

Participatory Development Between Government and Local Social Movement to Increase Security for the Low-Income Communities in Bandung Barat, Indonesia

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Abstract

This paper presents the result of research that reflects participatory development between government and local social movement to increase security for the low-income communities in Bandung Barat district by improving public service delivery on The Housing Estate Development Program on Lembang sub-district, at Suntenjaya Village. This research used a descriptive method and qualitative approach. Data was obtained not only from literature study, but also field studies in the form of non-participant observation, in-depth interviews, and documentation. Triangulation techniques serve as a source of data validity checking in the study; then the data is reduced, presented, and concluded. The background of this research came from Suntenjaya Village that succeeds in implementing the housing estate development program for low-income communities. Previously, that village had 41 uninhabitable houses. Afterward their houses became a pattern for this program. Actually, the program does not provide full aid; it only provides a stimulus for the people in the region affected by the program. It is expected that the program could ignite a sense of awareness of coming and working together by helping to repair the uninhabitable



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houses in the region, regarding finance and the rough. With regard to this, the Suntenjaya village has managed to make it happen, both in terms of the implementation of policies and the positive impact that may be caused by the implementation of the policy. Therefore, we are interested in studying the development of participatory between the government and the local social movement on this phenomenon.

Keywords: development, participatory, program, life safety, and security, Suntenjaya

Introduction

Bandung Barat District is the result of developing a region of Bandung District (which now becomes the City of Bandung). The discourse about that had been sticking since 1999, as for this discourse was implemented on January 02, 2007. Bandung Barat as a new district of 1.305,77 km² with 1.408.550 people has a lot of problems, especially in the rural areas of Bandung. It is discovered that many people have lower-middle economic level who need assistance from the local government. A considerable challenge is the basic needs of residence/house; this applies to all people at various levels of the economy, including the low-income people. Housing is an urgent need, the presence of a house in the family becomes the dream of many people, either married or not. Ideally, a house should provide a sense of security and comfort for the occupant, both physically and non-physically^{1,2,3}. Physically, a house becomes a shelter not only from the sun and the rain but also from other external threats. As for the non-physical, the house becomes a comfortable place to socialize among family members, a place to unwind and complain, and becomes the most influential environmental factors on the growth of a person. However, not all houses have these criteria in reality. In the midst of a society that already has inhabitable houses, it is discovered a lot of houses uninhabitable, the known as Rumah Tidak Layak Huni (Rutilahu). One of them is discovered in Bandung Barat District. Since 2009 as many as 28,400 units of Rutilahu have been repaired. This is an annual program, and until 2017 there existed 6,700 units of Rutilahu which have not been repaired yet. In 2017, the target of this program was that 1,950 units could be repaired, and until 2018 as many as 3,000 units of Rutilahu will be repaired by local government, this refers to the availability of budget in each year. Thus, it requires at least 4-5 years to be completed.

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The program is one of the efforts of local government and state government to eliminate the impression of a slum in their regions. If a district has a lot of slums, it will give some implications, such as a health indicator of their regions. In the level of state government, The Housing Estate Development Program is one of the programs of the Directorate General of Human Settlements in Ministry of Public Works and Public Housing, called as “100-0-100”, which means 100% access to clean water, 0% for slums, and 100% for good sanitation. The program is targeted to be realized in 2019. As for the local government level, the program is often used as one of the political promises, both at the provincial and district level. In 2017, there are 1,600 units that will be repaired using local government budget with the amount of 5 million rupiahs/unit, 50 units from provincial government with the amount of 15 million rupiahs/unit. However, it should be emphasized that the program is only for a stimulant, in other words, the program does not provide full assistance, and thus the remainder is expected to be improved privately by the owners and by the local social movement.

This help is not necessarily given directly by the local government, but it must be handed over to non-governmental organization (NGO) which is then distributed to the people who need to be verified by the consultant first. The help is in the form of building materials, instead of money. Based on the latest data in 2017, the largest number of Rutilahu is in Cililin sub-district which is 232 units, followed by Sindangkerta sub-district with 170 units, and Cipeundeuy sub-district with 156 units. The sub-districts which have fewest Rutilahu are Parongpong with 70 units and Ngamprah with 86 units.

