

## EFFECTIVENESS OF THE ROLE OF REGIONAL DEVELOPMENT PLANNING AGENCIES IN POVERTY REDUCTION AT CENTRAL AND EAST JAVA PROVINCES

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### ABSTRACT

*The limitations of the Regional Development Planning Agency (RDPA) as the leading sector of poverty reduction make poverty reduction efforts run less optimally. Revitalization of RDPA institutions in the form of an ideal concept is needed to provide solutions to poverty reduction institutions. This study aims to determine the ideal concept of institutional revitalization of RDPA to optimize poverty reduction in Central and East Java Provinces. This study uses an empirical juridical method. Law is a manifestation of the symbolic meanings of social behavior as an impact in social interaction between them. Data collection was carried out by interviewing 12 RDPA in the Provisions of Central Java and East Java. Data analysis uses qualitative analysis with inductive logic. The results showed that the ideal concept of institutional revitalization of RDPA to optimize poverty reduction in the provinces of Central Java and East Java was (1) Strengthening Bappeda by adding poverty reduction to the RDPA organizational structure with high poverty levels; (2) Implementation of asymmetric decentralization in districts with high levels of poverty through the application of the flexibility of poverty reduction institutional arrangements but still in the control of the central government through DPRCT.*

Key words: institutional revitalization, poverty reduction

### A. INTRODUCTION

#### 1. Background

Poverty reduction in an effort to improve people's welfare is an important agenda of the government so that the function of the government in the welfare of the people can be achieved well. This is in accordance with Miriam Budiardjo's opinion, "The state can be seen as an association of living humans and cooperating to pursue several common goals. The aim of each country is to create *bonum publicum*, common good, common wealth".<sup>1</sup>

Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Reduction explains that poverty is a nation's problem that urges and requires handling, systematic, integrated and holistic approaches, in order to reduce the burden and fulfill the basic rights of citizens properly through inclusive development, just and sustainable to create a dignified life. Efforts to accelerate poverty reduction need to be carried out in integrated coordination steps across actors in preparing the formulation and implementation of poverty reduction policies.

Onobokun and Kumuyi in Ajala defines poverty as "shortage of or vital breakdown of economic, demographic, ecological, cultural and social systems and bad governance".<sup>2</sup> Poverty reduction is a problem that must be faced by every country. According to Hasan, Eradication of poverty from every corner of the world has become a major challenge for the global community.<sup>3</sup> The same thing was expressed by Dawood and Leng that poverty is a situation of inequality and deprivation that happens unfavourably for poor households in many developing countries.<sup>4</sup> Previous research conducted by Mbuli explained that:

"Poverty is a multidimensional phenomenon that has different meanings for different people (irrespective of whether or not it is being examined within the same subject area). Poverty can be viewed as absolute or relative, as a lack of income or failure to attain capabilities".<sup>5</sup>

Marshall and Walters research, "find evidence that income poverty reduction is greater for countries with a Poverty Reduction Strategy Papers (PRSP)".<sup>6</sup> This shows that poverty reduction strategies are urgently needed so that poverty rates and rates can be reduced rapidly.

<sup>1</sup> Miriam Budiardjo, *Dasar-dasar Ilmu Politik*, PT. Gramedia Pustaka Utama, Jakarta, 2008, hal. 45.

<sup>2</sup> Taiwo Ajala, Gender discrimination in land ownership and the alleviation of women's poverty in Nigeria: A call for new equities, *International Journal of Discrimination and the Law*, Vol. 17(1), 2017, p. 56

<sup>3</sup> Md. Golam Mostofa Hasan, Legal Framework of Poverty Reduction in Bangladesh: An Analysis From The International Human Rights Law, *The Northern University Journal of Law*, Volume IV (2013), p. 83.

<sup>4</sup> Sharifah Rohayah Sheikh Dawood and Khoo Suet Leng, Poverty eradication, government role and sustainable livelihood in rural Malaysia: An empirical study of community perception in northern Peninsular Malaysia, *Malaysian Journal of Society and Space*, 12 issue 8, 2016, p. 61.

