 2015), PPKM (Musrofah & Angin, 2015), KUBE (Wiku et al., 2020), Jalinkesra (Kurniawan, 2013), Jalinmatra (Novitasari & Meirinawati, 2019) and Jatim Puspa (Usrotul Hasanah & Alfiana, 2020). Based on data from the Extreme Poverty Alleviation Acceleration Program (P3KE) in Indonesia, data on the extreme poor population in 2022 for nine cities in East Java Province shows that Surabaya ranks first as the city with the largest population, with 23,530 people, followed by Malang City with 12,140 people. Poverty in Surabaya can no longer be resolved by a single agency (the City Government) due to its multidimensional nature, thus requiring multistakeholder collaboration in poverty alleviation in Surabaya City. In the initial survey, it was found that in Surabaya City, after obtaining P3KE data, the City Government first conducted a verification and validation process and also mapped the needs of each person on the list so that later it could provide appropriate interventions. Furthermore, a "Poor Family" sticker was given to each validated house. The sticker includes a barcode that, when scanned, will reveal the assistance programs that the person has

previously received. Furthermore, the City Government has provided interventions based on the needs of each Poor Family. For those who are unemployed, the City Government will find jobs suited to their skills. For those who want to start ultra-micro businesses, the City Government will provide the necessary equipment, such as food carts, trade stands, and so on, as well as raw materials. For those with specialized skills, the City Government will create a Labor-Intensive Program based on the skills of each member of a low-income family.

The Sustainable Development Goals (SDGs) serve as a global blueprint for achieving a better, fairer, and safer future for all the world's inhabitants. To the researcher's knowledge, no research has been conducted on stakeholder collaboration in the implementation of the Labor-Intensive Program in Surabaya City to support the Sustainable Development Goals (SDGs) targets.

2. Theoretical Basis

Empowerment refers to the ability of people, especially vulnerable and weak groups, to have the power or ability to (a) fulfill their basic needs, thus having freedom, meaning not only freedom to express opinions, but also freedom from hunger, ignorance, and pain; (b) access to productive resources that enable them to increase their income and obtain the goods and services they need; and (c) participate in the development process and decisions that affect them (Edi Suharto: 2010). The implementation of the process and achievement of the empowerment goals above are achieved through the application of an empowerment approach that can be abbreviated as 5P, namely: Enabling, Strengthening, Protection, Supporting, and Maintaining (Suharto, 1997:218-219). Possibility: Creating an atmosphere that allows potential to develop. Strengthening: Strengthening human and economic capital. Protection: Preventing unequal competition. Support: Providing guidance and technical assistance. Maintenance: Ensuring the sustainability of empowerment outcomes.

The empowerment program at the research site is essentially an entrepreneurial activity. Entrepreneurship is widely considered crucial in alleviating extreme poverty (Sutter et al., 2019). Academics and practitioners widely believe that entrepreneurship is a crucial tool for alleviating extreme poverty (Bruton et al., 2013; Chliova et al., 2015; London and Hart, 2011). Entrepreneurship is broadly defined as 'a situation in which new goods, services, raw materials, markets, and organizational methods can be introduced through the formation of new means, ends, or objectives' (Eckhardt and Shane, 2003, p. 336; Shane and Venkataraman, 2000).

The Sustainable Development Goals (SDGs) are 17 global commitments agreed upon by UN countries to be achieved by 2030. Their primary focus is on maintaining economic prosperity, social sustainability, and environmental quality. Here is a clear explanation of each of the 17 points:

Social Pillar (Human Well-being)

1. No Poverty: End poverty in all its forms everywhere and for everyone.
2. Zero Hunger: End hunger, achieve food security, and improve nutrition through sustainable agriculture.
3. Healthy Lives and Well-Being: Ensure healthy lives and promote well-being for all at all ages.
4. Quality Education: Ensure inclusive and equitable education and promote lifelong learning opportunities.
5. Gender Equality: Achieve gender equality and empower all women and girls.