However, along with the revival of program in the people, there are still some irregularities, for example, people did not know the amount of funds they would get, people who claimed only received ½ of the funds, and some people did not know the aid nominal that they obtained because it was completely converted into building materials. This incident was experienced by two residents from Sindangkerta sub-district, specifically at Cikadu Village, as reported by some media coverage. The other obstacles are the regulations that are overlapping, between article No. 1 of 2011 about Housing and Settlement Monitoring and No. 23 of 2014 about Regional Government.

The improvement program of Rutilahu as intended at the beginning of its initiation, the program could ignite a sense of awareness of coming and working together to help to repair the houses uninhabit-

able in the region, both in terms of financial and the rough. Thus, the program does not provide help in full, just as a stimulus for citizens of the people in the region affected by the program. Building or repairing houses together is not a new case in our society because the culture of mutual cooperation has been passed by the predecessors of this country and included in the historical parts of the development of Indonesian society.

A successful program is reflected in Lembang sub-district at Suntenjaya Village. The program is running well because of cooperation between the local government, private sectors, and local social movement. The local social movement has repaired as many as 41 uninhabitable houses which started on October 2015. Additionally, the benefactors from Lembang contributed to this program. The benefactors can choose their own Rutilahu that will be fixed. In addition to the homeowners, Rutilahu funds are submitted to the local committee or collected in the sub-district government first and then submitted to the development committee^{4,5,6}. Each house received an average grant of 5 to 10 million rupiahs, but there are some houses that were being rebuilt. Brimob in Cikole also contributed for development funds. This program will be used as a pilot project for more villages in Lembang by collecting funds from residents. Repairing uninhabitable houses with the collaboration process between the government and the local social movement there is found very helpful to accelerate the development program as well as to increase the life safety and security.

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Theoretical Framework

Dissecting a research topic would require a proper approach. When research attempts to reveal community involvement in development, it is appropriate to use Arnstein's⁷ "A Ladder of Citizen Participation" concept as its theoretical framework. This concept became a reference for reformers for more than four decades, this imaginary ladder or later known as The Arnstein's⁷ Ladder containing eight steps as a symbol of eight levels of public participation. Arnstein⁷ sequenced the eight steps from the lower to the higher level of public participation, and conversely. The eight descending steps are as follows: 1) Manipulation; 2) Therapy; 3) Informing; 4) Consultation; 5) Placation; 6) Partnership; 7) Delegated Power; and 8) Citizen Control. Then, Arnstein⁷ grouped the eight stairs into three categories, namely 1) Nonparticipation; 2) Tokenism; and 3) Citizen Power. In order to have a better compre-

hension of the eight rungs and the three sections, the author tries to show it in the form of the following chart.

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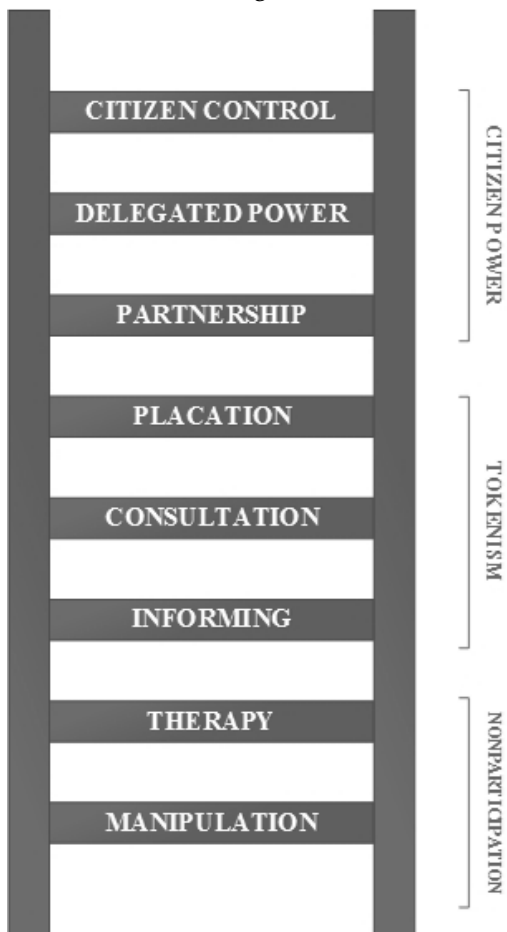


Chart 1 – A Ladder of Citizen Participation⁷. Sources: Arnstein, Sherry R.⁷

Nonparticipation

In this section, there is almost no public participation. The public is an utmost part of the policy objectives, the authority of the ruler is dominant and deliberately wipes out all forms of public participation. As for the nonparticipation, there are two rungs in the lowest order, which are Manipulation and Therapy.

