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# Can Public Flats Bridge the Gap? Housing Solutions for Low-Income Residents in Brebes

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## Abstract

The provision of adequate housing for low-income communities (MBR) in Brebes Regency is a significant challenge in the context of rapid economic and population growth. This article examines the dynamics of the development of Simple Rental Flats (rusunawa) as an

affordable housing solution for MBR. Through a qualitative descriptive approach, this study explores government policies, challenges faced, and the potential of rusunawa in improving the quality of life of the community. The results of the study indicate that although rusunawa offers accessibility, security, and comfort, there are still obstacles in the socialization and understanding of the community regarding this facility. Therefore, further efforts are needed to improve public information and participation in rusunawa management. This study is expected to provide recommendations for policy makers to create more inclusive and sustainable housing solutions.

### Keywords

*Housing, low-income communities, rusunawa, government policy, quality of life.*

### A. Introduction

Based on the Preamble of the 1945 Constitution of the Republic of Indonesia (UUD NRI 1945), the state has the responsibility to protect all Indonesian citizens. One form of this protection is through the provision of housing. The provision of houses and settlements aims to fulfill the basic need for shelter, which is crucial for improving and equalizing community welfare. Furthermore, Article 28H paragraph (1) of the 1945 Constitution explicitly states that every person has the right to a decent living, both physically and mentally, to have a place to live, and to obtain a healthy and decent environment. To realize these constitutional provisions, the government has established policies through the issuance of Law Number 1 of 2011 on Housing and Settlement Areas (Law No. 1/2011), serving as the legal foundation for managing and providing adequate housing.<sup>1</sup> Therefore, the provision of adequate housing is inseparable from the national development agenda, as housing availability is a crucial foundation for creating a productive and prosperous society. Infrastructure development for housing must also be

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<sup>1</sup> Indonesia, Undang-undang tentang Perumahan dan Kawasan Pemukiman, UU No. 1 LN Tahun 2011 No. 7, TLN No. 5188.

aligned with the principles of social justice, so that all layers of society, especially low-income groups, can equally benefit from development.

National development is fundamentally an effort to comprehensively develop human beings and all layers of Indonesian society. The primary focus of this development is to improve the quality of life and welfare of the entire population, thereby achieving balance in development and prosperity—both physically and spiritually—within Indonesian society. One fundamental element of public welfare is the fulfillment of basic needs, particularly decent housing.<sup>2</sup> A house is a basic human need that must be met to ensure a decent, safe, and dignified life.

In the context of sustainable development, the provision of decent housing is one of the key indicators of social welfare. However, in reality, Indonesia still faces major challenges in providing adequate housing, particularly for low-income communities (MBR). The imbalance between population growth and land availability for housing has led to significant increases in land and housing prices, making it difficult for economically vulnerable groups to access homeownership. This phenomenon is not limited to major cities but is also increasingly felt in satellite cities and regencies experiencing significant economic and population growth.

To address this issue, local and central governments have initiated the construction of Simple Rental Flats (Rusunawa) as an innovative solution. Rusunawa serves as a vertical housing alternative that maximizes land use while providing low-income communities (MBR) with access to decent housing at affordable rental prices. MBR refers to communities with limited purchasing power who require

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<sup>2</sup> Setyawan, Abietya, et al. (2020). Tingkat Efektivitas Pembangunan Rumah Susun Sederhana Sewa (RUSUNAWA) Bagi Masyarakat Berpenghasilan Rendah (MBR) Di RUSUNAWA Tanggulrejo Kecamatan Tempuran Kabupaten Magelang. *Jurnal Mahasiswa Administrasi Negara (JMAN)*, Vol. 4, No. 2.

government support to access public housing.<sup>3</sup> In Brebes, the rusunawa development program has become one of the priorities in urban area management and fulfilling housing needs for those without homes. According to Law Number 1 of 2011 on Housing and Settlement Areas, a house is defined as “a building functioning as a habitable residence, a family development facility, a reflection of its occupants’ dignity, and an asset for its owner.”<sup>4</sup>

Brebes Regency, as an area experiencing significant economic and population growth, faces challenges in providing decent and affordable housing for its people. As housing demand increases, land and housing prices continue to rise, making it difficult for low-income communities (MBR) to own or rent decent and affordable homes. To address this issue, the Brebes Regency Government has issued Regent Regulation Number 50 of 2021 on the Management of Simple Rental Flats (Rusunawa) in Brebes Regency. This regulation aims to govern the management of rusunawa as an affordable housing solution for the public, especially MBR.

