

THE EFFECTIVENESS OF THE *RUMAH ILMU AREK SUROBOYO* (RIAS) PROGRAM FOR CHILDREN FROM LOW-INCOME FAMILIES AT THE SURABAYA CITY SOCIAL SERVICES AGENCY

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ARTICLE HISTORY

Received : 20-02-2026

Revised : 14-04-2026

Accepted : 10-09-2026

KEYWORDS

Education,
Poverty,
Program Effectiveness,
Public Policy,
Rumah Ilmu,
Arek Suroboyo
(RIAS)

ABSTRACT

Poverty remains a major social issue in Indonesia that affects access to education, particularly for children from low-income families. Although Surabaya is a major economic and educational center in East Java, the number of out-of-school children remains relatively high. Previous studies mainly focus on non-formal education programs in rural areas, while research on boarding-based education programs for underprivileged children in urban contexts is still limited. This study aims to analyze the effectiveness of the *Rumah Ilmu Arek Suroboyo* (RIAS) program for children from low-income families at the Surabaya City Social Affairs Office. The research uses a qualitative case study approach. Data were collected through interviews, observation, and documentation, and analyzed using Duncan's organizational effectiveness framework in Steers (1985), which includes goal achievement, integration, and adaptation. The findings show that the RIAS program has been implemented relatively effectively by improving educational access through dormitory facilities, academic assistance, and character development while reducing the economic burden on families. Collaboration with government agencies and parents supports program integration, while adequate facilities and a shift-based mentoring system reflect program adaptability. These findings indicate that boarding-based education programs can serve as an innovative social policy to improve educational access and support poverty alleviation in urban areas.

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INTRODUCTION

Poverty remains one of the major social issues in Indonesia, affecting various sectors, including education. Data from the Badan Pusat Statistik (BPS) indicate that in March 2025 the percentage of people living in poverty in Indonesia was 8.47%, equivalent to approximately 23.85 million individuals. Although this figure shows a decline compared to the previous year, the number of poor people in urban areas actually increased by around 220 thousand individuals due to rising unemployment and increasing food prices. At the provincial level, East Java also continues to face poverty challenges, with a poverty rate of 9.50% or approximately 3.876 million people. This condition of poverty significantly affects access to education, particularly for children from low-income families who often encounter financial constraints related to educational expenses, limited learning facilities, and economic pressures that encourage them to enter the workforce.

As the second-largest metropolitan city in Indonesia and a major economic and educational hub in East Java, Surabaya has experienced relatively strong economic growth, reaching 5.76% in 2024, with a Human Development Index (HDI) of 84.69, which falls into the very high category (Sutanti, 2020). Nevertheless, poverty remains a significant issue in the city. According to data from the Badan Pusat Statistik (BPS) of Surabaya (2025), the poverty rate in Surabaya in 2025 was recorded at 3.56%, equivalent to approximately 100 thousand individuals. This condition also affects the education sector, as reflected in the relatively high number of children who are out of school or have dropped out of school. Data from the Ministry of Primary and Secondary Education (2025) indicate that Surabaya remains among the regions with a relatively high number of out-of-school children in East Java Province, as shown in the following table:

Tabel 1. Data on Children Not Attending School Based on Education Unit Region in East Java Province September 2025

No	City/Regency	Number of DO and LTM
1	Malang Regency	24.431
2	Jember Regency	24.064
3	Bangkalan Regency	17.223
4	Pasuruan Regency	17.205
6	Surabaya City	15.139

Source: Ministry of Primary and Secondary Education 2025

Tabel 2. Data on Out of School Children by Region Individual Students in East Java Province September 2025

No	City/Regency	Number of DO and LTM
1	Jember Regency	38.036
2	Bangkalan Regency	29.586
3	Malang Regency	29.162
4	Sampang Regency	28.294
6	Surabaya City	23.564

Source: Ministry of Primary and Secondary Education 2025

The data indicate that although Surabaya is widely recognized as an education city with the largest number of public and private universities in East Java, the number of out-of-school children remains relatively high. This situation reflects a gap between the availability of educational facilities and the ability of low-income communities to access education equitably. Consequently, this condition illustrates that poverty continues to be a significant factor influencing the continuity of children's education (Ayuningtyas, 2021).