- At the Manipulation level, they elect and educate some people as representatives of the public. When they propose various pro-

grams, the public representatives always have to agree. The public, however, is not notified about it completely; and

- At the Therapy level, they inform slight information to the public about some of the programs that have been approved by the public representatives. The public can only listen.

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Tokenism

In this section, the ruling authority creates the image with no longer precluding public participation. However, it is different in reality. Participation is indeed allowed, yet it is ignored. In the end, the ruler will still execute his original plan. There are three middle rungs in this section, which are Informing, Consultation, and Placation.

- At the Informing level, they inform various programs that will and have been implemented. However, it is only communicated in the same direction; the public is still unable to communicate feedback directly;
- At the Consultation level, they discuss programs with many elements of the public on various agendas. All suggestions and criticism are heard, but those in power will decide whether public advice or criticism is used or not; and
- At Placation level, they promise to consider suggestions and criticism from the public. However, their promises are just promises because they secretly run their original plan.

Citizen Power

This section is a condition in which public participation has a dominant role; the ruling authority is prioritizing public participation in various matters. As in this section, there are three highest ladders, namely Partnership, Delegated Power, and Citizen Control.

- At the Partnership level, they treat the public as a co-worker. They are the partner of the public in designing and implementing various public policies;
- At the Delegated Power level, they delegate some of their authority to the public. For example, the public has a veto in the decision-making process;
- At the Citizen Control level, the public is more dominant than the policy implementers, even up to evaluate the performance of policy implementers. The ideal public participation exists at this level.

Based on the Arnstein's Ladder⁷, the authors then identify the extent to which community participation in this program at Suntenjaya Village, and its relation to the impact of that participation.

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In order to understand the participatory development for improving public service delivery on The Housing Estate Development Program for Low-Income Communities at Suntenjaya Village, the authors used a qualitative approach. The authors assume that a qualitative approach is relevant as the basic method applied in this study because the phenomenon that occurs cannot be measured appropriately (quantified). Through this approach, the authors can examine the perspective of participants who have the authority, data, information, and the relevance of that topic. Participants perspective were assessed with the aim of understanding social phenomena from the participant-related perspective.

As for the expanding and researching processes, the authors used the descriptive method. The descriptive method is conducted to see the value of the independent variable by considering the events based on data or facts that happen, which then are compiled and analyzed. The descriptive method also includes an explanation of the rich data, so that we can explain the complexity of a problem. The data was obtained by using literature study and field studies in the form of non-participant observation, in-depth interview, and documentation. Triangulation techniques serve as a source of data validity checking in the study; then the data is reduced, presented, and the conclusions are drawn.

Discussion

Being a Tourist Village, a destination that is being initiated by Suntenjaya Village, a village in Lembang Subdistrict, located on the border of West Bandung regency and Bandung regency, into an area adjacent to the tourist area and Maribaya plantation. Suntenjaya is interesting to discuss because a lot of media discuss the success of this village in running the program *Rumah Tidak Layak Huni*/Improvement of Inadequate Home (Rutilahu) which amounted to 43 units. The program started in October 2015, and this success is closely related to community participation. As expected, the community becomes the centre of strength in this program. The community can be stimulated to cultivate a sense of togetherness and caring. Community-driven develop-

ment is the main topic highlighted in this program, resulting in a positive effect of sustainability and continuity.

