

## IMPLEMENTATION OF THE UNINHABITABLE HOUSE REPAIR PROGRAM (RUTILAHU) FOR POOR FAMILIES IN AIRLANGGA VILLAGE, SURABAYA CITY

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### Abstract

Poverty and uninhabitable housing remain urgent issues in urban areas. The Uninhabitable Housing Rehabilitation Program (RUTILAHU) is a policy by the Surabaya City Government aimed at improving the housing quality of low-income communities, including those in Airlangga Subdistrict. This study analyzes the program's implementation using George C. Edward III's theory, which includes communication, resources, implementer disposition, and bureaucratic structure. A qualitative case study approach was used through interviews, observation, and documentation. The findings show that the program is relatively effective, although it faces challenges such as limited aid quotas, low technical capacity, and bureaucratic barriers. Implementers' commitment and inter-agency coordination are key supporting factors. Strengthening human resources, increasing aid allocation, and simplifying procedures are necessary to make the program more optimal and well-targeted.

**Keywords:** Poverty, Policy Implementation, Edward III, RUTILAHU, Airlangga Village.

### A. INTRODUCTION

Poverty is one of the main challenges faced by many countries, including Indonesia (Priyatna et al., 2022). Based on data from the Central Statistics Agency (BPS) of Indonesia, although there has been a decrease in poverty rates in several regions, the reality on the ground shows that many families still live in dire conditions. Poverty and uninhabitable housing conditions are still problems in various urban areas, including in the city of Surabaya. Although data from the Central Statistics Agency (BPS) of the City of Surabaya shows a decrease in the poverty rate in East Java from 10.37% in March 2019 to 9.79% in March 2024, the reality on the ground still shows that many poor families live in housing conditions that are far from adequate standards. In the city of Surabaya itself, the percentage of poor people reached 3.96%, which although lower than the provincial average, still reflects significant economic limitations for a number of households. Airlangga Village is one of the areas in the city of Surabaya which is located in a strategic area close to educational centers, offices, and other public facilities.

This makes the socio-economic dynamics of its residents different compared to other sub-districts, the environment also tends to be densely populated and has relatively high land values that can affect the house rehabilitation process (Yusri & Syafri, 2021). Many families live in environments with minimal infrastructure, buildings that do not meet health and safety standards, and limited access to basic facilities such as clean water and sanitation. This situation results in health and social risks for residents, so appropriate interventions are needed to overcome these problems (Putri & Adriningrum, 2025).

The Surabaya City Government has initiated the Uninhabitable House Repair Program (RUTILAHU) since 2022 with the main objective of improving the quality of housing for poor families (Pampur et al., 2024). To support the implementation of the program, the Surabaya City Government issued a policy through Surabaya Mayor Regulation Number 9 of 2022 concerning Social Rehabilitation of Uninhabitable Houses, which was later refined through Surabaya Mayor Regulation Number 35 of 2022 and Surabaya Mayor Regulation Number 7 of 2024 concerning the Second Amendment to Surabaya Mayor Regulation Number 9 of 2022. This program uses a labor-intensive approach, involving the community in the renovation process, so that it not only repairs houses but also provides economic impact through job creation. However, even though this program has been running for several years, there is still a gap between the needs and the realization of the program (Munastri, 2024).

By 2025, as many as 8,000 uninhabitable houses are still in the queue to be repaired, with a budget requirement reaching IDR 280 billion, while the program capacity is only able to handle 800 houses per year (Novrian, 2025). Budget limitations are not the only obstacle, because this program also faces various administrative obstacles such as unclear land ownership status, houses that have received assistance but still require additional repairs, and social obstacles faced by vulnerable groups such as People with Mental Disorders (ODGJ). Thus, there is an urgency to evaluate and improve the effectiveness of program implementation so that it can reach more people in need (Tika, 2025).