<sup>5</sup> Bhekizizwe Ntuthuko Mbuli, *Poverty Reduction Strategies In South Africa*, Dissertation, University Of South Africa, 2008, p. 14.

The complex problem of poverty alleviation as stated above shows that in order to reduce poverty it is necessary to make appropriate efforts and adapt to the conditions of the poor in each region. According to Claeys, "participation by the poor could be used as a benchmark against which government policy and initiatives to strengthen government-citizen relations may be evaluated".<sup>7</sup>

This research was conducted in the provinces of Central Java and East Java because it was in the first and second place as the province with the highest number of poor people in Indonesia. Based on data from Satu Data Indonesia, it is known that the highest number of poor people is East Java Province which is 4,638,530 people. The province with the second highest number of poor people is in Central Java which is 4,493,750 people.

Coordination in poverty reduction is an important aspect so that the efforts made in poverty reduction run well in accordance with the established strategy. The results of Zulifah Chikmawati's research found that Pasuruhan District had not been able to optimally coordinate and synchronize poverty reduction in fulfilling the 11 basic rights contained in the Regional Poverty Reduction Strategy (RPRS).<sup>8</sup> Meanwhile, the results of Faisal and Erman's research found that poverty reduction in the Kepulauan Meranti District was not optimal because there had not yet been a Regional Poverty Reduction Strategy (RPRS).<sup>9</sup> This RPRS is the basis for policy making related to the implementation of poverty reduction efforts in the Regency / City area. Coordination between related Regional Organizational Organization (ROO) in determining poverty reduction programs refers to the RPRS. District / City Governments must prepare RPRS so that programs or activities planned and implemented by ROO are able to support local government efforts in poverty reduction. RPRS is one form of legal product that is used as a reference in determining regional poverty reduction policies.

The preparation of the Regional Poverty Reduction Strategy (RPRS) was carried out at the Regency / City Regional Development Planning Agency (RDPA). This is done because the effort to reduce poverty requires planning so that the strategies implemented can run effectively. In Newman's opinion, Manullang quoted, "Planning is deciding in advance what is to be done." Jadi, perencanaan adalah penentuan terlebih dahulu apa yang akan dikerjakan.<sup>10</sup> In poverty, poverty reduction is carried out by the District Poverty Reduction Coordination Team (DPRCT). The DPRCT Secretariat is located at the Regional Development Planning Agency (RDPA) as the leading poverty reduction sector. RDPA as the agency planning regional development has developed a regional poverty reduction strategy. But RDPA has limitations in intervening in poverty reduction policies. This condition is interesting to do research on the effectiveness of the role of RDPA in poverty reduction in the provinces of Central Java and East Java.

## 2. Formulation of the problem

The problem that can be formulated in this research is how the effectiveness of the role of the Regional Development Planning Agency (RDPA) as the leading sector of poverty reduction institutions in the provinces of Central Java and East Java at this time in order to improve people's welfare?

## B. RESEARCH METHOD

### 1. Types of research

The research is empirical juridical research. Soekanto and Mamudji explained that the empirical juridical approach is a procedure for solving research problems by examining secondary data first to then proceed with conducting research on primary data in the field.<sup>11</sup>

### 2. Data analysis technique

The data analysis technique used in this study is qualitative analysis with the logic of inductive thinking, which is to provide an interpretation of the facts found and to interpret the symptoms under study. According to Ashofa, "the inductive approach is to find, explain and understand the general principles that apply in a community's life by starting from reality to theory and not vice versa".<sup>12</sup>

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<sup>6</sup> Marshall, R. & Walters, B., Evaluating ten years of 'strategizing' for poverty reduction: A cross-sectional appraisal of the Poverty Reduction Strategy (PRSP) initiative, *Brooks World Poverty Institute*, PWPI Working Paper 143, 2011, p. 4.