Various policies have been implemented by the government to address this issue, such as the Kartu Indonesia Pintar (KIP), Bantuan Operasional Sekolah (BOS and BOSDA), as well as the Beasiswa Pemuda Tangguh for senior high school and vocational high school students in Surabaya (Dwi & Isbandono, 2024).. In addition, the Surabaya City Government has introduced a policy innovation through the *Rumah Ilmu Arek Suroboyo* (RIAS), which is an educational development program based on a boarding system for children from underprivileged families. The program provides free accommodation, academic tutoring, as well as character and skills development. It adopts the concept of "One Family, One Graduate" as an effort to break the cycle of poverty by increasing access to education. The *Rumah Ilmu Arek Suroboyo* (RIAS) program was

officially launched on July 24, 2025, and currently accommodates 84 students from various educational levels in Surabaya, ranging from elementary school (grades I to VI) to junior high school (grades VII to IX) (Widiyana, 2025).

However, in its implementation, the RIAS program still faces several challenges, one of which is the limited dormitory facilities, which means that the capacity to accept participants is still limited (Elaine, 2025). This situation indicates the need to evaluate the implementation of the program to determine its effectiveness in achieving the objectives that have been set. Previous research conducted by Afrilanti & Khotami (2024) at the Baitul Fajar PKBM program in Sialang Sakti Village, Pekanbaru City and Fismanelly et al., (2022) PKBM Permata Bunda in South Solok Regency concluded that the effectiveness of non-formal education generally focuses on equivalency education institutions in rural areas or regencies, while studies on the effectiveness of boarding school-based education programs for children from underprivileged families in urban areas are still relatively limited.

Based on these conditions, there is a research gap regarding studies on the effectiveness of boarding-based social education programs in urban environments that possess complex social and economic characteristics. Therefore, this study aims to analyze the effectiveness of the *Rumah Ilmu Arek Suroboyo* (RIAS) program for children from low-income families at the Dinas Sosial Kota Surabaya. This research employs the organizational effectiveness theory proposed by Duncan in (Streers, 1985), which emphasizes three main dimensions: goal achievement, integration, and adaptation.

METHOD

This study employs a qualitative approach with a case study method to gain an in-depth understanding of the effectiveness of the *Rumah Ilmu Arek Suroboyo* (RIAS) for children from low-income families in Surabaya. A qualitative approach is used to explore meanings and understand social phenomena that occur naturally through the experiences and perspectives of informants involved in the program (Creswell & Poth, 2017). The research was conducted at the Dinas Sosial Kota Surabaya and the *Rumah Ilmu Arek Suroboyo* (RIAS) facility located in Rungkut District, Surabaya. The focus of this study is to analyze program effectiveness based on the theory proposed by Richard M. Steers, referring to Duncan's framework (Streers, 1985), which includes three main indicators: goal achievement, integration, and adaptation. Goal achievement relates to the success of the program in achieving its predetermined objectives, particularly in providing access to education for children from low-income families. Integration refers to the program's ability to conduct socialization and establish cooperation with various stakeholders involved in program implementation. Meanwhile, adaptation refers to the program's capacity to adjust to the needs of participants, the availability of facilities and infrastructure, and the human resources that support the implementation of the program.

The data sources in this study consist of primary and secondary data. According to Sugiyono (2013), primary data was obtained through semi-structured interviews with parties directly involved in the program's implementation, namely the Surabaya City Social Affairs Office, the Head of the Administrative Subdivision, the Head of the RIAS Dormitory, RIAS mentors, and program participants as beneficiaries. In addition, data was also collected through non-participant observation of activities and routines within the dormitory environment, as well as documentation in the form of program profiles, organizational structures, photos of activities, and other supporting documents. Secondary data was obtained from scientific journals, articles, and official documents related to the implementation of the RIAS Program.

