

Government Role of Urban Poor Community Empowerment Program in DKI Jakarta

Henny Herawaty Boru Dalimunthe ✉

Department of Nonformal Education, Faculty of Education, Jakarta State of University

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Abstract

This research based on the fact that there still be poor community in urban area, DKI Jakarta. The purpose of this research is giving a view of government role in giving environmental, social, economical, as well as educational help for the community. The result of the research shows that community empowerment program is coordinated by national team of poverty alleviation acceleration (TNP2K). Government institution such as social ministry, public work ministry, empowerment and family welfare movement, community and women empowerment institution and family planning, and DKI Jakarta community empowerment have environmental guidance, social, and economical empowerment program. The result of this research also shows that non-formal education guidance is needed to help poor society who have no chance to have education. The results of this research indeed conclude that the government has already had a role in the guidance of empowering urban poor community in environmental, social, and economical sectors but educational guidance to help empowerment process in the society is needed.

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✉ **Address correspondence:**

Department of Nonformal Education, Faculty of Education,
Jakarta State of University
Jalan Rawamangun Muka Jakarta Timur 13220
E-mail: irosmilawati@untirta.ac.id

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INTRODUCTION

Population density in urban area is the result of the movement of people from rural area to urban area because of economical reason. Easy accessibility of means and infrastructure, health care facility, education and work or job vacancy is the main reason for most of people to make city capital such as Jakarta as an interesting choice. The community don't understand what they hope for, so, their illusions about their prospects drag them to urban area where, at the end, trap them in poverty.

Based on the Central Bureau of Statistic (No.86/9/Th.XVIII, 15 September 2015) on March 2015, the amount of poor community (the community with income per capita lower than line of poverty) in Indonesia had reached 28.59 million people (11,22 percent), and increased as much as 0,86 million people compared to condition in September 2014 which is 27,73 million people (10,96 percent). The manifestation of government role and concern to overcome poverty realized by implementing its legal basis through government regulations. First, Republic Indonesian Regulation no.13/2009 about poverty alleviation.

Second, Presidential regulation no.15/2010 about acceleration of poverty alleviation regulation is aimed to accelerate the declining of poverty rate until 8% to 10% till the end of 2014. Establishing National Team of Poverty alleviation acceleration (TNP2K) which is divided into three clusters, those are: Cluster I, integrated social help program based on family. Cluster II, Poverty alleviation program based on small and micro economical empowerment.

Third, poverty alleviation is set by constitution no.13/2011 article 1 vers 2. It is said that poverty alleviation is a directed, integrated, and continuous effort executed by the government, local government, and/or community and empowerment activity, accompaniment, and facility to meet the basic need of each citizen. So far, it is stated in article 2 that among others, empowerment. is one of the bases of poverty alleviation. DKI Jakarta is one of provinces that participate in empowerment program to overcome or alleviate poverty. DKI Jakarta is the one of several high populated cities. Jakarta become a choice for Indonesian society to look for a better luck or life.

Based on the data from Central Bureau of Statistic (BPS) No.44/09/Th.XIII 15 September 2015, we can see that poor community (community with income per capita lower than poverty line) in DKI Jakarta Province in March 2015 is 398,92 thousand people (3,93 percent). Compared to September 2014 (412,79 thousand people or 4,09 percent), poverty rate declined as much as 13,87 thousand or declined 0,16 points. Compared to March 2014, with as much as 393,98 thousand of poor community (3,92 percent), the amount of poor community increased. by 4,94 thousand or increased .by 0,01 points.

Line of poverty (GK Garis Kemiskinan) in March 2015 is as much as Rp.487.388 per capita per month, that is higher than line of poverty in September 2014 which is as much as 459. 560 percapita per month and higher than line of poverty in March 2014 which is as much as Rp.447.797 per capita per month. Presented in tabel 1.1 below.

