

IMPLEMENTATION OF THE LABOR-INTENSIVE PAVING BLOCK PRODUCTION PROGRAM POLICY FOR POOR FAMILIES IN TAMBAKSARI DISTRICT, SURABAYA CITY

Shelly Ayu Permata Putri^{1)*}, Diana Putri Wahyudi¹⁾, Al Viana Amelia Pratiwi¹⁾, Edista Indiswari Artamefia¹⁾, & Tukiman¹⁾
Universitas Pembangunan Nasional "Veteran" Jawa Timur, Indonesia¹⁾
*Email: artamefia044@gmail.com**

Article History

Received: 21 May 2025

Accepted: 4 June 2025

Published: 14 August 2025

Abstract

The Labor-Intensive Program is a community empowerment strategy that focuses on creating temporary jobs through productive activities based on local resources. This program aims to reduce unemployment and directly increase the income of poor communities. In Surabaya City, specifically in Tambaksari District, the labor-intensive program is implemented in the form of paving block production involving underprivileged communities as labor. This study aims to analyze the implementation of the Labor-Intensive Program policy for paving block production using George C. Edward III's policy implementation theory, which includes aspects of communication, resources, disposition, and bureaucratic structure. The approach used is descriptive qualitative with data collection through interviews, observation, and documentation. The results of the study indicate that the program has succeeded in creating jobs and increasing community income, although there are still obstacles in terms of communication continuity, limited human resources and production equipment, and inconsistencies in some implementation with applicable SOPs. The disposition of implementers and flexibility in the bureaucratic structure are key factors in maintaining the sustainability and effectiveness of the program. These findings are expected to contribute to the development of more sustainable and inclusive community empowerment policies.

Keywords: Labor Intensive, Poverty, Policy Implementation, Paving Blocks, Surabaya.

A. INTRODUCTION

Poverty is a classic problem still faced by various regions in Indonesia, including the city of Surabaya. As the second largest metropolitan city after Jakarta, Surabaya experiences high population growth due to urbanization, which has resulted in increasing unemployment and social inequality (Salfafadhilah & Cahoyono, 2023). Although the poverty rate in Surabaya has shown a downward trend over the past two decades, inequality in welfare remains evident, especially in certain areas with high unemployment rates. The Surabaya City Government has implemented various community empowerment-based poverty alleviation programs, one of which is the Labor-Intensive Program (Wartono et al., 2024). This program aims to create temporary employment for the poor while improving their skills and productivity. Poverty alleviation efforts go beyond simply reducing poverty rates but also aim to create decent jobs and encourage inclusive and sustainable economic growth (Mohamad et al., 2024).

This program also represents a concrete manifestation of the Surabaya City Government's commitment to reducing poverty and improving the community's standard of living. Through local economic empowerment, it is hoped that this will create sustainable community independence and empowerment (Achmad, 2024). The results of the study indicate that the implementation of the Labor-Intensive Program in Surabaya has been running well and in accordance with applicable regulations (1). This program has absorbed thousands of workers from among the poor, increased their income, and encouraged the growth of a people-based creative economy in Surabaya (2). The Labor-Intensive Program in Surabaya refers to Mayoral Regulation Number 83 of 2023 as the legal basis for implementation, which emphasizes the empowerment of poor families through the utilization of local labor, increased income, and compliance with the procurement of goods/services and the empowerment of micro-enterprises. This program not only aims to reduce unemployment but also encourages increased work capacity, strengthens mutual cooperation, and improves the quality of residential environments, especially in the Tambaksari area, where products such as paving are not only used by DSDABM, but can also be purchased by the surrounding community (3).

The labor-intensive program for paving block production in Surabaya City has successfully empowered communities, particularly in Tambaksari District, through training, job creation, and business capital. This program is spread across ten districts and involves underprivileged residents in the production and distribution of paving blocks (Septiani, 2024). The Department of Water Resources and Highways (DSDABM) is the main actor in implementing the program by providing production equipment and support through CSR. This program not only increases community income but also supports environmental infrastructure development and significantly reduces unemployment (Waruwu, 2023). The labor-intensive program implemented by DSDABM has shown significant success in increasing the turnover of paving block entrepreneurs, reaching IDR 7–8 million per month through a two-claim system. This success reflects the program's positive impact on the community's economy, particularly in terms of employment absorption and income generation (Sukma et al., 2025). The community response to this program has also been quite positive. However, challenges remain, such as low participation of the poor due to miscommunication regarding the payment system, as well as a lack of work discipline that results in salaries being paid based on attendance, not per month (Ramadyna et al., 2025).