The construction of Simple Rental Flats (rusunawa) in Brebes is not only focused on providing affordable housing but also aims to support urban area management to make it more orderly, healthy, and environmentally friendly. The presence of rusunawa is expected to reduce the number of slum areas, improve the quality of life of the community, and create a harmonious social environment. Additionally, rusunawa design also considers standards. The management of rusunawa in Brebes is comprehensively regulated through Regent Regulation Number 50 of 2021, which includes criteria for prospective occupants, utilization procedures, rights and obligations of occupants, and monitoring and administrative sanction mechanisms. One of the main requirements to occupy rusunawa is that prospective occupants must belong to the low-income community category, with income not exceeding three times the regional minimum wage and not

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<sup>3</sup> Article 1 of Law Number 20 of 2011.

<sup>4</sup> Law Number 1 of 2011 on Housing and Settlement Areas.

owning a house.

This article discusses the dynamics of rusunawa development and provision in Brebes Regency as a solution to the need for affordable housing. It will examine various policies implemented by the local government, assess the extent to which rusunawa meets the needs of low-income communities, and identify various obstacles in its implementation. Furthermore, this article will also explore the potential of rusunawa as part of sustainable and inclusive regional development.

Given the limited access to decent housing for low-income groups, it is crucial for the government and related parties to continue exploring alternative solutions such as rusunawa. This study is not only relevant from a technical housing provision perspective but also touches on dimensions of social justice, spatial planning, and people-oriented public policy. It is hoped that the findings of this research will provide practical recommendations for local policymakers and serve as inspiration for other regions with similar conditions to develop adaptive and sustainable housing solutions.

This study employs a descriptive qualitative research method conducted through a literature-based approach. The primary objective of this approach is to explore and deeply understand the dynamics and development of Simple Rental Flats (Rusunawa) as an affordable vertical housing alternative in Brebes Regency. The literature review method involves analyzing various reference sources such as books, scientific articles, academic journals, government regulations, and regional spatial planning documents directly related to the topic of vertical housing provision and fulfilling housing needs for low-income communities (MBR).

## **B. Fulfillment of Housing Needs for Low-Income Communities**

The need for shelter plays a vital role in human life. Fulfillment of shelter needs reflects an individual's status in

society. For low-income communities (MBR), obtaining decent housing is a significant challenge due to various factors, including continuously rising land prices and limited housing availability, making housing seem like a luxury. Therefore, this research focuses on housing needs for MBR, particularly in Brebes Regency. With limited land and soaring land prices, MBR in Brebes Regency increasingly struggle to meet their housing needs.

The need for homes or housing continues to increase annually in line with population growth. Limited land and various existing activities make it difficult to meet housing needs. A house must be able to guarantee family needs for growth, provide opportunities for interaction with neighbors, and create peace, happiness, and comfort in every aspect of life.<sup>5</sup> For low-income communities (MBR), fulfilling housing needs is extremely difficult. Therefore, intervention from other parties, such as the government or non-governmental organizations, is necessary to take required steps to provide housing for MBR. Through collaboration among various parties, it is hoped that MBR will have easier access to decent housing.

Nationally, rusunawa construction has become part of the priority program of the Ministry of Public Works and Housing (PUPR). By 2023, over 400 rusunawa towers had been built across Indonesia, demonstrating the state's tangible intervention in expanding housing access. These rusunawa are intended for groups such as informal workers, laborers, low-ranking civil servants, students, and disaster survivors. This program aims not only to meet housing needs but also to reduce slum areas and strengthen social inclusion.