Table 1. Line of poverty, amount, and percentage of poor population DKI Jakarta 2014 March 2014-September 2014-March 2015

Month	Line of poverty (Rp/capita/Month)			amount of poor population (000)	percentage of poor population
	Food	Non-food	Total		
(1)	(2)	(3)	(4)	(5)	(6)
Maret 2014	290.030 (64,77%)	157.766 (35,23%)	447.797 (100%)	393,98	3,92
September 2014	297.543 (64,75%)	162.017 (35,25%)	459.560 (100%)	412,79	4,09
Maret 2015	319,595 (65,57%)	167.793 (34,43%)	487.388 (100%)	398,92	3,93

Source: Susenas March 2014-September 2014-March 2015

Alternative strategy to overcome problem of poverty occurred in urban area in various programs has already been done to solve problem of poverty in urban area, DKI Jakarta, but expected result hasn't been maximally gained because kinds of help or aid given to community is in the form of money that spoil the community and make them lazy. Among the aids is Rp.300.000 money aid. Money cash aid without giving accompaniment, management, and obligation to return the loan. It will create a spoiled and lazy pattern behaviour in the community. If this money cash aid is continuously been given to the community, the community will depend on help. They will be spoiled and lazy to work.

Program of help that ideally be given to community is a help that can change their mindset, a help program that can make them to be independent, creative, discipline, and have strong will to be successful and powerful. According to Said, (2012: 158), the changing in the mindset of society will make the society be themselves, more adventurous to be creative and be proud to create. Part of Empowerment program that taking place in community is executed by ministries and non-governmental organization. As for Mardikanto dan Subiato (2012: 39), empowerment is an effort to jack up prestige and praise of society who is in recent condition can't escape themselves from poverty and backwardness. In other word,

empowerment is increasing ability and independence.

Social Ministry of Indonesian Republic, is a government institution focuses in the development of social welfare program that aimed at the empowerment of poor community. Task and function of urban poverty alleviation is done by directorate of urban poverty alleviation. The program conducted by group of joint venture (KUBE – Kelompok Usaha Bersama) and social rehabilitation of not worth staying house (RSRTLH –Rehabilitasi Sosial Rumah Tidak Layak Huni), and social means.

This program gives stimulous aid for business continuation and better quality of business group product that has already been established. The essence of KUBE activity, viewed from social side, is as a place of social interaction and mutual care for each other in meeting their needs. From economical dimension, poor family is directed to have permanent, feasible, and continuous income, having assets, fulfillment of their basic needs, and accessibility to social services (operating procedure 2013). KUBE is established based on proximity of residence, kinds of business and member's skill, availability of resources and socio-cultural condition, having the same motivation and priority to groups established earlier in the community.

The Ministry of Public Work as an executor of poverty alleviation program in urban area (P2KP/Program Penanggulangan Kemiskinan di Perkotaan) that has begun their

activity since 1999 is the manifestation of government effort to build community and local government independence in handling continuous poverty alleviation program. This program established an institution known as non-governmental organization. Recently, the implementation of self-help PNPM in urban area that has built more than 11 thousand BKM/LSM that can be found in about 1.153 districts in 208 city/regency has recruited more than 600 thousand volunteers from local community, and more than 22 million beneficiaries (poor community), through 860 thousand community self-help groups (KSM-Kelompok Swadaya Masyarakat). (resource: PK2P Guidance, 2012).

Based on the above description, it can be stated that the purpose of this research is giving a view to understand how real the government role is in empowering poor community in urban area DKI Jakarta.

METHODS

Research Location

This research is executed in DKI Jakarta. As a nation's capital in Indonesia, DKI Jakarta has a role as a center of government, education, and many kinds of businesses. This will cause population density. But poor community still keep staying in Jakarta with various consideration, among others: distribution of poor population staying in North Jakarta is 23,32% East Jakarta is 23,06, most targeted family income data is North Jakarta, that is 50,291, Central Jakarta 24,921, West Jakarta 33,588, South Jakarta 9,608, East Jakarta 46,908. (source: DKI Jakarta Governor instruction no.7/2011).

DKI Jakarta is included to receive city PNPM aid program. Based on evaluation of slum citizen association (RW – Rukun Warga) 2013 there is 1682 slum neighbourhood association. Implementing family welfare program.

Subject and Sample of Research

According to Sugiyono (2010: 118) sample is a part of total number and characteristics of given population. The use of *sampling purposive* to select samples is a suitable technique with certain consideration. Research subject is a person or information source who can give data or information to the researcher.

This research makes use of many approaches in collecting data/information sources. The research samples are the government and empowerment institution that take place in DKI Jakarta by several government agencies. Collection of research sample make use of qualitative approach in getting information. Executor of the program are: a) local governments who have authority to decide policy related to empowerment program. b) technical personnel that carry out empowerment program. c) community empowerment facilitator.