This study uses George C. Edward III's policy implementation theory (Pramono 4), which includes communication, resources, disposition, and bureaucratic structure. In the context of the Labor-Intensive Paving Block Program in Tambaksari District, communication between relevant parties is quite good, but obstacles arise in the resource aspect, such as limited tools and technical skills of workers. The disposition of implementers also becomes a challenge when commitment and motivation are low. An unclear bureaucratic structure can lead to overlapping tasks. Nevertheless, this program has had a positive impact, empowering poor families, creating jobs, and increasing income and quality of life, while supporting infrastructure development and sustainable poverty alleviation (Sofia, 2024)..

B. LITERATURE REVIEW

Public Policy

Public policy is a series of decisions or actions made by the government to achieve specific goals for the benefit of society. In the context of labor-intensive programs, these policies are designed to address social problems such as unemployment and poverty by creating jobs based on productive activities (Kertati et al., 2023). The effectiveness of a

policy depends heavily on its formulation, implementation, and evaluation processes, as well as the extent to which implementing actors understand the local context (Deni, 2023).

Labor Intensive Program

Labor-intensive programs are development strategies that emphasize the large-scale utilization of local labor, with the primary goal of reducing unemployment and increasing the income of the poor (Aqila et al., 2022). These programs are temporary but have an immediate impact, providing daily wages and job skills. In practice, labor-intensive programs are often associated with small-scale infrastructure development such as road construction, irrigation, or paving block production (Sari & Meirinawati, 2024).

Empowerment of Poor Communities

Empowering poor communities is a process that provides them with the space, access, and control to independently improve their quality of life. Labor-intensive programs are one form of government intervention in this empowerment process (Fatihah & Azizah, 2024). By directly engaging in production activities such as paving block production, communities not only earn income but also acquire skills that can potentially become the basis for future independent businesses (Ratmadhani et al., 2024).

Policy Implementation

Policy implementation is the process of translating political decisions into concrete actions through programs run by implementing agencies. Implementation is influenced by various factors such as resources, communication between actors, and the characteristics of the implementing organization (Iswandi et al., 2021). The success of labor-intensive programs is greatly influenced by effective coordination between local governments, technical implementers, and beneficiaries (Hertati 2024).

Paving Block Production as a Social Innovation

Paving block production within a labor-intensive program can be seen as a form of social innovation that combines economic and social objectives. In addition to providing jobs for the poor, this activity also produces valuable products for environmental infrastructure development (Simanjuntak et al., 2025). This innovation encourages the transfer of simple technical skills to the community and fosters local entrepreneurship, thus potentially creating sustainable impacts (Raihana & Rojali, 2024).

C. RESEARCH METODOLOGY

This study employed a qualitative descriptive approach, utilizing secondary data as its primary source (Warahmah & Jailani, 2023). The data was obtained through a review of literature, scientific articles, journals, regulations, and information available online relevant to the research topic. The researchers analyzed all of these references to obtain the study's findings (Judijanto et al., 2024).

This approach was chosen to gain a deeper understanding of how the labor-intensive paving block production program policy is implemented and its impact on poor families in Tambaksari District, Surabaya City. The research location was in Tambaksari District, because this area is one of the densely populated areas with a relatively high poverty rate and is the target of the program. Data sources in this study consisted of primary and secondary data (Hidayat et al., 2024). Primary data were obtained through in-depth interviews with key informants, such as local government officials involved in program implementation, field implementers, and community beneficiaries (Mualif et al., 2024). Meanwhile, secondary data were obtained from official documents, program implementation reports, regional regulations, and relevant literature. Data collection techniques were carried out through interviews, field observations, and documentation studies (Achjar et al., 2023). To ensure

data validity, source triangulation techniques were used, namely by comparing data from various sources to obtain valid and accountable results (Saadah et al., 2023).