Various studies have discussed the implementation of the RUTILAHU program in various regions with varying findings. Setyobudi & Megawati (2024) in their research in Genteng Village found that although this program was quite effective, there were still obstacles in the aspects of supervision and maintenance of post-renovation housing. Another study by Setyawan & Prathama, (2024) in Sawunggaling Village showed that the RUTILAHU program had a positive impact on improving the quality of housing, but still faced obstacles in the evaluation mechanism. Meanwhile, Pampur et al., (2024) discussed the implementation of a digital system-based program (E-Rutilahu) which aims to increase transparency and efficiency in program implementation. However, although this digital innovation was able to improve aspects of beneficiary data management, the study found that administrative and social challenges in the field were still significant obstacles to optimal program implementation. Based on these studies, studies on the implementation of this program at the local level, especially in Airlangga Village, are still minimal and require further analysis to provide an overview of the effectiveness and obstacles faced.

This study will use the public policy implementation theory approach as the main analytical framework. The policy implementation theory from Edward III in Pramono (2020) will be used to analyze how communication, resources, disposition, and bureaucratic structure affect the success of the RUTILAHU program in Airlangga Village. Communication analysis includes how information related to the program is conveyed to the community and the effectiveness of coordination between the government and beneficiaries. Resources include the availability of funds, manpower, and facilities and infrastructure that support program implementation. The disposition of implementing officials, including their commitment and response to obstacles in the field, is an important factor in determining the success of the policy (Yuliansyah et al., 2025). Complex bureaucratic structures often slow down program implementation, so it is necessary to evaluate the extent to which administrative procedures affect the effectiveness of RUTILAHU. This study will uncover the challenges in each of these aspects and formulate recommendations to improve the efficiency and impact of the program for the poor in Airlangga Village.

This study analyzes the implementation of the RUTILAHU Program in Airlangga Village, Surabaya, with a focus on policy implementation, constraints, and its impact on the welfare of the poor. The results are expected to improve program strategies and find effective solutions to improve the quality of housing for low-income people in urban areas.

## **B. LITERATURE REVIEW**

### **Public Policy Implementation**

Etymologically, the term implementation comes from English, namely "to implement," which in the dictionary means providing the means to carry out something and "to practical effect," which means causing an effect or impact (Marwiyah, 2022). Implementation of policy implementation is a stage of activity/program in implementing policy decisions carried out by individuals/officials, government groups, the community, and/or the private sector in order to achieve the goals set in policy decisions that will affect the final results of a policy (Roring et al., 2021). The purpose of implementing public policy implementation is to ensure that the policies that have been formulated can be realized effectively so as to achieve the goals that have been set. Implementation functions as a process of changing decisions and policies into real operational actions in the field, so that they can have the impact expected by policy makers (Mansur, 2021).

According to George C. Edward III (1980) in Pramono (2020), the success of policy implementation is influenced by four main variables, namely communication, resources, implementer disposition, and bureaucratic structure. Effective communication can prevent misunderstandings and improve coordination. Sufficient resources, such as funds, manpower, and infrastructure, are important to support policy implementation. The implementer's disposition reflects commitment and attitude towards the policy, which has an impact on implementation performance. Meanwhile, an efficient bureaucratic structure supports implementation, while a complex structure can actually hinder it. The four variables above are interrelated and determine the success of the policy in the field.

### **Rutilahu Program**

The Rutilahu (Uninhabitable Houses) Program is a strategic initiative aimed at improving the quality of life of underprivileged families by improving uninhabitable houses into safe, healthy, and habitable places to live. This innovation encourages people to fulfill their material, spiritual, and social needs more optimally so that they can live a more dignified life and develop their potential sustainably. One of the main characteristics of this program is the community-based development approach that places the community as the main actor in the development process (Pampur et al., 2024).

The Rutilahu program aims to help low-income people have decent housing to fulfill their basic needs (Andari & Wulandari, 2025). This program not only improves the physical condition of the house, but also improves the quality of life by creating a clean, healthy, and humane environment. Decent housing is the basis for a more dignified, safe, and comfortable life, and opens up opportunities for improving economic and social welfare (Zahirah, 2023). Rutilahu is a long-term solution for those who live in unsuitable houses or even have no place to live at all (Aryani, 2024).