The success of this Rutilahu program depends on the participation of the community in running the program. Thus, in this position, the active role of the community is very important for the smoothness and success of this program and the achievement of the goals steadily. In the development of this program, a lot of active participants are also required for the sustainability of the program. In addition, the roles of community leaders, both formal and nonformal, are very important especially in influencing, setting a good example, and mobilizing the involvement of all citizens in the environment to support the success of the program. Especially in rural communities, the roles become a determinant factor because the position of the community leaders who are still very strong, and often they become a role model in all activities of the citizens' daily life. The perception of the community towards a particular program is the foundation or basis for the emergence of a willingness to be involved and to have an active role in every activity of this program

We tried to trace the location of Suntenjaya by seeing Mr. Dase, the *Kaur Kesra* of Suntenjaya village. He informed that Suntenjaya is divided into four hamlets covering 17 RW and 50 RT. In connection with the Rutilahu program, in 2017 it was proclaimed that as many as 43 units could be repaired. In the meantime, the selected location is in Kampung Patrol Tonggoh RW 12 because the location is considered as the poorest area. The Rutilahu program is integrated with the program of Peranan Wanita Menuju Keluarga Sehat Sejahtera 'Role of Women Toward a Healthy Prosperous Family' considering the target of this program that is prioritized for elderly widows/women who are dependent on their families/economically disadvantaged conditions.

The programs that are held in Suntenjaya always follow the government program and the budget for this Rutilahu program is derived not only from the government, such as APBDes but also from the province. Some interesting things found in this village are that family values are very close, the funds collected to build houses are mostly from the participation of the people who are in mutual partnership and shoulder to the other people who according to the local people deserve to get assistance in the form of materials for building homes and energy from the community also to build the house.

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Furthermore, the mutual aid in the community is very strong. The building that was erected was a permanent building even though the budget from APBDes was only 5-5.5 million gross (excluding PPN and PPH). But a very strong level of mutual help from the people themselves who can help the people belonging to the poor category to be helped to build a habitable house. The community in Suntenjaya village is overall very supportive and enthusiastic about the programs proclaimed by the government.

The budget to build a habitable house in 2017 comes from the P2K-WSS program. The buildings included in this program consist of permanent houses and unisocial building GRC (half body) and the program itself is called as a self-help program. Renewal of the current program is aimed at putting up bricks beforehand. Although it needs inadequately to be attached to the budget, what is important for this time is the house that will be inhabited by residents who received the assistance can feel the shade first.

If the construction of the houses only relies on the funds obtained from APBDes, most built buildings will only be the GRC or half-body houses that last only a few years, unlike the permanent houses. Besides, if it only relies on APBDes, it will be likely to become Rutilahu which need to be renovated again. According to Kaur Kesra, if at the time of construction of the house using brick as the foundation material also although it will be exposed to rain or hit by earthquake tremor will be more durable, so later that already get the aid other residents can continue construction of house already there it gets better and the possibility of being built a permanent home. If people in the village of Suntenjaya get calamities such as natural disasters, house fires, and other disasters, they will always cope with the hardships together. It is caused by the close kinship and mutual help that are strong in the community residents of Suntenjaya Village. The community is always convinced and believes that no matter what difficulties they face, they can surely be solved if they are together.

The system of election targeting of this program is by selecting, the village administration conducted a direct survey to the field and according to the village data about which hamlet exist in Suntenjaya that deserve to get the help of the construction of the house by means of this crawl through several stages. The administrators of RT and RW are also very helpful in determining the target. It is informed that Dusun Patrol, a settlement that is a part of the village Suntenjaya, is arguably

the poorest among other hamlets. The help is given not only to Dusun Patrol, but also other hamlets which housing is not fit for habitation.

The community participation in Suntenjaya village is very good. The community participates in the process of development of this village because they realize that the development of the program is important and also recognize that all citizens in this village Suntenjaya is family. The way the community develops this program is by giving its energy coming from the importance of having shelter and mutual cooperation. In addition to the funding from the government, the funds are partly from the residents, each RW, and the cooperation with outsiders such as from cooperatives, police, military, sub-districts, markets, and donors. Moreover, in development for the program of 2017, there are 43 units of houses to be renovated. And if the program is just relying on funds by one village alone, it will feel rather hard. The subject of funding for obtaining cooperation and funds from outside parties is governed by the Head of Suntenjaya Village.