D. RESULT AND DISCUSSION

To assess the extent to which the implementation of the Labor-Intensive Paving Block Production Program in Tambaksari District, Surabaya City, is achieving its stated objectives, researchers analyzed the program's implementation process using George Edward III's policy implementation theory. This program is part of the government's effort to provide alternative temporary employment through productive activities based on local needs. Using George Edward III's theoretical approach, program implementation was analyzed based on four main variables: communication, resources, disposition (attitude of implementers), and bureaucratic structure.

Based on the research findings, researchers examined and discussed these findings to determine the extent to which these four variables contributed to the success or obstacles of program implementation in the field.

Based on the research findings, researchers analyzed these findings using relevant theories. Policy implementation, according to George Edward III (1980), includes:

Communication

Communication plays a crucial role in conveying the program's intent, objectives, and implementation procedures to target groups and implementers in the field. The success of a policy implementation depends heavily on effective communication between the various parties involved. In the context of the implementation of the Labor-Intensive Paving Block Production Program in Tambaksari District, communication is a key instrument for maintaining alignment between formulated policies and implementation practices in the community. The three communication elements analyzed in this study are transmission, information clarity, and consistency.

Based on the research findings, the information dissemination process, or transmission, is carried out through structural channels, starting with the Water Resources and Highways Agency to the Tambaksari District, and then onward to the labor-intensive groups. Socialization activities were conducted at the beginning of the program, primarily targeting poor and pre-poor families, as is a priority in the city government's empowerment program. However, post-socialization information transmission tended to be less sustainable, resulting in limited technical information coverage and coordination in the field.

Clarity of information in the communication process is crucial for ensuring that all implementers, including technical officers at the agency and sub-district levels, comprehensively understand the program's objectives, mechanisms, and procedures. This clarity was initially achieved through systematic training and outreach, but gradually declined due to the lack of formal communication follow-up. The lack of systematic follow-up information provided to labor-intensive groups created gaps in the understanding and technical implementation of the program at the community level. This has implications for the potential for errors in program implementation that could have been prevented through more intensive and structured communication.

Based on the above description, it can be concluded that, in terms of communication, the sub-focus on information transmission performed quite well in the initial phase. However, clarity of information was only achieved during the initial implementation of the program and did not continue optimally in subsequent phases. Similarly, consistency in information delivery was not effectively implemented. Therefore, when viewed from the three communication sub-foci—information transmission, clarity, and consistency—the

implementation of the labor-intensive paving production program in Tambaksari District still does not demonstrate optimal implementation performance.

Resource

Clarity of information in the communication process is crucial for ensuring that all implementers, including technical officers at the agency and sub-district levels, comprehensively understand the program's objectives, mechanisms, and procedures. This clarity was initially achieved through systematic training and outreach, but gradually declined due to the lack of formal communication follow-up. The lack of systematic follow-up information provided to labor-intensive groups created gaps in the understanding and technical implementation of the program at the community level. This has implications for the potential for errors in program implementation that could have been prevented through more intensive and structured communication.

Based on the above description, it can be concluded that, in terms of communication, the sub-focus on information transmission performed quite well in the initial phase. However, clarity of information was only achieved during the initial implementation of the program and did not continue optimally in subsequent phases. Similarly, consistency in information delivery was not effectively implemented. Therefore, when viewed from the three communication sub-foci—information transmission, clarity, and consistency—the implementation of the labor-intensive paving production program in Tambaksari District still does not demonstrate optimal implementation performance.

In addition to the availability of staff and information needed for policy implementation, authority is also crucial and must be possessed in the implementation process. The Tambaksari District Paving Block Program also provides training to support the community in streamlining the paving block production process. This aligns with Edward III's point, as quoted in Joko Pramono's book, that if implementers lack the necessary resources, implementation will not run smoothly.

Based on the discussion of the sub-foci above, it can be concluded that resource allocation has not been adequately implemented in the Tambaksari District Surabaya labor-intensive paving block program. Due to the significant shortage of personnel and the labor-intensive production process, the paving block production process remains suboptimal.