RESULTS AND DISCUSSION

National Team of Acceleration of Poverty Alleviation.

The tasks of National Team of Acceleration of Poverty Alleviation are formulating poverty alleviation policy and program, doing synergy by synchronization, harmonization, an integration of poverty alleviation program in ministry or institution.

According to Norad (1990: 4) in (Mikkelsen, 2011:95) an indicator considered good when it is substantial in its relation with the purpose. It is independence, free from every step of targets and purposes. It is factual, based on facts, a not on subjective impression. It is Sensible or reasonable. Every recorded change must be able to be related directly to other indicators. Based on obtained data, not on already available data.

Illustration of the implementation of empowerment based on cluster is taken from TNP2K presented below.

Table 2. Alleviating poverty mapping based on cluster

Mapping	Aid	Program
Claster I	integrated social aid based on family	RASKIN aid for low income community Poor Student aid
Claster II	poverty alleviating aid based on Community empowerment	hopeful Family program temporary direct community aid
Claster III	business aid for small and micro business	Rural PNMM Urban PNPM

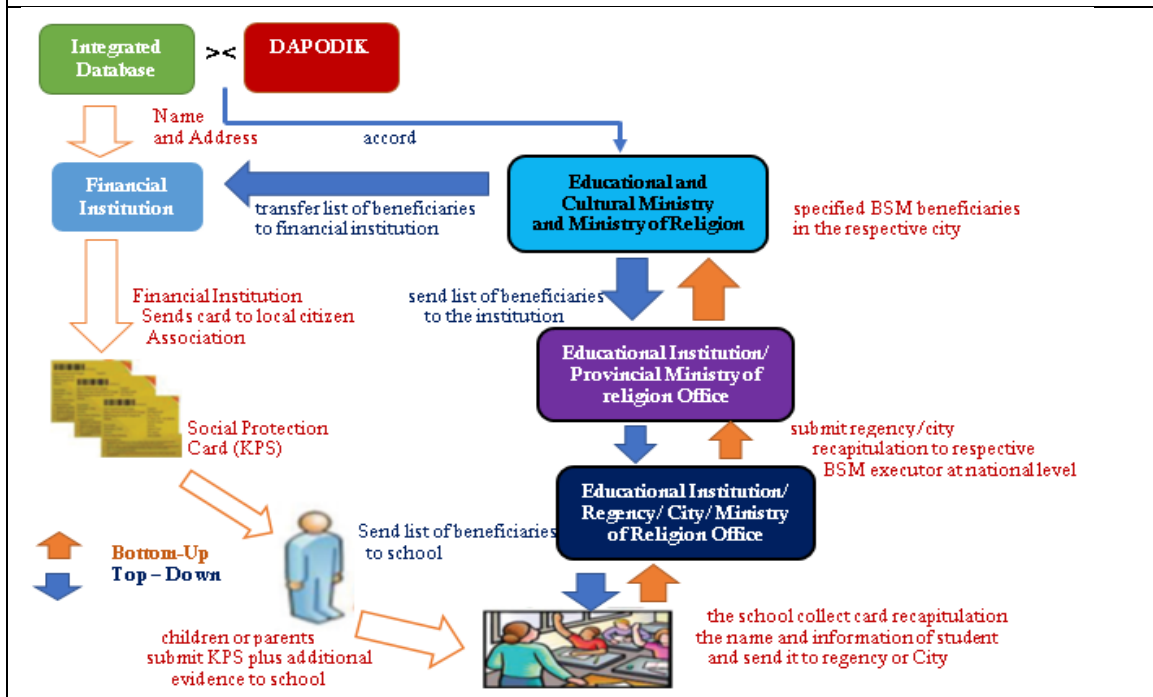
Raskin distribution mechanism

Source: TNP@K

BULOG public company together with raskin coordinating team arrange monthly distribution plan that stated in letter of allocation demand.