## **C. RESEARCH METHODOLOGY**

This study uses a qualitative approach with a case study method to analyze the implementation of the Uninhabitable House Improvement Program (RUTILAHU) in Airlangga Village, Surabaya City, especially for poor families who are the targets of the program (Jailani, 2023). Case studies were chosen because they are useful for researchers to understand the dynamics of program implementation and the subjective experiences of

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implementers and beneficiaries in the field. This approach is in line with the view of Sugiyono (2020) who stated that qualitative research aims to produce descriptive data about real situations, based on written or spoken words from people and observed behavior. This study focuses on the success of the implementation of the Uninhabitable House Improvement Program (RUTILAHU) in Airlangga Village, Surabaya City, by referring to Edward III's implementation theory which includes four main variables, namely communication, resources, disposition (attitude of implementers), and bureaucratic structure, as well as looking at the direct experience of beneficiary families.

Data collection in this study was carried out through direct observation, interviews and documentation (Santoso et al., 2022). Primary data were obtained from field observations and interviews with parties involved in the program, such as technical implementers, village staff, and aid recipients, while secondary data were collected through official documentation, such as activity reports, technical guidelines for program implementation, and administrative archives related to RUTILAHU (Amrullah et al., 2024). Observations were carried out to directly observe the program implementation process from the planning, implementation to evaluation stages, while interviews aimed to explore perceptions, challenges, and impacts felt by beneficiaries (Nikmah, 2023). Documentation as secondary data enriches understanding of the formal policies and procedures underlying program implementation. All collected data were then analyzed using the Miles and Huberman interactive analysis model, which includes three main stages, namely: data reduction (simplifying and selecting important data), data presentation (organizing data in narrative or table form to clarify information), and drawing conclusions or verification (interpreting data to find patterns of research findings) (Pamungkas & Sudiby, 2021).

## **D. RESULT AND DISCUSSION**

In this study, all data are systematically processed into factual narratives that describe empirical conditions in Airlangga Village, Surabaya City. Through a qualitative approach, researchers attempt to explore in depth the dynamics of policy implementation at the local level, especially in the context of the implementation of the Uninhabitable House Improvement Program (RUTILAHU). The analysis was conducted using George C. Edward III's policy implementation theoretical framework which focuses on four main variables, namely communication, resources, implementer disposition, and bureaucratic structure. These four variables influence each other and are important indicators in determining the success of public policy implementation. Therefore, all findings from the field were analyzed to identify the extent to which the implementation of the RUTILAHU Program has been running in accordance with effective policy principles.

### **Implementation of the Uninhabitable House Repair Program**

The RUTILAHU program is an intervention policy of the Surabaya City Government through Mayoral Regulation Number 7 of 2024 which aims to improve the quality of life of low-income people through the rehabilitation of uninhabitable houses. This program targets densely populated areas such as Airlangga Village and involves the DPRKPP, village, and beneficiary communities. The results of observations show that program implementation is influenced by communication between parties, availability of resources, disposition of implementers, and bureaucratic structure. These four aspects are the focus of analysis in assessing the extent to which this policy is able to answer the real needs of the poor in Airlangga Village.

In the following discussion, each variable of Edward III's theory will be analyzed separately to assess the contribution and obstacles of each based on program implementation. The presentation is done descriptively analytically by considering the suitability between

conditions in the field and public policy theory, and comparing it with the findings of relevant previous studies.

### **Communication**

In the implementation of public policy, communication plays an important role in ensuring that policy messages can be received and implemented appropriately by implementers in the field. This is in line with the theory of policy implementation according to George C. Edward III (1980) in Pramono (2020), which states that the success of policy implementation is influenced by four main variables, namely communication, resources, disposition or attitude of implementers, and bureaucratic structure. The Surabaya City Public Housing and Settlement Area and Land Agency (DPRKPP) is one of the local government agencies that plays a role in handling the Uninhabitable House Improvement Program (RUTILAHU). Since 2022, the implementation of this program has been officially transferred to the authority of the DPRKPP. As part of the implementation of the program, the DPRKPP actively holds socialization activities every year to the sub-districts and the RUTILAHU Technical Implementation Group (KTPR).