Disposition

In the implementation of the labor-intensive paving block production program in Tambaksari District, the disposition of policy implementers has proven to play a crucial role in determining the program's effectiveness and sustainability. This disposition encompasses the implementer's attitude, commitment, and level of alignment with the policy objectives set by the Surabaya City Government through the Water Resources and Highways Agency. When implementers have an understanding and willingness that aligns with the policy direction, the implementation process becomes more focused and productive. Conversely, low commitment can lead to slow implementation and suboptimal results. This aligns with George C. Edward III's policy implementation theory, which places disposition as a key factor in successful program implementation.

Based on data obtained from interviews and field observations, implementers at all levels, from the agency to the production group, demonstrated seriousness in implementing the program. Their strong commitment is demonstrated by their willingness to maintain the program's operation and provide direct benefits to the community, especially those who previously lacked a steady income. The program's sustainability in Tambaksari District is concrete evidence that implementers have a high level of responsibility and understand the importance of this labor-intensive program. Furthermore, honesty and transparency are

evident in various aspects of implementation, from the use of production materials and monitoring the quality of paving products to the distribution system for work results, which is applied openly and fairly to each group member. One aspect that reflects the implementers' integrity is the process of routinely testing the quality of paving blocks by an independent agency to ensure production meets standards. Furthermore, revenue sharing arrangements are based on mutual agreement and are accompanied by a strict attendance recording mechanism.

In terms of community involvement, the program's implementation has proven to provide ample space for participation. The community not only acts as beneficiaries but is also involved in the decision-making process. When complaints from local residents regarding the noise-causing production location were received, the local government immediately responded and took steps to relocate the location to ensure shared comfort. This approach demonstrates a democratic spirit in program implementation, where community aspirations are heard and taken into consideration in policy implementation. An analysis of the three dispositional elements—commitment, honesty, and openness—concludes that the implementation of the labor-intensive paving block program in Tambaksari District has been quite successful. The implementers are able to fulfill their roles not only as organizers but also as agents who directly encourage community participation and empowerment. This demonstrates that the success of policy implementation is determined not only by sound planning but also by the attitude and integrity of those implementing the policy in the field.

Bureaucratic Structure

Bureaucratic structure is a fundamental component in the public policy implementation process because it determines how workflow, coordination, and responsibility between organizational units are carried out. This is in line with the policy implementation theory of George C. Edwards III (5 pramono) which emphasizes four main variables in successful implementation, one of which is bureaucratic structure. An organized structure allows policies to be systematically translated into concrete actions in the field. Referring to the Regulation of the Minister of Home Affairs (Permendagri) Number 52 of 2011 concerning Standard Operating Procedures in the Regional Government Environment, Article 2 emphasizes that every regional apparatus is required to prepare and establish Standard Operating Procedures (SOPs) for every government activity (6). These SOPs function as technical guidelines so that the implementation of activities runs consistently with the principles of good governance. In the context of the Labor-Intensive Program for paving block production in Surabaya, the Water Resources and Highways Agency (DSDABM) together with the Tambaksari District plays a strategic role in preparing and implementing SOPs that support the production process and community empowerment. Clarity in the bureaucratic structure and the SOPs implemented are the key to ensuring that the program runs in an orderly, efficient and targeted manner in improving the welfare of pre-prosperous communities. In practice, this SOP is implemented by Tambaksari District and DSDABM.

SOPs are prepared as guidelines so that program implementation runs according to tasks and regulations, but in practice there are often adjustments to real conditions in the field, paving production workers do not apply SOPs but the flexibility that exists in the field because this is important so that the program is not hampered by rigid procedures. According to Edward III's theory, the success of a policy depends on the ability to adapt to field situations, so that adaptive SOPs increase program effectiveness. Even without a strict bureaucratic structure and official SOPs, good coordination and clear division of labor make the implementation of the labor-intensive paving block program in Tambaksari District still successful. Flexibility in procedures is the main key to the program's success.