The informant selection technique in this study employed purposive sampling and snowball sampling to obtain informants who possess in-depth knowledge regarding the implementation of the program. Data analysis was conducted using the interactive analysis model proposed by Miles (Miles et al., 2013), which includes the stages of data collection, data condensation, data display, and conclusion drawing and verification. To ensure the validity of the data, this study employed source triangulation and technique triangulation by comparing data obtained from various informants and combining several data collection methods, namely interviews, observation, and documentation. Through these approaches, the research findings can be scientifically justified.

RESULT AND DISCUSSION

Based on the research title, namely The Effectiveness of the *Rumah Ilmu Arek Suroboyo* (RIAS) Program for Children from Underprivileged Families at the Surabaya City Social Service, the research data was collected through observation, interviews, and documentation. The data obtained was presented in accordance with the research focus according to Duncan in (Streers, 1985), which consisted of three effectiveness indicators, including:

Goal Achievement

According to Duncan in (Streers, 1985), Achieving objectives is a gradual process to ensure that program objectives are achieved optimally. Achieving objectives indicates the level of success of a program in realizing its predetermined goals. The *Rumah Ilmu Arek Suroboyo* (RIAS) program is an innovation of the Surabaya City Government that aims to provide access to education for children from underprivileged families through the provision of dormitories, academic assistance, and character building. The objectives of this program refer to Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 7 of 2025 concerning the Implementation of Social Rehabilitation for Children from Underprivileged Families, which regulates the establishment of boarding school-based public schools with character building for students from very poor, poor, or vulnerable families. This is in line with the statement by Mr. Cindy Jaladi Sena as Chair of the Social Rehabilitation Working Team, who stated, "RIAS is a metamorphosis of Kampung Anak Negeri and focuses on children from underprivileged families by providing care, education, and skills" (interview results, February 11, 2026).

The program also aims to break the cycle of poverty through education by reducing family expenses. Veronika Febrianti, Head of Administration at the Kampung Anak Negeri Technical Implementation Unit, explained, "Education is free, but there are still other costs such as school supplies and daily living expenses, so RIAS helps cover those needs" (interview results, February 5, 2026). From a scientific perspective, this objective indicates that the *Rumah Ilmu Arek Suroboyo* (RIAS) program is designed as a form of social intervention that not only provides access to education but also alleviates the economic burden on families by fulfilling children's educational needs as well as their daily living necessities.

The implementation of the program also has a positive impact on participants, such as the fulfillment of basic needs, increased discipline, and the development of children's independence. Free education is one of the policies implemented by the government for underprivileged communities with the aim of reducing or even eliminating economic barriers that can limit their access to educational services (Fatmawati et al., 2025). The Head of the RIAS Dormitory, Mr. Budiono, stated, "The children get three meals a day, their own beds, and more adequate facilities" (interview results, February 5, 2026). A similar sentiment was expressed by RIAS representative, Mr. Mulyanto, who stated, "There has been a significant change in the children's discipline and independence after participating in the program" (interview results, February 5, 2026).

In addition to improving participants' discipline and independence, the RIAS Program also had a positive impact on their achievements. This can be seen from the success of a number of participants in winning championships at the Surabaya City boxing competition, as documented in an Instagram post by @rumahilmuareksby. The image above shows that RIAS participants achieved success in the Surabaya Boxing Open SLC Cup 2026 Road to Japan competition held on February 13, 2026. In this study, the achievement of objectives was viewed from two aspects, namely program objectives and program impact. In terms of objectives, RIAS was assessed as being able to realize its main objective of providing access to proper education for children from underprivileged families while supporting efforts to break the cycle of poverty through education. This program not only provides free education, but also supporting facilities such as dormitories, meals, and character building, thereby reducing the economic burden on families. Free education is one of the government's policies to reduce economic barriers to accessing education (Fatmawati et al., 2025). In addition, the participant selection process is based on verified data on poor families obtained through field observations, ensuring that the program is on target.