Supporting areas or regencies experiencing rapid economic growth also feel the urgency for affordable housing, including Brebes Regency in Central Java. Brebes, characterized by its agrarian nature and growing light

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<sup>5</sup> Prastiyo, Anggih, et al. (2022). Evaluasi program penyediaan perumahan pada masyarakat berpenghasilan rendah di kota Bukittinggi. *JRTI (Jurnal Riset Tindakan Indonesia)*, Vol. 7, No. 3.

industries, faces increasing pressure in housing demand. Population growth and high economic activity have driven up land prices and housing demand, especially in strategic areas such as Brebes, Wanasari, and Jatibarang Subdistricts. On the other hand, MBR's ability to access standalone houses is increasingly limited.

Data from the Central Bureau of Statistics (BPS) of Brebes Regency in 2022 shows that out of a total population exceeding 2 million, approximately 18.6% of households still live in substandard housing.<sup>6</sup> This fact reflects how far the achievement of decent housing remains from being realized for most Brebes residents. Therefore, rusunawa development is a strategic and urgent step in addressing the need for affordable housing, as well as a form of local government intervention against housing access inequality. The presence of rusunawa is not merely a temporary housing provider but also a manifestation of the state's presence in guaranteeing the right to housing as stipulated in Article 28H paragraph (1) of the 1945 Constitution. Additionally, rusunawa implementation is a fulfillment of the mandate of Law Number 1 of 2011 on Housing and Settlement Areas, regulating access to decent, safe, and affordable housing for all society.

In response to this need, the Brebes Regency Government has also issued Regent Regulation Number 50 of 2021 on rusunawa management. This policy serves as the legal framework for rusunawa construction and management in the region. Several rusunawa units have been realized and are being used by target communities, such as informal workers and young families.

### **C. Simple Rental Flats (Rusunawa)**

In Indonesia, apartments are categorized into three main types, one of which is the Simple Apartment (Rusuna). Rusuna is a multi-story building used as a residence,

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<sup>6</sup> Accessed on April 13, 2025. Brebes Regency in Figures 2023 - Central Bureau of Statistics of Brebes Regency

constructed in a specific area. Each housing unit is equipped with basic facilities such as a bathroom or WC and a kitchen. These facilities may be located within the unit or separately and used communally. There are several technical regulations governing Rusuna, including a maximum sale price of Rp75,000,000 per unit (including ownership certificate or strata title), and a building area per unit not exceeding 21 square meters. Additionally, Rusuna construction must follow technical standards set by the Minister of Public Works. Other provisions state that Rusuna units must be the first home ownership for buyers, used as private residences, and cannot be transferred for five years from the date of ownership.

Another type is the Simple Rental Apartment (Rusunawa), a form of apartment provided for rent to low-income communities who cannot afford to buy their own homes or only need temporary housing. Target groups for the rusunawa program include students, temporary workers, and individuals migrating for work or study. Legally, the provision of apartments and settlements is specifically regulated under housing and settlement area laws. These regulations have been updated to adapt to societal needs and prepare for future development challenges.<sup>7</sup>

According to Article 1 Number 5 of Regent Regulation Number 50 of 2021 on the Management of Simple Rental Flats in Brebes Regency, "Simple Rental Flats, hereinafter referred to as rusunawa, are multi-story buildings constructed in an environment divided into parts structured functionally in horizontal and vertical directions, consisting of separate units, with rental status, built using funds from the State Revenue and Expenditure Budget and/or Regional Revenue and Expenditure Budget, primarily functioning as housing."<sup>8</sup>

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<sup>7</sup> Ainurrofiq, Muhammad. (2018). Dampak Program Relokasi Wilayah Kumuh Masyarakat Kampung Pulo ke Rumah Susun Sederhana Sewa Jatinegara Barat Jakarta Timur. Universitas Islam Negeri Syarif Hidayatullah. Jakarta.

<sup>8</sup> Priambodo, Seina Rizky. (2019). RUMAH SUSUN UNTUK MASYARAKAT BERPENGHASILAN RENDAH (MBR) DI DKI JAKARTA (Studi Kasus: Pengrelokasian Rumah Tapak ke Rumah Susun Jatinegara Barat, Jakarta

## D. Dynamics of Rusunawa Development in Brebes Regency

The construction of Simple Rental Flats (rusunawa) in Brebes Regency is a strategic step in addressing the limited availability of decent housing for low-income communities. Since its inception, rusunawa has been designed as a solution to the need for affordable housing for those struggling to access permanent housing. This initiative began developing around the early 2000s, when the government realized that providing affordable housing was an integral part of poverty alleviation programs.