E. CONSLUSION

The Labor-Intensive Program for paving block production in Tambaksari District, Surabaya, has proven to have a positive impact in reducing unemployment and increasing the income of poor communities through a local empowerment approach. Based on analysis using George C. Edward III's policy implementation theory, the success of this program is influenced by several factors, namely communication which was quite effective in conveying information at the beginning of implementation, but experienced a decline in consistency in the later stages. In terms of resources, there were still obstacles such as limited equipment, unskilled labor, and minimal community preparedness in facing the production process that is not instant. Nevertheless, the disposition aspect showed good performance, marked by commitment, transparency, and active involvement of implementers and the community in maintaining the continuity of the program. Meanwhile, the bureaucratic structure and the implementation of SOPs were flexible and adaptive to field conditions, although not yet fully in accordance with standard procedures. Overall, the implementation of this Labor-Intensive Program has succeeded in empowering underprivileged communities, strengthening mutual cooperation, and supporting community-based infrastructure development, although still needs improvement in technical aspects and coordination between stakeholders for more optimal and sustainable implementation.

REFERENCE

- Achjar, K. A. H., Rusliyadi, M., Zaenurrosyid, A., Rumata, N. A., Nirwana, I., & Abadi, A. (2023). *Metode penelitian kualitatif: Panduan praktis untuk analisis data kualitatif dan studi kasus*. PT. Sonpedia Publishing Indonesia.
- Achmad, W. (2024). Pemberdayaan Masyarakat Melalui Kewirausahaan Sosial: Membangun Kemandirian. *Co-Value Jurnal Ekonomi Koperasi dan kewirausahaan*, 14(9).
- Aqila, C., Ismail, H., & Wahyudi, E. (2022). Efektivitas Kinerja Pelayanan Kelurahan Wonokusumo Terhadap Program Padat Karya Dispendukcapil Surabaya. *PRAJA observer: Jurnal Penelitian Administrasi Publik (e-ISSN: 2797-0469)*, 2(04), 48-59.
- Deni, A. (2023). *Kebijakan Publik (Formulasi, Implementasi, Evaluasi, Dan Analisis)*. Cendikia Mulia Mandiri.
- Fatihah, S. A., & Azizah, N. (2024). Pemberdayaan Masyarakat Pada Keluarga Miskin dan Pra Miskin Melalui Program Padat Karya Guna Mengentaskan Kemiskinan di Kelurahan Semolowaru. *Economics And Business Management Journal (EBMJ)*, 3(04), 678-683.
- Hidayat, A. N., Nadhifa, L., Firdaus, S., Rafika, T. S., Khasanah, U., & Filosofi, W. K. (2024). Analisis Permasalahan Dan Solusi Pengembangan Umkm Paving'maju Jaya'sebagai Strategi Pemberdayaan Mengatasi Kemiskinan. *Jurnal Penyuluhan Dan Pemberdayaan Masyarakat*, 3(2), 83-91.
- Hertati, D. (2024). Implementasi Program Padat Karya dalam Pengurangan Pengangguran di Kota Surabaya: Sebuah Analisis Berdasarkan Model David C. Korten. *NeoRespublica: Jurnal Ilmu Pemerintahan*, 6(1), 91-100.
- Iswandi, I., Ramadhani, P., Randa, M. G., & Nofrijon, N. (2021). Implementasi, Proses Kompleks, Dan Faktor-Faktor Pelaksanaan Kebijakan Pendidikan. *Jurnal Menata: Jurnal Program Studi Manajemen Pendidikan Islam*, 4(1), 30-41.
- Judijanto, L., Wibowo, G. A., Hakpantria, H., Nuryanneti, I., Apriyanto, A., Firdaus, A., ... & Efitra, E. (2024). *Karya Tulis Ilmiah: Panduan Praktis Menyusun Karya Tulis Ilmiah*. PT. Sonpedia Publishing Indonesia.