Economic & Infrastructure Pillar

1. Clean Water and Sanitation: Ensure the availability and sustainable management of clean water and sanitation.
2. Affordable and Clean Energy: Ensure access to affordable, reliable, sustainable, and modern energy.
3. Decent Work and Economic Growth: Promote inclusive economic growth and decent work for all.
4. Industry, Innovation, and Infrastructure: Build resilient infrastructure and foster innovation.
5. Reduced Inequality: Reduce income and opportunity gaps within and between countries.

Environment & Urban Pillar

1. Sustainable Cities and Human Settlements: Make cities and human settlements inclusive, safe, and sustainable.
2. Responsible Consumption and Production: Ensure environmentally responsible production and consumption patterns.
3. Addressing Climate Change: Take urgent action to combat climate change and its impacts.
4. Marine Ecosystems: Conserve and maintain the sustainability of marine and ocean resources.

5. Terrestrial Ecosystems: Protect forests, combat desertification, and halt biodiversity loss.

Pillars of Governance and Cooperation

1. Peace, Justice, and Strong Institutions: Promote peaceful and inclusive societies and access to justice for all.
2. Partnerships for the Goals: Strengthen global cooperation in implementing this development agenda.

3. Research Method

This research uses a qualitative approach. Qualitative data was obtained through three main techniques:

1. In-depth Interviews: Conducted with key informants (Bappeda staff, Technical Offices, program facilitators, and community leaders). These interviews aimed to capture the perspectives of policymakers regarding implementation barriers.
2. Observation: Researchers visited research locations (such as the Labor-Intensive Housing in Surabaya) to observe social interactions and the physical conditions of the beneficiary families (KPM).
3. Documentation: Reviewed regulations, program reports, and regional profiles relevant to poverty alleviation policies.
4. Data Analysis Method (Miles & Huberman Model)
5. This research employed a qualitative analysis technique consisting of three stages:
6. Data Condensation: The process of selecting, focusing, simplifying, and transforming raw data (interview transcripts) into crucial findings.
7. Data Display: Presenting data in descriptive narratives and matrices to facilitate understanding of the problem flow.
8. Drawing conclusions: Determining the meaning of the data that has been collected to answer the problem formulation.

4. Discussion

4.1. Implementation of the Labor-Intensive Program

March 2022 has been designated as Labor-Intensive Month in Surabaya. This designation aims to revitalize the economy of the City of Heroes, which has declined during the COVID-19 pandemic. The Labor-Intensive Program is expected to stimulate the economy more significantly, resulting in employment and poverty reduction. There are three strategies to optimize the labor-intensive program in Surabaya.

First, labor-intensive programs are based on micro, small, and medium enterprises (MSMEs), including street vendors (PKL). The local city government has provided several intervention programs for MSMEs and street vendors, one of which is assistance in issuing Business Identification Numbers (NIB) for MSMEs through the OSS (Online Business Registration). This includes management training, business equipment assistance, and access to banking capital, among other things. The second strategy is optimizing and accelerating regional budget (APBD) spending by involving local businesses, including MSMEs. Similarly, infrastructure-based labor-intensive programs will continue to be optimized to ensure greater employment. Finally, the third strategy is to facilitate collaboration between large corporations and investors to partner with MSMEs in the City of Heroes.

The Surabaya City Government has also allocated Rp 3 trillion in the Surabaya Regional Budget (APBD) for the micro, small, and medium enterprises (MSMEs) and domestic products (PDN) sector in 2023. This way, all the city government's needs can be met by MSMEs.