Figure 1. Participants Who Achieved Excellence Boxing Competition

Source: Instagram @rumahilmuareksby

In terms of impact, the implementation of RIAS has shown positive changes in participants in terms of both welfare and character development. Participants have had their basic needs met, such as food, shelter, school supplies, and pocket money, which has helped ease the burden on their families. They have also shown increased discipline and independence through daily activities and character building.

Thus, the *Rumah Ilmu Arek Suroboyo* (RIAS) Program can be considered to have effectively achieved its objectives by providing access to education while also generating positive impacts on the welfare, discipline, and character development of children from underprivileged families.

Integration

According to Duncan in (Streers, 1985), integration demonstrates an organization's ability to conduct outreach, communicate, and build cooperation with various parties. Outreach for the *Rumah Ilmu Arek Suroboyo* (RIAS) program is carried out through various channels such as sub-districts, neighborhood associations, and social media. Mr. Cindya Jaladi Sena, Chair of the Social Rehabilitation and PMKS Working Team, stated, "Socialization is carried out through subdistricts, neighborhood associations, and social media such as Instagram. Participants can be sourced from community suggestions, field findings, or recommendations from relevant parties" (interview results, February 11, 2026). This was also confirmed by Ms. Veronika Febrianti, Head of Administration at the Kampung Anak Negeri Technical Implementation Unit, who explained, "Socialization is carried out through the publication of RIAS activities on social media and direct visits by surveyors to underprivileged families to offer the program directly" (interview results, February 5, 2026).



Figure 2. Instagram profile of *Rumah Ilmu Arek Suroboyo* (RIAS)

Source: Surabaya City Social Services Agency 2026

Social media is also used as a medium for socialization and publication of the activities of children at *Rumah Ilmu Arek Suroboyo* (RIAS) in order to increase information transparency to the community. In addition, surveyors also make direct approaches by visiting poor families to offer the program on a personal basis. However, the final decision remains in the hands of the families concerned, as they have the full right to accept or reject the intervention. This process is carried out based on data on identified poor families so that the program can reach its targets more accurately. Socialization serves to inform the target group about programs designed by institutions or the government, help those involved understand their respective tasks and roles and the direction of implementation, and provide an overview of the potential success rate of the program (Nuryana et al., 2025). In addition to socialization, the implementation of the RIAS Program also involves cooperation with various government agencies and stakeholders. In addition to socialization, the implementation of the RIAS Program also involves cooperation with various government agencies and stakeholders. Mr. Cindy Jaladi Sena, Chair of the Social Rehabilitation and PMKS Working Team, explained, “RIAS works with formal schools so that children can continue their education in accordance with their academic conditions” (interview results, February 11, 2026).

In addition, Mrs. Veronika Febrianti, Head of the Administrative Subdivision of the Kampung Anak Negeri Technical Implementation Unit, stated:

“This program is supported by various regional organizations such as the Education Office for school placement, the Health Office for health checks, the Communication and Information Office for computer training, and the Library and Youth and Sports Office to support literacy and sports facilities.” (interview results, February 5, 2026)

The RIAS program not only collaborates with government agencies in Surabaya, but also cooperates and communicates with the parents of participants, according to Mr. Budiono, Head of the *Rumah Ilmu Arek Suroboyo* (RIAS) dormitory, who said, “The program also maintains communication with the participants' parents through a communication group created by the dormitory to facilitate coordination related to the children's education and guidance” (interview results, February 5, 2026).

In this study, integration is viewed through two aspects, namely program socialization and consensus building with various parties. Participant selection is not conducted through open registration, but rather through social security surveyors who use verified data on poor families obtained through field observations and then directly offer the program to families that meet the criteria.