- Kertati, I., Pratomo, S., Sancono, B. A. W., Daeni, M., Widyastomo, R. P., Christiani, C., ... & Wirasati, W. (2023). Implementasi Kebijakan Publik: Dari Hulu ke Hilir. PT. Sonpedia Publishing Indonesia.
- Mohamad, S., Saleh, G. S., & Umuri, H. (2024). Implementation of the UMKM Program in Poverty Alleviation di Desa Padengo Kabupaten Pohuwato. *Provider Jurnal Ilmu Pemerintahan*, 3(2), 117-140.
- Mualif, A., Jabbar, A., & Syarifuddin, H. (2024). Kinerja pemerintah daerah dalam program pengentasan kemiskinan di Kecamatan Baranti Kabupaten Sidenreng Rappang. *GOVERNANCE: Jurnal Ilmiah Kajian Politik Lokal dan Pembangunan*, 11(1).
- Ramadyna, N. F., & Oktariyanda, T. A. (2025). Analisis Kinerja Pegawai Pada Bidang Kesejahteraan Rakyat dan Perekonomian Dalam Upaya Penyaluran Program Keluarga Miskin di Kelurahan Menanggal Kota Surabaya. *Socius: Jurnal Penelitian Ilmu-Ilmu Sosial*, 2(11).
- Raihana, S., & Rojali, R. (2024). Penguatan ekonomi kreatif lokal melalui pelatihan kewirausahaan digital di komunitas masyarakat. *ADI Pengabdian Kepada Masyarakat*, 5(1), 33-41.
- Ratmadhani, D., Amrulloh, R. D., Agustananda, D. G., & Nakhasiyatun, S. (2024). Pelatihan Pembuatan Paving Blok dari Limbah Plastik dan Sumber Daya Alam Pasir Batu. *Kampelmas*, 3(2), 671-680.
- Saadah, M., Prasetyo, Y. C., & Rahmayati, G. T. (2022). Strategi dalam menjaga keabsahan data pada penelitian kualitatif. *Al-'Adad: Jurnal Tadris Matematika*, 1(2), 54-64.
- Salsafadhila, S., & Cahyono, H. (2023). Pengaruh APS, Pengangguran, PDRB, Dan Jumlah Penduduk Terhadap Tingkat Kemiskinan Kota Surabaya. *Independent: Journal of Economics*, 3(1), 127-137.
- Sari, Y. W., & Meirinawati, M. (2024). Strategi Program Padat Karya Oleh Dinas Sumber Daya Air Dan Bina Marga Kota Surabaya (Studi Proyek Padat Karya Paving Tambaksari Surabaya). *Publika*, 292-307.
- Septiani, I. N. (2024). *Pemberdayaan Masyarakat Kecamatan Tambaksari Kota Surabaya Melalui Program Rumah Padat Karya Produksi Paving* (Doctoral dissertation, Universitas Pembangunan Nasional "Veteran" Jawa Timur).
- Simanjuntak, M. R. A., Abriantoro, A. P., & Julito, K. A. (2025). Pengembangan Paving Block Inovatif dari Limbah Cangkang Kerang Hijau dan Pengembangan Model Bisnis Berkelanjutan untuk Masyarakat Pesisir Kalibaru, Cilincing. *Jurnal Komunitas: Jurnal Pengabdian kepada Masyarakat*, 7(2), 230-240.
- Sofia, L. (2024). *Implementasi peraturan bupati nomor 13 tahun 2023 tentang penataan dan pemberdayaan pedagang kaki lima di kecamatan situbondo pada dinas koperasi perindustrian dan perdagangan kabupaten situbondo* (Doctoral dissertation, Universitas abdurachman saleh situbondo).
- Sukma, D. A., Zamba, M. T., Arsadi, S. D. W. R., Salsabila, D. A., & Anisykurlillah, R. (2025). Evaluasi Program Rumah Padat Karya Viaduct By Gubeng Di Kecamatan Gubeng. *Jurnal Publik*, 19(01), 28-44.
- Warahmah, M., & Jailani, M. S. (2023). Pendekatan dan Tahapan Penelitian dalam Kajian Pendidikan Anak Usia Dini. *DZURRIYAT: Jurnal Pendidikan Islam Anak Usia Dini*, 1(2), 72-81.
- Wartono, T., Maichal, M., & Apriyanto, A. (2024). *Ekonomi Indonesia: Tantangan, Peluang, dan Masa Depan Perekonomian Indonesia 2030*. PT. Sonpedia Publishing Indonesia.

Waruwu, H. S. (2023). *Peranan Dinas Sumber Daya Air, Bina Marga Dan Bina Konstruksi (Sdabmbk) Kabupaten Deli Serdang Dalam Pembangunan Infrastruktur Jalan (Studi Kasus Kecamatan Percut Sei Tuan)* (Doctoral dissertation, Universitas Medan Area).