<sup>7</sup> Anja Claeys, Engaging The Poor In Policy-Making On Poverty And Social Exclusion In Flanders (Belgium), *OECD*, 2001, p. 125.

<sup>8</sup> Zulifah Chikmawati, "Usaha Penanggulangan Kemiskinan Di Kabupaten Pasuruan Propinsi Jawa Timur", *Dinamika Global : Rebranding Keunggulan Kompetitif Berbasis Kearifan Lokal*, ISBN 978-602-60569, Desember 2016, hal. 599

<sup>9</sup> T. Mohd. Faisal dan Erman M., "Kebijakan Percepatan Penanggulangan Kemiskinan Oleh Tim Koordinasi Penanggulangan Kemiskinan (TKPK) di Kabupaten Kepulauan Meranti Tahun 2011-2012", *Jurnal Online Mahasiswa Fakultas Ilmu Sosial dan Ilmu Politik*, Vol. 1 No.1, 2013, hal. 12.

<sup>10</sup> Manullang, *Dasar-Dasar Manajemen*, Ghalia Indonesia, Jakarta, 2012, hal. 39

<sup>11</sup> Soerjono Soekanto dan Mamudji, *Pengantar Penelitian Hukum*, UI Press, Jakarta, 2010, hal. 52.

<sup>12</sup> Burhan Ashofa, *Metode Penelitian Hukum*, Cet. Ke 3, Rineka Cipta, Jakarta, 2001, hal. 74

### C. DISCUSSION

Poverty is a complex problem, so optimal efforts from the government are needed so that poor people can feel the maximum results of development and can improve people's welfare. The state is required to be able to prosper the people who are socially just, in accordance with the five principles of the Pancasila, namely social justice for all the people of Indonesia. According to Miriam Budiardjo, revealed that "States can be seen as associations of human beings who live and work together to pursue several common goals. The aim of each country is to create *bonum publicum*, common good, common wealth."<sup>13</sup> This explanation shows that the state has an important role in achieving people's welfare.

Constitutionally the welfare state's thinking is to achieve prosperity in the term of Indonesia in the 4th paragraph of the Preamble of the 1945 Constitution, Article 27 paragraph (2), Article 33 and Article 34. On this basis, the state is required to be responsible for fulfilling the needs of its people. The thought of the founding father has made a solid foundation to build a welfare state. The thoughts of Soekarno and Moh. Hatta turned out to provide a form of democracy that would be developed not only patterned in political democracy but also economic democracy as outlined in the 1945 Constitution. First ; Soekarno called Socio-democracy, a political democracy and economic democracy. This is so unusual for democracies developed in the western world and Europe, which are only characterized by political democracy. Second; Moh. Hatta formed the Indonesian state as the Governing State, which was intended to build a community based on mutual cooperation, joint ventures, familial patterns, which was none other than "welfare state".<sup>14</sup>

The understanding of the welfare state has been emphasized in the addition of socio-economic articles, namely in Article 34 paragraph 34 (2) and paragraph (3) of the Constitution. Meanwhile, Article 33 paragraph (3) of the Constitution is an affirmation of the welfare state by taking the term used by Anthony Giddens as a "social investment state".<sup>15</sup> The results of the amendments to Article 33 of the 1945 Constitution actually do not eliminate the thought of global economic development which according to flexibility.<sup>16</sup>

Poverty reduction in order to improve people's welfare as stated in the 1945 Constitution has been implemented by the government by issuing regulations governing poverty reduction. In 2005 the Presidential Regulation Number 54 of 2005 was issued concerning the Poverty Reduction Coordination Team. "The Poverty Reduction Coordination Team has the duty to take concrete steps to accelerate the reduction of the number of poor people in the entire territory of the Unitary Republic of Indonesia through coordination and synchronization in the formulation and implementation of sharpening poverty reduction policies".<sup>17</sup> In the regulation, it was explained that the Poverty Reduction Coordination Team was chaired by the Coordinating Minister for People's Welfare.