This socialization aims to convey information related to beneficiary quotas, eligibility criteria, and technical procedures for implementing the program. In its implementation, the DPRKPP not only invites sub-districts and KTPRs for formal socialization, but also attends sub-district-level deliberations involving KTPRs to ensure comprehensive technical understanding. Socialization is carried out in various forms, such as face-to-face meetings, presentations of materials, and distribution of technical guidance documents. Although in principle the initial socialization is carried out through sub-districts and KTPRs as extensions of the city government in the field, the DPRKPP is also present directly to the community in KTPR deliberation activities that are technical or strategic in nature.

In program implementation, communication between parties does not always run smoothly. Communication between the DPRKPP and the sub-district generally runs more smoothly because it is supported by technology. However, in practice, the DPRKPP faces challenges in the form of miscommunication that still often occurs, especially in understanding the criteria for beneficiaries determined through the Mayor's Regulation. This obstacle shows that the policy message conveyed has not been fully understood uniformly at the sub-district level. In response to this, the DPRKPP applies a repetitive and gradual communication approach, with the hope that understanding from the implementing parties at the sub-district and KTPR levels can increase gradually. This approach reflects the application of the communication principle in Edward's theory, namely the importance of dynamic communication that does not stop at one moment.

According to Pampur et al, (2024) Overall, the communication pattern implemented by the Surabaya City DPRKPP in implementing the RUTILAHU program has implemented the communication principles put forward by George C. Edward III. Efforts such as periodic socialization, direct presence in the field, and administrative verification show that the DPRKPP is aware of the importance of communication in ensuring the success of a policy. To ensure that information reaches and is understood by the beneficiary community, the DPRKPP relies on the coordinating function of the sub-district and KTPR. One indicator of the success of delivering information is the completeness of the beneficiary administration. If the completeness of the documents is in accordance, it can be concluded that the sub-district has succeeded in disseminating information well to the community. The verification process is also an important part of assessing the effectiveness of information dissemination from upstream to downstream.

### **Resource**

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In the perspective of policy implementation theory according to George C. Edwards III, resources are one of the fundamental variables that determine the success of a policy. The resources in question include budget, human resources (HR), equipment, information. Without adequate resource support, a well-planned policy will still be difficult to implement effectively.

The results of the study in Airlangga Village showed that the RUTILAHU program was supported by an adequate resource structure, but not yet fully optimal. In terms of budget, this program is funded by the Surabaya City Regional Revenue and Expenditure Budget (APBD) and a small portion of the budget comes from CSR. However, the amount of assistance allocated per year is not comparable to the number of requests for home repairs. This results in long queues for prospective beneficiaries who have not been able to be handled, so that the realization of assistance is limited and uneven. This problem shows the conditions as explained by Priyatna et al, (2022), who stated that budget limitations and beneficiary quotas are the main obstacles to the equal distribution of RUTILAHU program assistance.

In addition to the budget, human resources also play an important role. Technical implementers of the program, both from the Public Housing and Settlement Areas and Land Agency (DPRKPP) and the Village apparatus and the RUTILAHU Technical Implementation Group (KTPR), generally have sufficient administrative capabilities, however, most village apparatus do not have a technical background in the field of building construction. This causes a competency gap in preparing the Cost Budget Plan (RAB), building design, and technical supervision in the field. To overcome this, DPRKPP holds regular technical training. This condition was also found by Setyawan and Prathama, (2024) in Sawunggaling Village, where strengthening the technical capacity of implementers is an important factor in improving the quality of program implementation.

Supporting facilities and infrastructure such as presentation equipment, meeting rooms, and socialization media are available at the sub-district level. However, the need for technical building equipment depends entirely on the DPRKPP and the implementing contractor. This limitation sometimes slows down the construction process in the field, especially when there are logistical disruptions or delays in material distribution. According to Pampur et al, (2024) the success of the RUTILAHU program in Surabaya City is not only determined by the regulatory and digitalization aspects, but also by the readiness of operational facilities in the field that support the implementation of activities efficiently.