Rusunawa development in Brebes did not happen overnight but went through several stages, from planning to construction. Around 2010, the involvement of private parties and non-governmental organizations began to strengthen to accelerate rusunawa unit provision. This collaboration reflects a partnership between the government and non-governmental organizations in creating decent and affordable living environments. In addition to cross-sector collaboration, local government policy also became a major driver in promoting rusunawa growth in the region. The local government has established several policies, such as land provision, financial support, and incentives for housing developers. These steps were taken as a commitment to creating affordable housing, especially for groups who have long struggled to access decent housing.

Despite visible progress, policy implementation still faces several obstacles. One is the limited budget allocation from the government, causing some rusunawa projects to be delayed or proceed slowly. Additionally, the level of public understanding about the existence and function of rusunawa remains relatively low. Minimal information and socialization have led to many residents being unaware of how to access this facility. The local government plays a crucial role in rusunawa development—not only as a policymaker but also

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as a bridge between the community and developers. Through various programs, the government strives to ensure rusunawa development meets not only physical aspects but is truly utilized by those in need. Transparent information on requirements and utilization mechanisms is essential to achieving this goal.

Socially, the presence of rusunawa in Brebes Regency serves a function beyond mere shelter. Rusunawa also becomes a place where social interaction and cohesive communities are formed. Residents can help each other, share information, and create a harmonious and supportive environment. Rusunawa also significantly contributes to poverty alleviation efforts. With affordable housing, people can redirect funds to other sectors such as education, health, and other basic needs, positively impacting overall quality of life improvement.

## E. Needs of Low-Income Communities

Referring to Law Number 1 of 2011 on Housing and Settlement Areas, low-income communities (MBR) are defined as “groups of society with limited financial capacity who require government support to obtain housing.” Article 126 of this law states that both central and local governments are obligated to provide facilities and financial assistance to support the construction and ownership of public and self-help housing for MBR.

The government provides different interventions for each group. For MBR who cannot afford to buy a house at all, the solution offered is the provision of Simple Rental Flats (Rusunawa). For MBR who own land or a house but cannot build on it, support is provided in the form of self-help housing construction. For MBR who still have the ability to buy a house but face difficulties in paying mortgage installments, the government provides subsidies through the

## Housing Financing Liquidity Facility (FLPP).<sup>9</sup>

Access to housing near economic and social centers is one of the main needs of lower-class communities. Many of them work in the informal sector or have jobs requiring high mobility, making proximity to daily activity locations crucial. The presence of strategically located and well-planned rusunawa enables residents to access workplaces and public services more easily.

Security is also a major concern in housing provision for this group. Uncertainty about personal and property safety is often felt by lower-class communities. Rusunawa equipped with security systems such as 24-hour surveillance and restricted access provides a higher sense of safety compared to ordinary rented houses, which often lack security. This makes rusunawa a more promising option in terms of protection. Comfort is also an essential aspect of housing. People need not only structurally sound housing but also comfortable daily living conditions. Rusunawa is designed with considerations such as natural lighting, good ventilation, and supporting public facilities—all contributing to improved resident quality of life.

Another determining factor is rental affordability. For low-income communities, rental payment capacity is the primary consideration. Rusunawa offers relatively low rental prices compared to regular rentals, especially due to government subsidies. This makes it a more realistic and economical choice for those facing financial difficulties. However, the extent to which rusunawa meets all these needs remains a challenge to be addressed. Not all low-income people can access this facility. Limited information and understanding of location and registration procedures remain major obstacles. Therefore, more effective socialization strategies are needed to ensure the public adequately understands how to utilize rusunawa.

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<sup>9</sup> Sulasman. (2012). ANALISIS KEBUTUHAN PERUMAHAN UNTUK MASYARAKAT MENENGAH KE BAWAH DI OGAN PERMATA INDAH (OPI) JAKA BARING PALEMBANG. PILAR Jurnal Teknik Sipil, Volume 7, No. 2.