The Mayor and Regional Secretary of Surabaya hope that their regional budget can be optimized to alleviate poverty among poor families (Gamis). Therefore, the Surabaya City Government has launched a Labor-Intensive Program (Intensive Labor) to address poverty and unemployment in the region. Various program activities are implemented by all Regional Apparatus Organizations (OPD) in accordance with their respective duties and functions. To implement these programs, several teams have been formed, under the umbrella of Surabaya Mayoral Decree Number 188.45/435/436.1.2/2022 concerning the Surabaya City Government Labor-Intensive Program Team. These activities include:

1. Cafe/Barista, Motorcycle Wash, and Car Wash businesses led by the Head of the Regional Financial and Asset Management Agency; Laundry, Haircut, Batik House, and Shoe Sewing businesses led by the Head of the Culture, Youth, and Sports, and Tourism Office.

2. Livestock, Agriculture, and Fisheries businesses led by the Head of the Food Security and Agriculture Office; Shoe Washing, Helmet Washing, Grocery Stores, Culinary Tourism Center Booths, Slipper Making, and Uniform Sewing, Hijab, and Alterations by the Head of the Cooperatives, Small and Medium Enterprises, and Trade Office.
3. Ornamental Plant Cultivation by the Head of the Environmental Office; Uninhabitable House Repair (Rutilahu) by the Head of the Public Housing and Settlement Areas and Land Office.
4. Paving Production and Installation by the Head of the Water Resources and Highways Office;
5. Elderly Care by the Head of the Social Services Office;
6. Baby Care by the Head of the Health Office;
7. The Partnership and Marketing Division is led by the Head of the Cooperatives, Small and Medium Enterprises, and Trade Office; the Head of the Culture, Youth and Sports, and Tourism Office; and the Head of the Communication and Informatics Office;
8. The AC Cleaning Business is led by the Head of the Industry and Manpower Office, assisted by the Goods/Services Procurement and Development Administration Division; the Economic and Natural Resources Division; and the Sub-district and Village Divisions.
9. The Information Technology Systems Development Division is led by the Head of the Communication and Informatics Office; and the Monitoring and Evaluation Division is led by the Head of the Economic and Natural Resources Division.

Furthermore, to support regional economic recovery, accelerate poverty alleviation, and create jobs, the Surabaya City Government developed a Labor-Intensive Program involving low-income families in Surabaya's development. Surabaya Mayoral Regulation Number 83 of 2023 concerning the Labor-Intensive Program in Surabaya City was issued in 2023.

The labor-intensive program is divided into non-agricultural and agricultural sectors. The non-agricultural labor-intensive program, which operates in 12 locations, includes one paving production facility, one uniform tailoring facility, three laundry facilities, four car and motorcycle wash facilities, one batik house, one sewing house, and one air conditioning service facility, with a total of 224 low-income households (MBR) receiving interventions.

Meanwhile, the agricultural labor-intensive program operates in five locations: one fisheries facility, one agriculture and livestock facility, two agriculture, fisheries, and livestock facilities, and one Romokalisari fish center culinary facility, with a total of 45 low-income households receiving interventions.

In other sectors, there are 49 small-scale enterprises (SWK) with 519 low-income households receiving interventions, 933 grocery stores with 262 low-income households receiving interventions, 10 markets with 517 low-income households receiving interventions, and a uniform sewing facility with 46 low-income households receiving interventions. This labor-intensive program in the Surabaya City sector is strengthened by the EPEKEN app, a marketing platform developed by the Surabaya City Government to help market the program's empowerment products. The program is supported by the Surabaya City Government, requiring all civil servants (ASN) to spend on the app, meeting a minimum monthly limit determined by their position. To ensure the program's sustainability, the city government imposes a penalty of delayed disbursement of performance allowances for regional government agencies (OPD) whose employees fail to fully spend within the established quota.

Consequently, Surabaya currently boasts dozens of Labor-Intensive Houses (RPK). Businesses include car/motorcycle washing, laundry, uniform sewing, culinary businesses, and urban farming. The government provides the assets (premises) and equipment, while beneficiary families (KPM) manage operations. Data integration, using barcode stickers on beneficiary homes, helps track aid history, reducing the risk of budget overlap.