The spearhead of accelerating poverty reduction in the district / city area is DPRCT. The DPRCT Secretariat is located at the Regional Development Planning Agency (RDPA). But the results of the study found that these expectations could not be achieved in several districts in the provinces of Central Java and East Java, as evidenced by the still high rates and poverty levels in the districts that were the location of the research.

Research carried out directly on the 12 Regional Development Planning Board (RDPA) Regency in Central Java and East Java:

1. Klaten Regency
  - a. Lack of coordination between the fields of poverty reduction
  - b. Data from SKPD is difficult to collect
2. Kebumen Regency
  - a. SKPD as a DPRCT member is not optimal in poverty reduction efforts.
  - b. The work program is still chaotic or carried out across SKPD so that it is less focused on implementing poverty reduction programs.
3. Banyumas Regency
  - a. Large area so that more poverty reduction programs are needed.
  - b. Lack of DPRCT coordination because coordination meetings are only held twice a year.
  - c. Sectoral ego at the SKPD level
  - d. Coordination and communication between SKPD does not work well
4. Banjarnegara Regency

The role of DPRCT is less effective due to several things as follows:

  - a. DPRCT implementation is not in accordance with the rules of TNP2K, which is carried out by echelon 2 officials.

<sup>13</sup> Miriam Budiardjo, *Loc.Cit.*

<sup>14</sup> Soekarno, *Di Bawah Bendera Revolusi*, Jilid I, Cet, IV, Panitia Penerbit di Bawah Bendera Revolusi, Jakarta, 1965, Dimuat dalam *Pikiran Rakjat*, 1932.

<sup>15</sup> Dawan Rahardjo, *Evaluasi dan Dampak Amandemen UUD 1945, UNISIA, Yogyakarta, 2003, hal. 243.*

<sup>16</sup> Djauhari, *Politik Hukum Negara Kesejahteraan Indonesia (Studi Tentang Kebijakan Regulasi dan Institusionalisasi Gagasan Kesejahteraan Sosial Ekonomi Masyarakat Nelayan di Jawa Tengah)*, Artikel dalam Bunga Rampai: *Pemikiran Hukum di Indonesia*, FH UII Press Pascasarjana Fakultas Hukum UII Yogyakarta 2009, hal. 320-321.

<sup>17</sup> Pasal 2, Peraturan Presiden Nomor 54 Tahun 2005 tentang Tim Koordinasi Penanggulangan Kemiskinan

- b. The mutation of staff handling DPRCT
  - c. RDPA is still the cornerstone of the implementation of the regional poverty reduction strategy, which is considered to be the main function of RDPA.
5. Wonosobo Regency  
The role of DPRCT is less effective due to several things, namely:
    - a. Data on the preparation of the RPRS have not been integrated so that to formulate the right strategy is still difficult to implement.
    - b. DPRCT which is less effective in implementing coordination also makes poverty reduction institutions not run optimally.
    - c. The preparation of the RPRS charged to the Health and Social Welfare sub-sector also cannot be maximally carried out because the sub-division of this sub-sector handles complex problems so that it does not focus on poverty alleviation issues.
  6. Sragen Regency
    - a. Data on the preparation of RPRS is still very dependent on data from the UPT Poverty Reduction (UPT PK)
    - b. The lack of coordination meetings for DPRCT members
  7. Sampang Regency
    - a. Lack of commitment from related departments or SKPDs in implementing accelerated poverty reduction programs.
    - b. The lack of DPRCT coordination meetings also made the implementation, monitoring and evaluation of poverty reduction efforts not run optimally.
  8. Sumenep Regency
    - a. Lack of coordination of SKPD DPRCT members
    - b. SKPD is also less cooperative in providing data needed to prepare RPRS
    - c. There is a staff transfer that makes employees less focused in preparing RPRS.
  9. Pamekasan Regency
    - a. There is a mutation of employees who handle poverty programs
    - b. Lack of coordination meetings
    - c. One of the assumptions that poverty reduction is the responsibility of RDPA.
  10. Bangkalan Regency
    - a. The implementation of the activity program has not been focused because there is no UPTD specifically for poverty reduction
    - b. There is a problem in collecting data from related agencies / agencies
    - c. The accuracy of the data is still not maximal
    - d. The consistency of direction from the center between Bappenas and TNP2K is still not appropriate.
  11. Bojonegoro Regency
    - a. Lack of role of academics in helping solve poverty alleviation problems.
    - b. Stacking the work of RDPA as the DPRCT secretariat so that it cannot focus on the field of poverty reduction.
  12. Ngawi Regency
    - a. DPRCT coordination meetings are only held twice a year so that the evaluation of poverty reduction programs is less than optimal.
    - b. The lack of awareness of the Regional Government Organizations (OPD) in implementing poverty reduction programs also made the strategies prepared did not go well.