In terms of achieving consensus with various parties, the RIAS Program is implemented through coordinated inter-agency collaboration. According to Edwards III in Wahyudi (2020), communication plays an important role in ensuring that the intent and objectives of policies are properly understood by those who implement them. Therefore, cooperation with various agencies such as the Education Office, Health Office, Communication and Information Office, Library Office, Youth and Sports Office, and DP3APPKB shows that the program is being implemented synergistically.

Adaptation

According to Duncan in (Streers, 1985), Adaptation describes an organization's ability to adjust to changing environmental conditions through the development of infrastructure and human resources in program implementation. In this study, adaptation was analyzed through four indicators, namely improvement of infrastructure, workforce capabilities, workforce availability, and teaching skills development.

In terms of facilities and infrastructure, the *Rumah Ilmu Arek Suroboyo* (RIAS) Program has provided adequate facilities and continues to develop them through collaboration with various regional organizations (OPD). Mr. Cindya Jaladi Sena, Chair of the Social Rehabilitation and PMKS Working Team, stated, "RIAS facilities and infrastructure have been improved and coordinated with various relevant agencies so that facilities can be provided effectively and sustainably" (interview results, February 11, 2026). This was also reinforced by Mrs. Veronika Febrianti, Head of the Administrative Subdivision of the Kampung Anak Negeri Technical Implementation Unit, who stated, "RIAS is equipped with various facilities such as beds, study rooms, dining rooms, health rooms, libraries, counseling rooms, interest and talent development rooms, CCTV, and internet access" (interview results, February 5, 2026).



Figure 3. Bed facilities For Participants at *Rumah Ilmu Arek Suroboyo* (RIAS)

Source: Researcher's documents, February 2026

The program's facilities and infrastructure were adequately fulfilled prior to the inauguration. Available facilities include beds, study rooms, dining rooms, health rooms, libraries, counseling rooms, and rooms for developing interests and talents such as music and sports. In addition, CCTV, internet access, and various other supporting facilities are also available. The availability of these facilities reflects the program's readiness to provide proper, safe services that support the overall guidance and development of children. In addition, the Head of the RIAS Dormitory, Mr. Budiono, explained that:

"RIAS is equipped with various facilities such as beds, study rooms, dining rooms, The available facilities can accommodate up to 150 children and are supported by classrooms, computers, and talent development facilities such as a sports field, boxing ring, music studio, and painting studio." (interview results, February 5, 2026)

These findings indicate that the *Rumah Ilmu Arek Suroboyo* (RIAS) program not only provides educational facilities but also creates a nurturing environment that supports the holistic development of children's physical, mental, and social well-being. Educational facilities and infrastructure represent essential resources that must be properly provided and managed by educational institutions to support the effectiveness of the learning process. In addition to educators, these facilities play a crucial role in enhancing the success and quality of education (Nurharirah & Effane, 2022). These facilities are considered capable of supporting the basic needs and potential development of participants, although there are still administrative obstacles in the form of the lack of a systematically documented inventory list of facilities and infrastructure.

According to Joni et al., (2024) Educated workers have the ability to generate new ideas, solve various problems, and innovate in various fields, which ultimately contributes to increased productivity. In terms of workforce competency indicators, RIAS facilitators are considered to have sufficient competence in carrying out the coaching process. This can be seen from the criteria for recruiting assistants, which take into account a minimum high school education, previous experience in the Kampung Anak Negeri program, and the ability to be patient and care for children from underprivileged families. This statement was made by Mr. Budiono, Head of the *Rumah Ilmu Arek Suroboyo* (RIAS) dormitory, who said, "The assistants also work in 24-hour shifts divided into morning, afternoon, and night shifts to ensure that the monitoring and assistance process runs continuously" (interview results, February 5, 2026).