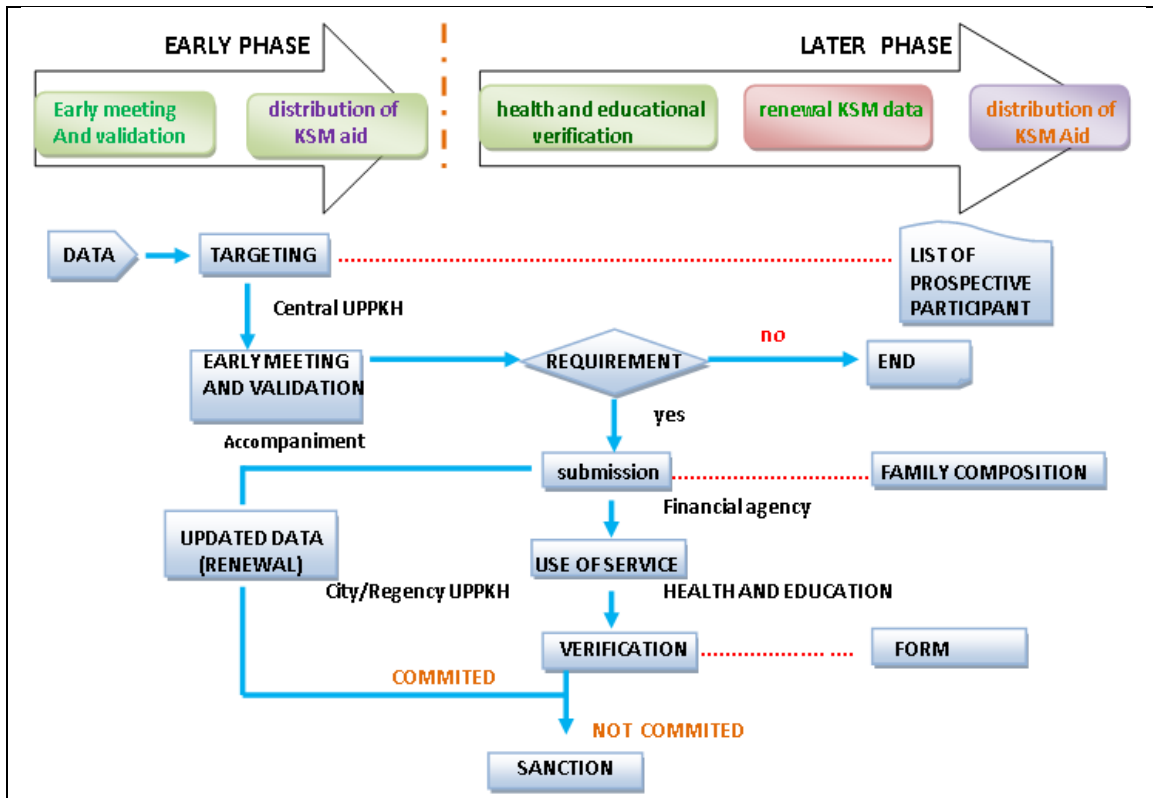
Raskin distributed by BULOG to TD-Titik Distribusi (distribution point) that is a specified and agreed location by bulog and regency or city government.

Regency or city government responsible to distribut raskin from distribution point to TB-Titik Bagi, that is a location a location where raskin is given.to. (RTS-PM) and finally is given to RTS PM raskin.



Poor student aid mechanism

Source: poor student aid implementation guidance Eduational and Cultural Ministry.



About BLSM Program

The government distributes temporary aid to poor and susceptible family via BLSM so as to protect them from the impact of price increase as a result of fuel price adjustment . BLSM program is given to 15.5 million family in lowest socio-economic level based on integrated database.(BDT) resulting from PPLS2011. BLSM is expected to be capable of helping to maintain purchasing power in meeting daily needs.

Mechanism:

Bantuan Langsung Sementara Masyarakat –BLSM (Community Temporary Direct Aid) is distributed throughout Indonesia periodically after fuel price adjustment. BLSM beneficiary must bring Kartu Perlindungan Sosial - KPS (Social Protection Card) and supporting document such as Kartu Tanda Penduduk –KTP (Identification Card) to the nearest post office to get the cash aid.

BLSM can be taken by other member of the family by taking KPS and procuration and additional supporting proof such as Family Card, KTP (ID Card) or certificate of domicile as a proof that the owner is a part of the same family.

For citizen in remote area dan have no post office, PT Pos Indonesia will come to the place to open special counter to serve the beneficiaries. The post office still be able to do the payment till early Desember 2013 determined by post office and local government.