This program has succeeded in mobilizing community participation, but prior to this program, the people in this Suntenjaya Village have already done this kind of program. The fund is not big because it comes from society only. In addition, the growth of self-help and the presence of volunteers or donors who work sincerely without asking for reward in society is also very helpful in the development of this program. Then about the donor, per unit of the house to be built and determined by the donor will be available project board that characterizes the unit of funds from whom and built by whom. This information will inevitably break into the village because of the village that has the program, but to decide which unit it is from the donator because the size of the fund will affect how the unit is made.

The determination of housing units that need to be built is not decided by the village, but by the donors. The village only provides data informing about the residents of the houses and the number of the fund the village needs to the donors. The donors will also begin to help and confirm it after knowing the information obtained from the village.

The committee in the development of this unit does not entirely involve the village. The role of the village apparatus is only monitoring. The committee is directly available from the community, which consists of the RW as the village community leaders and the chief executor in the implementation of this program is from its RW chairman. The

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application subject of people involved in this development also comes from the community, the existence of a joint system and voluntary assistance.

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In terms of deciding on policy items, the decision of the policy points of the program is often based on the deliberations within the scope of the RW. The system is that the head of the hamlet organizes deliberations in each RW, for example, what is planned in APBDes 2018 and what the fund is used for. When it is planned, it later continues to the plan of Rutilahu, which house to be built. Previously the determination which houses need to be assisted in the areas involves the chairman of RW and the head of RT because they understand and know the community very well. As for the deliberation of the hamlet, when the level of RW has got the agreement from the previous deliberation, a meeting is then held with the head of the hamlet, followed by the village meeting to determine the APBDes associated with this. The Suntenjaya village consists of 50 RT, 17 RW, and is divided into four hamlets.

If the budget is too high, they will hold negotiation first, for example, the budget there are so many of the residents who had been prepared by them because especially considering the budget of the APBDes is light and not too high. In this case, the budget received for one RW per year is often enough for 1 unit only. Regarding this issue, the chairman of the RW and the head of the RT will help by directing the citizens to do cooperate and within a year they can raise funds to build houses. Subject material purchases and the use of funds to buy the funds are mostly from the APBDes and the financial of income and expenditure of funds from the treasurer and arranged about the existence of pieces such as VAT and Pph into the material store, then that later live informs the chairman of RW local that the money needed so much and money that has been cut Ppn and Pph it so, so later when will need goods to stay to the material store and accompanied by the chairman of the RW and 2 other witnesses who come to the place. The money received from the donors will be accepted by the committee, which is a village device that is RW monitor the committee when the money from the donator is bought materials to the building materials, then later brought goods according to who received it to be used to build a house.

The village also assisted in the formation of the committee. When the committee was formed, all decisions were on the committee, and

the village did not intervene much in its implementation. The village fully believed in the committee led by a local RW chairman. In the meantime, the committee consists of a community leader, RT, RW, and head of the hamlet. The committee was established at the level of RW, and the chairman of the committee was usually the head of the RW. The duty of the head of the hamlet was to supervise the continuity of the program, and the head of the hamlet acted as the representative of the village.

The committee in this program consists of the chief executor, secretary, treasurer, and purchasing the team. As previously described, the chairman of the RW has to be accompanied by 2–3 witnesses to purchase goods needed for building houses in material stores. Because the majority of their livelihoods are farmers, planters, laborers, and ranchers, so if there cannot be accompanied replaced by others, and the people entrust to the witness because surely the witness is part of the community itself.

The challenge of this Rutilahu program is especially from the budget factor. For example, in the situation when people want to get full coverage, but the available budget from the APBDes is limited to only 5–5.5 million/unit, the villagers assist each other to raise funds to collect additional fund needed. Fortunately, the majority of the people in this village is fairly independent. They also have the authority on decision making which has been previously discussed together in deliberation. Therefore, in this fundraising people will not feel ignored because they are helping each other.

In this program, the counseling was conducted by PKK and the villagers who went directly to the region to provide education and insight to their citizens about this program of Rutilahu improvement. Furthermore, the enthusiasm of citizens themselves is very high, and this becomes an important point in increasing the community's insight and the confidence of the people. The community will also realize to help relatives in the area of housing construction. When the counseling takes place, it sometimes gets recommendation or data of houses that need to be assisted. The family who receives this program will be invited to the village to get counseling with the aim to avoid misunderstanding and to get a better understanding of the program. When they have been given counseling and clear explanation at the village level, they will receive confirmation and follow-up which will be arranged further by the committee.