The government's policy in optimizing the acceleration of poverty reduction in order to improve people's welfare is through the establishment of the Regional Poverty Reduction Coordination Team (DPRCT). DPRCT is expected to be able to spearhead the government in carrying out poverty alleviation tasks. But the results of the research as stated above show that DPRCT is not able to play an effective role in carrying out poverty alleviation tasks. The lack of coordination between DPRCT members, the change of staff handling poverty reduction, the lack of awareness of SKPD in running the program, and the false assumption that poverty alleviation is the main task of the RDPA makes the Regional Poverty Reduction Strategy (RPRS) not run optimally.

DPRCT has a reference in carrying out tasks as directed by TNP2K. TNP2K has also carried out the task of assisting districts / cities to develop Regional Poverty Reduction Strategies (RPRS) in accordance with the conditions of each district / city. However, in the implementation of the RPRS, DPRCT played little role and relied on RDPA as the DPRCT secretariat. The handling task at RDPA is charged to one sub-sector which on average consists of 1 sub-sector head and 2 to 4 employees. The limited number of employees dealing with poverty alleviation issues makes institutional DPRCT less able to function optimally. So institutional policies of the government in optimizing the acceleration of poverty reduction in order to improve people's welfare do not work in accordance with the initial objectives of DPRCT formation.

The role of the Regional Development Planning Agency (RDPA) as the leading sector of poverty reduction institutions in the provinces of Central Java and East Java is currently less effective in improving people's welfare. RDPA is not able to run poverty

reduction programs as the role that should be charged to DPRCT. For this reason, revitalization of RDPA needs to be done in order to optimize poverty reduction efforts in districts / cities with high poverty rates.

The poverty reduction in several districts in the provinces of Central Java and East Java above shows that DPRCT institutions are not running effectively because the numbers and poverty levels are still high above the provincial and national levels. However, in several other districts / cities in the provinces of Central Java and East Java, they were able to achieve low poverty rates and rates. In Central Java Province, the City of Semarang has been able to achieve the lowest low level and poverty rates. The city of Surakarta has also been able to achieve low rates and poverty rates, lower than the provincial and national levels. The poverty rate in Surakarta City based on data from TNP2K was 10.92% lower than the national level which was 10.96% and provincial achievement of 13.58%. But the number of poor people in Surakarta City is still high at 55,923 people. The poverty alleviation institution implemented by the Surakarta City Government is the Village Poverty Reduction Team (VPRT). The Surakarta City Government has carried out poverty reduction efforts to the village level. Data from poor people at each kelurahan are always updated to maximize the budgeting for poverty reduction. This shows that there was an innovation carried out by the City Government of Surakarta in an effort to reduce poverty in an institutional manner namely to form a Village Poverty Reduction Team (VPRT).