On the other hand, attention to rusunawa construction quality and supporting facilities must also be enhanced. Housing provided for low-income people must not only be cheap but also meet quality standards. The government and developers must ensure that the buildings constructed are truly habitable, safe, and easy to maintain. Direct community involvement in rusunawa planning and construction adds value to this strategic program. By involving the community from the beginning, specific aspirations and needs can be more accurately fulfilled. This not only strengthens a sense of ownership but also increases satisfaction and active community participation in maintaining and developing their living environment.

## **F. Analysis of MBR Rusunawa in Brebes**

The Brebes Regency Government, supported by the Central Java Provincial Government and the Ministry of PUPR, has initiated rusunawa provision in several strategic locations. Rusunawa is an ideal alternative to overcome land limitations and rising housing needs. One active rusunawa in Brebes serves as relocation housing for residents affected by tidal flooding from Randusanga Village. This shows that rusunawa not only addresses housing issues but also functions as a disaster mitigation solution through temporary housing.

The rusunawa building design in Brebes Regency meets basic habitability standards, including adequate ventilation, natural lighting, and supporting facilities such as clean water and sanitation. With a 36-square-meter unit and two bedrooms, rusunawa is positioned as a temporary residence that still provides comfort and safety. Affordability is rusunawa's main advantage. With monthly rental fees starting from Rp97,000, low-income communities can access housing equivalent to simple apartments. Flexible rental schemes and government subsidies provide greater opportunities for MBR to enjoy housing facilities previously difficult to access.

The presence of rusunawa cannot be separated from Brebes' socio-economic dynamics. Most MBR work in the

informal sector, as farmers or daily laborers with unstable incomes. Therefore, affordable yet quality rental housing is a primary need long unmet by the conventional housing market. Thus, rusunawa is a rational and targeted choice.

On the other hand, rusunawa also has the potential to strengthen social integration. By living in orderly, well-facilitated environments, communities previously living in slums have the opportunity to improve their quality of life. Children gain better study spaces, while parents can access public facilities such as markets, healthcare, and education within relatively close distances. However, despite the various benefits offered, not all community segments are aware of rusunawa's existence or occupancy procedures. Low socialization and limited information hinder optimal utilization.

To expand reach and program effectiveness, active local government roles in providing counseling and information access are needed. The Brebes Regency Housing and Settlements Office must coordinate with village and sub-district governments to ensure fair and transparent selection of prospective occupants. Moreover, community involvement from the planning stage strengthens ownership of the occupied housing. More importantly, attention to maintenance and facility improvement is crucial. Rusunawa is not merely a shelter but must become an environment that supports productivity and well-being. Therefore, periodic monitoring of building conditions and resident needs is necessary to ensure rusunawa continues to function as decent housing over time.

Overall, rusunawa in Brebes Regency reflects the government's commitment to providing inclusive and affordable housing solutions. By continuously improving management systems, expanding information access, and maintaining housing quality, rusunawa has the potential to become a strategic instrument in alleviating structural poverty by providing humane and dignified housing for low-income communities.

## G. Conclusion

Based on the discussion above, it can be concluded that the construction of Simple Rental Flats (rusunawa) in Brebes Regency is a strategic step in fulfilling housing needs for low-income communities (MBR). Although rusunawa offers various advantages such as affordable rental costs, strategic locations, and adequate facilities, challenges in public socialization and understanding of this facility remain major obstacles. Local government involvement in providing clear and transparent information is crucial to ensuring MBR can properly access this facility. Additionally, attention to rusunawa construction quality and maintenance must be prioritized to ensure this housing effectively improves residents' quality of life.

Local governments need to enhance socialization efforts regarding the existence and access mechanisms of rusunawa to the public. Counseling programs involving community leaders and non-governmental organizations can help reach MBR groups who are not yet informed. Additionally, involving communities in the planning and management of rusunawa will strengthen a sense of ownership and increase resident satisfaction. The Brebes Regency Housing and Settlements Office should conduct periodic monitoring of rusunawa building conditions and resident needs to ensure the housing remains habitable and meets quality standards. Furthermore, formulating more inclusive and responsive policies for MBR, including better subsidies and financial support, will greatly assist in expanding access to decent housing. With these steps, rusunawa is expected to function optimally as a sustainable and inclusive housing solution for low-income communities in Brebes Regency.

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