The Paving Geprek labor-intensive program (Economic Improvement Movement) involves 161 people from poor families who have been intervened (given assistance/employment) to become economically independent. • Production infrastructure owned by 11 Paving Production Houses (RPK) and 22 Production Groups spread across various locations in the Surabaya City area. Rapid growth is shown in the 2022 to 2023 data. Production results increased sharply from 9,905 square meters to 24,377 square meters (so a total of 34,282 square meters over 2 years). Purchase Value: The government or related parties purchased this product through a local e-catalog with a total value of 2.12 billion rupiah. This shows that their products are selling well in the official market. After deducting production and operational costs, the average poor family earns an income of over 3 million per person per month.

The production of U-Ditches (concrete water channels) as part of the economic empowerment program is one of the core programs: Labor-Intensive and Economic Independence, involving local residents to increase their income. Production began on August 1, 2023, at the Tambak Wedi Labor-Intensive House. It involved 18 people divided into two work groups. With production capacity focused on only two main sizes: the 40/60 and 30/40 types. In one month, they are able to produce up to 100 units for the large size and 216 units for the small size. From this program, each worker earns an average income of around IDR 3.5 to 3.9 million per person per month.

4.2. Analysis of the 5Ps of Empowerment in Surabaya

Based on research data, an analysis using the 5Ps of empowerment theory for this program can be conducted as follows:

1. Possibility

This stage involves creating an atmosphere or climate that allows the potential of poor communities to develop. The Surabaya City Government implements "possibility" by converting vacant land, abandoned buildings, or warehouses owned by the city government into "Labor-Intensive Housing." The government provides a "platform" or physical access. Without access to business premises, poor residents would be unable to start independent businesses.

2. Strengthening

This stage focuses on increasing the capacity or abilities of the community through the provision of knowledge and skills. Beneficiary Families (KPM) are not simply left to their own devices, but are provided with vocational training. For example, they are taught industry-standard sewing techniques, fast and clean vehicle washing techniques, and cafe management. Essentially, the Surabaya City Government is providing "weapons" in the form of skills. This education and training aims to ensure the quality of products/services produced by poor residents is competitive in the market.

3. Protection

Empowerment must prevent exploitation and unequal competition between powerful and vulnerable groups. The Surabaya City Government has implemented a "Buy Local Products" policy. The government requires Civil Servants (ASN) and government agencies to purchase uniforms, food, and even paving stones from the production of Labor-Intensive Housing (Rumah Padat Karya). Essentially, the City Government is creating a "safe market." The government acts as the first buyer (off-taker), protecting poor residents from the risk of unsold goods when starting a business.

4. Support

Communities need guidance and support to effectively carry out their tasks or businesses. The role of KSH (Great Surabaya Cadres) and technical assistants from Regional Apparatus Organizations (OPDs) is crucial. They provide moral support, monitor attendance, assist with financial records, and provide daily motivation. Essentially, the City Government provides ongoing support. This support ensures that Beneficiary Families (KPM) do not feel alone when facing operational challenges in the field.

5. Maintenance

Ensuring that empowered beneficiaries remain sustainable and prevent a return to poverty (sustainability), is achieved through regular monitoring of income indicators. If beneficiary households' incomes are stable and exceed the poverty line, they will be "graduated" to make room for other poor residents. Therefore, the City Government is maintaining momentum. The focus is on long-term independence so that beneficiaries are truly free from dependence on government social assistance.

4.3. Relationship to SDG Achievements

The Padat Karya (Work-Intensive) Program in Surabaya contributes to the 2030 global targets. This program is not simply a social assistance project, but rather a strategic instrument that addresses various pillars of sustainable development. Here is a clear explanation:

SDG 1: No Poverty

This is the main focus. The Padat Karya Program in Surabaya targets the lowest decile (the extreme poor).