Furthermore, the annual aid quota is determined based on the priorities and fiscal capacity of the local government. This means that even though a house has met all the criteria for beneficiaries, it does not immediately receive assistance if the current year's quota has been met. The selection process is carried out through tiered submissions from the RT/RW to the sub-district and then verified by the technical service. This priority is determined based on the condition of the house damage and the completeness of the administrative documents. This phenomenon shows that the resource aspect is not only about the existence of a budget, but also how the distribution mechanism can create justice for the poor who are the targets of the policy.

Overall, based on the theory of George C. Edward III and previous research findings, it can be concluded that the availability of resources in the RUTILAHU Program in Airlangga Village is sufficient institutionally, but has not been able to reach all community needs evenly. Quota constraints, limited technical competence at the village level, and uneven distribution of operational facilities are the main challenges. Therefore, it is necessary to increase human resource capacity, increase assistance quotas, and optimize supporting resources so that the effectiveness of program implementation can be increased. This finding strengthens the argument of Setyobudi & Megawati, (2024), which states that strengthening

the resource aspect is an important key in ensuring the sustainability and equality of the implementation of the RUTILAHU program in urban areas.

### **Disposition of the Executor**

In George C. Edwards III's policy implementation theory, the implementer's disposition includes the implementer's attitude, commitment, and understanding of the policy being implemented. This disposition greatly influences the success of implementation because it determines how the implementer follows up on policy procedures in the field and responds to various obstacles that arise during the implementation process.

The results of the study showed that the implementers of the RUTILAHU Program in Airlangga Village, both from the Public Housing and Settlement Areas and Land Agency (DPRKPP) and village officials, had a fairly responsive attitude and were committed to carrying out their duties. This can be seen from the continuity of the submission process, technical assistance, and monitoring of development progress which was carried out routinely. The implementers showed dedication in completing the annual quota target even though they were faced with limited resources and strict quotas. This condition reflects that the attitude and orientation towards program objectives have been well embedded in the implementing structure, as emphasized in the theory that a positive attitude from the implementer is an important requirement for the success of the policy.

This finding is in line with research by Setyawan & Prathama, (2024), which stated that the cooperative and proactive attitude of implementers in implementing the RUTILAHU Program in Sawunggaling Village helped accelerate the house rehabilitation process. Another study by Priyatna et al., (2022) also found that the success of the program in West Karawang was driven by the seriousness of implementers in verifying and ensuring that recipients were truly worthy of assistance. Thus, the commitment of implementers is key in bridging the gap between written policies and real conditions in the field. Although the implementers in Airlangga Village did not receive additional incentives, they still carried out their duties professionally.

This reflects that their work motivation is more influenced by institutional responsibility and social awareness. Weekly and annual evaluations are also routinely carried out as a form of control over the progress of implementation. This evaluation strengthens the disposition of the implementer in maintaining work quality and responding quickly to program dynamics. However, the success of this disposition cannot be separated from the support of an effective coordination system. When coordination runs smoothly between agencies, the implementer has a strong foundation to act quickly and adaptively. In this context, the positive disposition of the implementer is in line with an open and supportive institutional structure, as also found by Pampur et al., (2024) in a study of the implementation of E-Rutilahu in the city of Surabaya.

By considering previous theories and research, it can be concluded that the disposition of the implementers of the RUTILAHU Program in Airlangga Village is in the good category. Commitment, professionalism, and willingness to be directly involved in the field are the main strengths that support the success of implementation. Despite technical and administrative challenges, the implementers are still able to carry out their duties optimally, so that this disposition aspect significantly contributes to the effectiveness of the uninhabitable housing improvement program in Airlangga Village.