Sosial Ministry of Indonesian Republic

Sosial Ministry’s vision is realizing community social welfare. It means that every development program in social welfare sectors that have been being done by government and community will really realize social welfare for the community. One way to increase social welfare is empowering program coordinated by general director.

Conceptually, Suharto (2010: 57) explaine that empowerment stem from “power”. This concept explained that empowerment is similar with “power”. Power is related to ability to make other people do something they are told to do without concerning anything they need As for Clhoun Acocella, (1990), quoted from Mulyana’s book (2008: 47), community

empowerment is interpreted as process to make the community ready with many resources, chance, knowledge and expertise to enhance community self-capacity to decide their future, participate and influence the life of their own community

Social empowerment and poverty alleviation Directorate of urban poverty alleviation. types of executed program are: group of joint venture (Kelompok Usaha Bersama – KUBE), Social Rehabilitation of non-feasible homestay (Rehabilitasi Sosial (Rumah Tidak Layak Huni-RTLH)), and environmental means and infrastructure

This research has limitation because what to do is observing the implementation of KUBE program. This program takes person at productive age and has already had business as a main priority. Program implementation regulated in the General Director of Social Empowerment and Poverty Alleviation Regulation no.130/DYS-PK.2/KPTS/03/2013 concerning the implementation guideline of group of joint venture.

Based on guideline book: “KUBE is a media and method in social empowering poor family in urban area. It means that, from social side, poor family is directed so as to be able to interact and care each other. From economic side, the community is expected to have feasible and permanent income, owning assets especially the fulfilment of their basic need.

There are several steps for KUBE in implementing the program. The first step is making beneficiaries and accompaniment ready. Second step is training, stimulation, and accompaniment. Last step, third step, is institutional training to strengthen KUBE status by establishing cooperation.

Empowerment steps done by KUBE based on interview and implementation guideline are:

1)Preparation of activity, include: group Identification and selection so as to know which groups have the right to ask for aid. Orientation and observation are activity to collect data regarding KUBE’s potential that can be develop. Social counseling. It is an activity done to give understanding and awareness to develop business.

2)Execution administrative verification, that is proposal completeness.Exploration of location and mapping of needs is done to see the area directly in socialization aimed to give understanding the implementation or steps of activity that will be executed.Technical guidance. Utilization of stimulous help for the group so the KUBE ready to develop business. stimulous aid is submitted to KUBE via their respective account.

3) Funding come from Social Ministry’s APBN. (State budget and expenditure).

4) Accompaniment improves spirit, plan, and responsibility in using the fund. Companions are civil servants at provincial and district level acting as supervisors who capable of poverty alleviating agents.in urban area. As for regencies and village level, they are non-civil servants.

5)Honorarium will be given to support supervisor’s work productivity. Companions received their honorarium after submitting activity report.

6) Partnership is done by making relationship with cooperation, business world, universities, and social organizations.

7) Termination is the last step where groups hasuccessfully been guided and become independence.

Result of interview and discussion concerning the performance of the KUBE program can be seen as a model scheme of empowerment in figure 1:

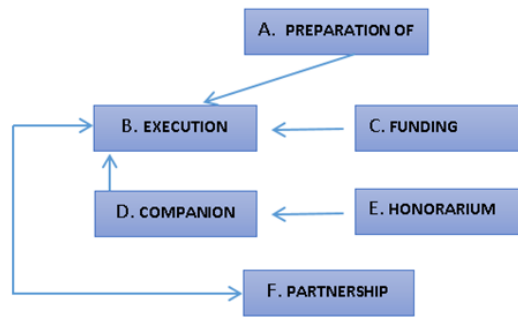


Figure 1. Model scheme of empowerment

Public work ministry is a member of national team of acceleration of poverty alleviation. And as a member of team, it participates in national program of independence community empowerment and

performs program in village and city. National program of urban independence community empowerment is done by Public work ministry under responsibility General Directorate of Cipta Karya as an executor. During the implementation process, the directorate doesn't work alone but establish Project Manajement Unit (PMU).

Manajement does its work led by director responsible directly to General Directorate of Cipta Karya in implementing urban empowerment program. Urban independence PMPM is guided by concept called as Tridaya (three power), that are: environment, economy, and social. The developing programs, can be seen in table 3 as follows.