- 1) Analysis: This program shifts its strategy from cash assistance (which is solely for consumption) to productive empowerment. By providing access to employment at "Padat

Karya" (Work-Intensive Houses), the household income of beneficiary families (KPM) has increased sustainably.

- 2) Indicator of Success: A significant reduction in the number of extreme poor in Surabaya through increased purchasing power.

SDG 8: Decent Work and Economic Growth

This program creates jobs at the grassroots level without requiring complex higher education qualifications.

- 1) Analysis: Many extremely poor people have limited skills or age, making it difficult for them to enter the formal labor market (factories/offices). Labor-intensive programs provide "decent" jobs close to their homes (such as car washes, tailoring, or cafes).
- 2) Success Indicator: The creation of an inclusive local economic ecosystem, where the city's economic growth is enjoyed not only by large corporations but also by home industries.

SDG 10: Reduced Inequalities

Surabaya, as a metropolitan city, faces the challenge of high inequality (Gini Ratio).

- 1) Analysis: By utilizing idle government assets and giving them to the poor to manage, the government redistributes opportunities. This narrows the gap between the rich and the poor in terms of access to means of production.
- 2) Success Indicator: Residents in slums or suburban areas have business facilities of equal quality to other commercial enterprises.

SDG 11: Sustainable Cities and Communities

Labor-Intensive programs often involve environmental management and urban assets.

- 1) Analysis: Many Labor-Intensive Housing (Rumah Padat Karya) are involved in urban farming or waste management. This makes settlements more productive and green, while also addressing the problem of unmaintained land or illegal dumps.
- 2) Indicator of Success: Transforming abandoned assets into clean and organized centers of economic activity.

SDG 17: Partnerships for the Goals

This program will not work if it is carried out by a single agency.

- 1) Analysis: This is the point of multistakeholder collaboration. This program involves banks (capital), the private sector (training/CSR), academia (management assistance), and the media (promotion).
- 2) Success Indicator: Formation of a collaborative ecosystem in which the private sector acts as a buyer of KPM products (off-taker).

5. Conclusion

Based on the research findings on multistakeholder collaboration in poverty alleviation in Surabaya, the following conclusions can be drawn:

1. Strategic Implementation of the Labor-Intensive Program: The Surabaya City Government has successfully operated dozens of Labor-Intensive Houses (RPK) by utilizing unused regional assets, such as vacant land and abandoned buildings, as centers of economic activity for Beneficiary Families (KPM). This program covers various business sectors, from car washes, laundry, and sewing services, paving, U-Dick production, to urban farming, including farming, livestock (chickens and goats), and fisheries. Through these various labor-intensive programs, poor families receiving the programs have successfully increased their incomes, thereby enhancing their empowerment and economic well-being.
2. Effectiveness of 5P-Based Empowerment:
 - Possibility: This is realized through providing physical access to government assets for poor residents to start independent businesses.
 - Strengthening: This is done through vocational and management training to ensure the quality of KPM products/services is competitive in the market.
 - Protection: This is implemented through the "Buy Local Products" policy, where civil servants and government agencies are required to be the first buyers (off-takers) of RPK products.
 - Support: This is implemented through ongoing mentoring by the Great Surabaya Cadres (KSH) and technical Regional Apparatus Organizations (OPD).

- Maintenance: This is done through regular monitoring of income indicators to ensure long-term independence and a stable KPM graduation process.
3. Contribution to SDGs: This program significantly supports the achievement of the 2030 global targets, particularly SDG 1 (No Poverty) by increasing the purchasing power of beneficiaries, SDG 8 (Decent Work) by providing inclusive employment, SDG 10 (Reduced Inequalities) by redistributing opportunities, SDG 11 (Sustainable Cities and Communities) by making settlements more productive and green, while also resolving the problem of previously unkempt land and SDG 17 (Partnership) through cross-sector collaboration involving banking, academics, and the private sector.

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