In addition, program participants also assessed that the mentors were kind and not rude during the mentoring process, thereby creating a safe and comfortable environment for the children. According Rasyid et al., (2025) mentors are able to address various questions related to mental health issues and concerns commonly experienced among adolescents, including those transitioning into early adulthood. Meanwhile, in terms of workforce availability, the current number of assistants is still considered sufficient to support the implementation of the program, although ideally it is not entirely adequate due to budget constraints. Mrs. Veronika Febrianti, Head of the Administrative Subdivision of the Kampung Anak Negeri Technical Implementation Unit, stated, "Currently there are about 8 assistants and 2 mentors who work in three shifts to assist about 85 children" (interview results, February 5, 2026). The Head of the RIAS Dormitory, Mr. Budiono, also stated, "The number of workers is still adequate for the current conditions, but additional personnel will be needed if the capacity increases to 150 children so that the ratio of caregivers to children remains proportional" (interview results, February 5, 2026).

According Arisman (2025) the adequacy of human resources is one of the factors that influence the success of program implementation, as limited personnel may affect the quality of supervision and services provided to beneficiaries. Therefore, optimizing the existing workforce becomes an adaptive strategy employed by program managers to maintain the continuity and effectiveness of the guidance and development process.

In terms of teaching skills development indicators, the RIAS Program also made efforts to improve the capacity of assistants through training and briefing before the program began. Mrs. Veronika Febrianti, Head of the Administrative Subdivision of the Kampung Anak Negeri Technical Implementation Unit, said, "The mentors receive capacity building training facilitated by Bakesbangpol as a form of strengthening their competence in fostering children from underprivileged families" (interview results, February 5, 2026).



Figure 4. Training by Bakesbangpol Surabaya City
Source: *Rumah Ilmu Arek Suroboyo (RIAS)* 2026

In addition, staff and assistants also received internal training for approximately one week to understand the characteristics of participants and appropriate coaching methods, although such training has not yet been conducted on a regular basis. Training functions to enhance short-term competencies, while development focuses on improving long-term capacity to create a highly competitive workforce oriented toward overall organizational performance improvement (Suryani et al., 2023).

Based on these four indicators, it can be concluded that the *Rumah Ilmu Arek Suroboyo (RIAS)* Program shows a fairly effective ability to adapt in supporting the implementation of coaching programs for children from underprivileged families. Relatively adequate facilities, reasonably good facilitator competence, and the provision of training for facilitators indicate that the program is able to adapt to the needs of participants. However, there are still several aspects that need improvement, such as systematic data collection on infrastructure and facilities, the addition of staff if the number of participants increases, and the implementation of regular facilitator training to improve the effectiveness of the program in the future.

CONCLUSION

Based on the results of the research on the effectiveness of the *Rumah Ilmu Arek Suroboyo (RIAS)* for children from low-income families at the Dinas Sosial Kota Surabaya, it can be concluded that the program has been implemented quite effectively in achieving its intended objectives. The RIAS program is able to provide adequate access to education through the provision of dormitory facilities, meals, school supplies, and character development for participants. The selection process, which is based on data of low-income families and verified through field observations, also indicates that the program has been implemented in a well-targeted manner. Furthermore, program implementation is supported by strong integration through systematic socialization and collaboration with various regional government organizations, as well as the involvement of parents in the development process. From the adaptation perspective, the program also demonstrates its ability to adjust to the needs of participants through the provision of adequate facilities and infrastructure, a shift-based mentoring system, and training provided for mentors.

The implications of this study suggest that boarding-based educational programs such as RIAS can serve as an effective social policy alternative to improve access to education for children from low-income families in urban areas. Through a developmental approach that not only focuses on formal education but also includes the fulfillment of basic needs, character formation, and skills development, the program is able to create a more conducive learning environment for participants. The integration of educational services, caregiving, and children's potential development indicates that a comprehensive development model can generate broader impacts on improving children's welfare and independence. Therefore, the RIAS program not only functions as an educational assistance initiative but also as a form of social intervention that contributes to improving the quality of human resources and supports government efforts to break the cycle of poverty through education.

Nevertheless, this study also provides several recommendations for improving program implementation in the future, including the need for more systematic inventory management of facilities and infrastructure, the addition of mentors if the number of participants increases, and the implementation of regular training and capacity-building programs for mentors to continuously enhance the quality of guidance and mentoring

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