Table 3. Environmental, social and economical activity

Three Powers	Activity
Environment	Development of environment and housing. Increase acces or service of infrastructure. Healthy, orderly,secure, and sustainable residential environment. Partnership between community, local government, and caring group in developing infrastructure. Creating jobs for the community especially during the development of infrastructure.
Social	Opening vacancy Strenghten social capacity of the community Acces health service, resources, and educational opportunity. Increase capacity of the community in managing poverty alleviating activity.
Economy	Help to create business and employment opportunities In productive activity Provide financial service access for poor family with micro credit.

Sumber: PNPM mandiri

The implementation of tridaya concept that have been performed and implemented by the community are:

Strenghten the role of Non-Governmental Institution.

Non-Governmental institution is fasilitated by urban independence PNPM. For instance: Badan Keswadayaan Masyarakat (BKM), Lembaga Keswadayaan Masyarakat (LKM). Informations from the guidance book of urban independence PNPM 2012 are:

Urban indence PNPM has built more than 11 thousand Non-governmental institutions (BKM/LKM) spreading in around 1.153 districts in 268 cities or regencies. And has recruited around 600 thousand volunteers from local community, and more than 22 million beneficiaries (poor citizen).

Community has the right to join and participat in non- Governmental institution. And the institution has the right to submit several requests for help according to the needs and problem occured in the community.

Peningkatan Penghidupan Masyarakat berbasis Komunitas (PPMK) or Enhancement of Society's Living Standard Based on Community

Basic principle in developing PPMK is strengthening poor community toward Group of Self-help community (Kelompok Swadaya Masyarakat – KSM) with five source of community livelihood. Those are: human capital, social capital, natural capital, physical capital, and financial capital. There two steps of PPMK. First step is pilot accompaniment for group of self-help community (KSM) that is done by developing group committed to enhance the group together and implementing the group regulation. Second step is funding program flows by developing business and additional funds.

Empowerment and family welfare movement

Hikmat research result (2010:156) state that empowerment strategy in community based on social culture of local culture. So, empowerment permanently stick to socio-cultural system with varieties of culture and different characteristics of the community

Empowerment and family welfare (Pemberdayaan dan Kesejahteraan Keluarga -PKK performs empowerment and family welfare nationally under coordination of Ministry of Internal Affairs through General Director of community and village followed by community at provincial till village level in their respective region.

This program brings about a very favorable impact to the community at citizen association level because all community especially who have toddler won't suffered from malnutrition any more with the existence of the Integrated Service Post (Pos Pelayanan Terpadu-Posyandu).

DKI Jakarta participates to support Empowerment and Family welfare (Pemberdayaan Kesejahteraan Keluarga – PKK) movement This movement regulated by DKI Jakarta Province Governor regulation no.122/2013 concerning the implementation of community empowerment activity through empowerment and family welfare movement.

PKK that stand for “Pemberdayaan dan Kesejahteraan Keluarga” (Empowerment and family welfare is a national movement in developing community growing from the bottom which management is from, by, and for the community, striving to be good God believers and be cautious to the Only One God, being noble and virtuous, prosperous and helthty, advanced and independence, gender equality and justice, awareness of law and environment. Related to community development, Sujana (2004: 244), community development is implemented based on integration, continuity, harmony, self-capability, and regeneration.

Development through TP PKK (empowerment and welfare family driving team), structural and organizationally led by the Governor's wife and TP PKK and the members are formed in in TP PKK at city, district, untill village level. According to regulation no.122/2013, Empowerment is an effort to realize a better and more efficient condition. The implementation of empowerment throug PKK is done by:

Ten basic PKK programs as follow: (1) appreciation and practice of five basics (Pancasila). (2) mutual cooperation (3) clothing (4) food (5) housing and family regulation (6) education and skill (7) health (8) development of cooperative living (9) sustainability of environment (10) healthy planning.

Badan Pemberdayaan Masyarakat dan Perempuan dan Keluarga Berencana (BPM PKB). Community and Women Empowerment institution and Family Planning DKI Jakarta.

Empowerment in society is a strategy to support community development and through community empowerment can participate in development. The principle of empowerment is used in a better empowerment process if that principle will not be separated from the principles of development. Sudjana, (2004: 244) community development organized on the basis of integration, sustainability, harmony, self-ability, and regeneration.