Regency / City in East Java Province which is capable of achieving the lowest poverty level is Batu City. The poverty alleviation institutional model applied to districts / cities with low poverty levels is the same as the poverty reduction institutional model in districts with high poverty rates as the location of this study. However, the success of poverty reduction efforts is very different. For example, the district with the highest poverty rate in Central Java is Wonosobo, which is 21.42% of the poor or 165,834 people. The lowest poverty rate is Semarang City, there are 5.04% of the poor population or 84,683 inhabitants.<sup>18</sup>

In East Java Province, Sampang Regency has the highest percentage of poor people, namely 25.80% or 239,597 people. Meanwhile, Kota Batu has the lowest percentage of poor population at 4.59% or as many as 9,140 people.<sup>19</sup> This condition shows the lack of success of the current institutional arrangements model in the provinces of Central Java and East Java because there are still inequalities or disparities in community welfare.

Gaps high public welfare as the findings of this study indicate that to ensure that the law in favor of the interests of the people as pastures Satjipto Rahardjo, that progressive laws, among others, could be called the "law of pro-people" and "the law of the pro-justice".<sup>20</sup> For this reason, a law is needed that is able to accommodate the interests of the people, especially regarding economic life. Thomas Aquinas asserts in this context, that the function of law seeks the welfare of all humanity. The function here is as a framework in the form of regulations that guide, provide guidance on sanctions and tools for the brand of social life. The object is all aspects of human life in its economic life.<sup>21</sup>

Thus, the legal task in the economic sector is primarily to be able to always maintain and create safeguards so that the implementation of economic development will not sacrifice the rights and interests of the weak parties. Only in this way will the law still play a strategic role in economic development.<sup>22</sup> The role of law in economic development is so important, not only in solving problems that arise, but more importantly in laying the foundations of development itself. This is in accordance with the opinion of Satjipto Rahardjo quoted by Imaniyati, that the law functions as a protection for human interests, and therefore the law must be implemented.<sup>23</sup>

Development and poverty reduction programs that have been implemented are expected to be able to improve people's welfare. Measurement of numbers and levels of poverty in this study uses the same poverty data and indicators. Thus the existence of a quite striking gap needs to be reviewed regarding the role of the poverty reduction institutions implemented. The review is expected to be able to find the ideal concept of institutional revitalization of the Regional Development Planning Agency (RDPA) to optimize poverty reduction in order to improve people's welfare in the provinces of Central Java and East Java.

#### D. CONCLUSION

The role of the Regional Development Planning Agency (RDPA) as the current leading sector of poverty reduction institutions in Central and East Java Provinces to improve people's welfare has not been effective. The poverty reduction institutions in the RDPA are carried out by one sub-sector with a limited number of employees. The sub-sector has developed a Regional Poverty Reduction Strategy (RPRS) according to TNP2K guidelines but cannot intervene in implementing poverty reduction programs when it is not in accordance with the RPRS. Thus the RDPA institution cannot carry out poverty reduction effectively because it

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<sup>18</sup> Tim Nasional Percepatan Penanggulangan Kemiskinan, *Meningkatkan Efektivitas Anggaran Kementerian/Lembaga Untuk Mengurangi Ketimpangan Kesejahteraan Antar Daerah*, Sekretariat Wakil Presiden Republik Indonesia, Jakarta, 2016, hal. 142.

<sup>19</sup> *Loc.Cit.*

<sup>20</sup> Satjipto Rahardjo, *Hukum Progresif, Sebuah Sintesa Hukum Indonesia*, Genta Publishing, Yogyakarta, 2009, hal. 2.

<sup>21</sup> Gunarto Suhardi, *Peranan Hukum Dalam Pembangunan Ekonomi*, Universitas Atmajaya, Yogyakarta, 2002, hal. 5.

<sup>22</sup> Jonker Sihombing, *Hukum Penanaman Modal di Indonesia*, Alumni, Bandung, 2009, hal. 96.

<sup>23</sup> Neny Sri Imaniyati, *Hukum Bisnis Telaah Tentang Pelaku dan Kegiatan Ekonomi*, Graha Ilmu, Yogyakarta, 2009, hal. 40.

does not have a monitoring and evaluation function. Revitalization of RDPA's institutions to optimize poverty reduction needs to be done.

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