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Deliberation consensus becomes a necessity in this village because the most appropriate way for the community, which is in accordance with the culture of the people, is by consensus. Meetings conducted at the location can be held up to 3 meetings a week. The donors have the right to donate the money that is given to the committee and to decide which unit they want to build. However, the donors have no right to determine which unit to be built; they simply hand over the affairs to the village. These existing donors are usually clustered, instead of an individual.

The Rutilahu program in this village has not received any assistance from the provincial or central government. The assistance is only from the district and has built as many as 15 units, while the assistance from the existing APBDes has reached 11 units. The program is dominantly based on the initiative of Suntenjaya Village and the awareness and initiative of its citizens on the basis of kinship. This program has already existed from the district before the village itself took the initiative. Every year the district provides this program, while the village initiative is a conversion of 1 billion program fund from president Joko Widodo which then at the level of the village it is converted to run this Rutilahu program.

In the case of mutual cooperation in this village, in addition to the manpower donation, there is also building material aid. For example, in RW area which is the target of Rutilahu program development, it receives various donations such as building, food, manpower, or the ability of each citizen although the aid comes from different RW. The mutual cooperation in this village is very good, and the citizens help each other. This donation cannot be pegged and are made voluntarily from the citizens who have time, energy, and money.

Mutual cooperation has been around since the past around 1997. Kampung Asrama RW 8 has implemented this kind of program before because they already have a similar program. Although the program is not clustered yet. The initiative and the system regarding this matter at that time were only at the level of RW with its citizens. This is easy because the people are easy to build and the resources are relatively easy to get. Problems of home improvement workers or who assist in the construction process there are mere to help socially there are also paid. The paid worker is the worker who is the leader because he or she is responsible for carrying out the direction of the committee and mediating differences of opinion among the workers. The rest of them

are solely for the social and feel the existence of social responsibility as villagers who need mutual help to improve the development of the village.

In this development process, the parts of existing ones such as tile and others that are still feasible to be used are reused in order to reduce the expenditure. The building materials, however, will be replaced with the new ones if the status of the building material is no longer usable. Recipients of the renovated Rutilahu can easily find a temporary residence, either in their neighbours or relatives, and the construction lasts for 7–10 days long. The recipients of this Rutilahu program do not have to worry about where to live because other residents and their relatives will surely accept them to stay until their houses are finished. Because of the synergy between the citizens and the program, the unit that receives the renovation becomes habitable or feasible to live in.

Rutilahu in principle aligns with the principle of social security, which according to the International Labor Organization (ILO), is a system of protection provided to the community through various efforts in dealing with economic or social risks that can lead to cessation or greatly reduced income. Point 1 Section 1 of Presidential Regulation Number 109 of 2013 about Staging the Participation of the Social Security Program explains that social security is a form of social protection to guarantee all people to be able to fulfill the basic needs of their proper life. The social security that applies in Indonesia is *Sistem Jaminan Sosial Nasional* (SJSN) ‘The National Social Security System’ which is carried out based on the principles of humanity, the principle of benefit, and the principle of social justice for all the people of Indonesia. The SJSN aims to guarantee the fulfillment of the basic needs of a decent life for each participant and his family. The Rutilahu system is different from insurance. Social security in Rutilahu lies in how the Government ensures that all citizens are safe and secure their lives from the condition of uninhabitable housing.

Conclusion

Based on the explanation, the writer concludes that community participation in Suntenjaya Village in this renewal of Rutilahu program is at the level of Partnership, with the rationalization of Suntenjaya Village Government incorporated in partner society. They partnered in putting together and applied the Rutilahu simultaneously. Suntenjaya Village Government knows very well without any interference from

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the community that this program will not work properly because the target of the shipyard is to make Rutilahu a community, as for its program to stimulate the community in order to grow a sense of concern and togetherness in the community. Thus, it is expected in the future every chapter in the community can be more easily solved through cooperation from various parties; the community becomes more sensitive and responsive in the surrounding bulletin. Growing society in this order will reconstruct new habits in social habitat, and thus civil society can be realized.

Notes

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