The implementation of empowerment is not only done by several ministries. Local governments execute the empowerment program as well to alleviate poverty at provincial level, the executor of empowerment program is community and women empowerment institution and family welfare (BPMPKB) in coordination with district, village, until citizen association level to perform empowerment program.

Empowerment can be performed well in accordance with applicable rule supported with several legal bases such as Presidential Regulation no.62/2010 concerning population institution and National Family Planning. In the sixth part of article 20 Welfare Family Section Deputy and community empowerment in verse 1 include effort of giving information access, counselling, coaching, guiding, and service so as to realized welfare family and family resilience.

Further more DKI Jakarta regulation no.42/2010 concerning formation of organization and working procedure of Family Planning and Education Training Center and Gender Equality. This regulation concerning position, task, and function, organization, until financial, family planning training center and gender equality.

Community empowerment institution in DKI Jakarta has a mission to realize community and women empowerment and family planning which is, prosperous, happy and able to realize a participative society. A society which care, willing to change attitude and behaviour and an independence society in order to increase their standard of living.

Main task that of the government that must be executed is in the community and women empowerment, child protection, and guidance and empowerment of family planning sector as a main task and function of community and women empowerment a family planning among others are as follow:

- (a) formulates policy concerning community and women empowerment and family planning technique.
- (b) facilitates community and women empowerment and family planning.
- (c) coordinates the implementation of community and women empowerment and family planning activity.
- (d) council, socialize, and internalize norms of family planning and welfare family.
- (e) collect, process and present data and information of problem and potential of community and women empowerment and family planning.
- (f) as an organizer of social and physical guidance of village community empowerment policy.
- (g) facilitate the guidance, development, and utilization of appropriate technology.
- (h) giving technical support to the community and local institution.

Sumber: BPMPKB DKI Jakarta

Mechanism of the implementation of empowerment program presented in figure 2 as follow.

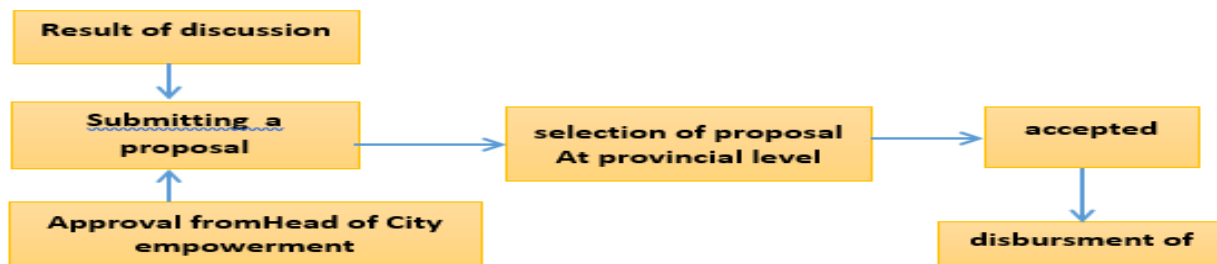


Figure 2. Mechanism of submitting an application of aid of empowerment program

DKI Jakarta Community Empowerment Committee

Committee is Governor work partner in the community empowerment activity. Empowerment committee is a group of competent people chosen by selection who have concern, attention, dedication, devotion, and intellectual ability in community empowerment field from community as well as government. Lembaga Pemberdayaan Masyarakat Jakarta -LPMJ (Jakarta community empowerment institution).is established in relating process of empowerment committee activities.

The institution is managed by community independently led by director under and responsible to local community empowerment committee. Governor resolution no. 122/204 concerning the formation of organization and system of Jakarta community empowerment institution in DKI Jakarta is issued to acknowledge this empowerment institution

LPMJ execute training, developing model and certification of community empowerment fasilitator. Beside the above tasks LPMJ gives input policy and strategy of community empowerment to the Governor. Target of the training executed by LPMJ are member or figure of the community or cadre in relation with community institution, having interest and has a role as volunteer or driving motivator of social worker to accelerate the community empowerment. According to Lee (2001: 30) social worker have a role in the community.” social worker must promote and support individual a group strenghts and potencies, and, with clients, go beyond to include fortifying community and making an impact on political system”. It means that social workwr must help the community in promoting individual and group activities and support political system policy.

As an institution beyond governmental bureaucracy, LPMJ must be able to develop potential available in the community. And

LPMJ vision is becoming an institution that be able to contribute to the making of Jakarta community that is care, get along together, independence, and advance.