### **Bureaucratic Structure**

The bureaucratic structure in the implementation of the Uninhabitable House Program (RUTILAHU) in Airlangga Village shows a fairly well-organized configuration of authority, <http://jurnaldialektika.com/>

where each level of government has intertwined administrative and technical tasks. Based on the interview results, the implementation process of this program involves the active role of the Surabaya City Public Housing, Settlement Areas, and Land Agency (DPRKPP) which handles all stages, from technical planning, data verification, preparation of budget documents, to supervision of development implementation. The direct involvement of this agency indicates the existence of a hierarchical, but functional bureaucratic system, in accordance with the top-down policy implementation concept explained by Edward III, where the success of policy implementation is influenced by the bureaucratic structure, resources, disposition of implementers, and communication between actors.

At the operational level, this program starts with the community submitting an application through the RT/RW, then verified by the sub-district, then submitted to the DPRKPP. This scheme reflects the implementation of multi-level governance, where each administrative unit, from the micro level (RT/RW) to the city level, has limited authority but is interdependent. A similar phenomenon was found in the research of Pamungkas and Sudiby (2021) in Surakarta City, which showed that the success of the home improvement program was not only determined by the authoritative decisions of the local government, but also by the continuity of coordination between institutions within the framework of collaborative governance.

Coordination activities are carried out in two channels, namely through an online system based on e-RUTILAHU and direct communication between implementers. The use of digital technology aims to increase the speed of data processing and reporting efficiency. However, direct interaction is still needed to handle unexpected situations. The implementation of this system is similar to the results of research by Pampur et al. (2024) which states that the use of e-RUTILAHU in Surabaya City facilitates monitoring of program progress and increases data transparency. However, its effectiveness is highly dependent on the readiness of human resources and the completeness of supporting facilities in the field.

Although the structure and procedures have been systematically established, implementation in the field is not always in line with what was designed. Based on observations in the field, obstacles were found in the process of verifying beneficiary data and delays in the disbursement of development funds. Several applications from residents were rejected because they did not meet the technical criteria, which could cause disappointment in the community. This shows a gap between administrative planning and social reality, as also revealed in the research of Setyawan and Prathama (2024) which found that challenges in implementing housing policies in Surabaya often stem from the lack of accurate target data and social dynamics at the local level. In Mansur's perspective (2021), the failure of public program implementation often stems from the suboptimal control and communication functions between implementers, even though the bureaucratic structure has been formally structured.

## E. CONCLUSION

Based on George C. Edward III's theory, the success of the implementation of the RUTILAHU Program in Airlangga Village can be analyzed through four main variables. From the communication aspect, the program has shown quite good communication efforts through direct socialization and coordination with KTPR, although there is still miscommunication regarding the criteria for beneficiaries. In terms of resources, the availability of budget, human resources, and supporting facilities have been prepared, but are not yet fully adequate to answer the high demand for assistance, and there is still a gap in technical competence at the village level. The disposition of the implementers shows positive results, with high commitment and professionalism of the implementing officers, even

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without additional incentives, and supported by effective periodic coordination and evaluation. Meanwhile, from the bureaucratic structure, the program has been running in a fairly systematic and collaborative institutional flow, but still faces challenges in terms of hierarchical bureaucracy that slows down decision-making and the realization of assistance. In general, the implementation of the RUTILAHU Program in Airlangga Village is quite successful, although there is still room for improvement in terms of technical communication, resource distribution, and simplification of the bureaucratic process.

As a suggestion, to increase the success of the RUTILAHU Program in Airlangga Village, it is necessary to optimize more intensive and structured communication between the DPRKPP, the village, KTPR, and the community to ensure understanding and reduce misinterpretation related to the criteria for beneficiaries. The city government and DPRKPP should strive to increase the quota of assistance and expand supporting resources, both in the form of budget and CSR support, so that the scope of the program can be expanded so that more poor families can be helped evenly. Increasing the capacity of village and KTPR officials through technical training must also continue to be carried out to strengthen technical and managerial capabilities in implementing the program. Strengthening bureaucratic coordination that is more flexible and responsive to field dynamics will facilitate administrative and technical processes, as well as increase accountability and transparency, so that the RUTILAHU Program can have a more significant impact on improving the welfare of poor people in the area.

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