And the missions are as follow:

- a. able to improve mindset of the community politically, socially, culturally, and economically through education program and citizen training.
- b. empower cooperation with all kinds of socio-cultural strength in local, national, and global scale to reach the goal.
- c. empower group, organization, and community through study, social media and social movement.

As an independent institution, government partners generally are not take side to certain group in performing visions and missions and the tasks of the institution. LPMJ framework can be seen in figure 3 as follow:

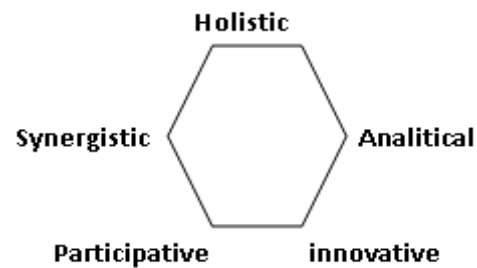


Figure 3. Empowerment committee framework
Source: LPMJ DKI Jakarta

Figure 3 show that empowerment committee make use of holistic pattern, means that empowerment program includes all problem in the city. Empowerment committee synergistically combine all available power by cooperating with the government, universities, and several community institutions. Program is made and designed, analitically based on study and research by developing the potential of cadre and local leadership. Empowerment committee is inovative and participative in performing the tasks of the institution.

Scoup of activity of Jakarta community empowerment refer to strategical plan 2009 and can be seen in table 4 as follow:

Table 4. Scoup of LPMJ activity

No.	activity
1	Organize training for community public figure.
2	Developing network of partnership and communication with NGO and civil society.
3	Developing network of partnership and communication with Government, NGO, and businessmen.
4	Spread out teaching materials in the form of curriculums, moduls, etc.

Source: LPMJ

Adapting the stages of program implementation in community empowerment institution Jakarta in Figure 4 below:

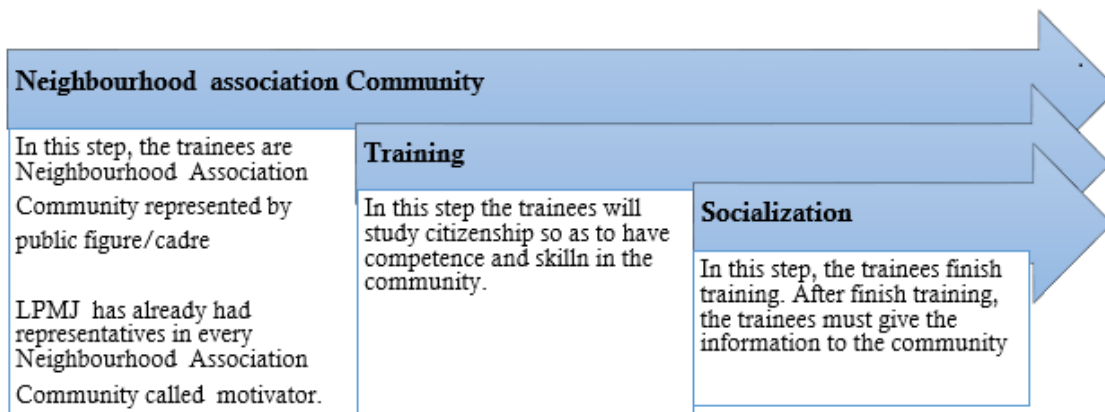


Figure 4. Community Empowerment Training Steps

Source: LPMJ DKI Jakarta

CONCLUSION

As a concern about alleviating poverty by empowering program, the government protects empowering program with legal force by issuing Regulation of Indonesian President no.15/2010 concerning acceleration of alleviating poverty and several local regulations from the governor to support the execution and procedure of community empowerment.

TNP2K as a coordinator of empowerment program manages integrated data base, that is data Rumah Tangga Terpadu – RTS (Targeted Family Data) that can be use as Kartu Perlindungan Sosial – KPS (Social

Protection Card). The executor of empowerment program is government institution, non-governmental institution and community. But the performance of the program among government institution, non-governmental institution and community hasn't been maximally coordinated because of the existence of similar program.

The important part of program execution is administration, socialization of the program, and program activity report. The execution doesn't maximally cover most potential group aspects Assessment of study group and knowledge level is needed before empowerment program is executed.

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