

## SUCCESS RATE PADAT KARYA PAVING GEPREK PROGRAM'S FOR POOR FAMILIES IN SURABAYA CITY

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**Abstract.** The impacts of Pandemi Covid-19 such as poverty and unemployment. However, the number of poor people and the unemployment rate in the city of Surabaya decreases every year. This means that the Surabaya City Government has attempted to provide a solution by establishing community empowerment programs such as labor-intensive programs for poor families. One example is Padat Karya Paving GePREK (Mutual Cooperation, Empowerment and Community Economy). This program has been implemented in 10 sub-districts out of 31 sub-districts in the city of Surabaya. Therefore, this research aims to measure the success of the Padat Karya Paving GePREK for Poor Families in the City of Surabaya using a quantitative method with a descriptive approach of one variable, namely the success of the program is measured by indicators of the objectives of the padat karya in accordance with Surabaya Mayor Regulation Number 83 of 2023 concerning Padat Karya Programs in the City of Surabaya. Data was obtained through questionnaires, interviews and documentation. This research consisted of 79 respondents. The research results, this program was considered successful in achieving program objectives with a percentage of 63%.

**Keywords:** Poverty; Unemployment; Success Rate; Padat Karya Paving GePREK; Poor Families

### I. INTRODUCTION

The Severe Acute Respiratory Syndrome Coronavirus-2 (SARS-CoV-2), commonly referred to as the Coronavirus, has spread across several countries worldwide, including Indonesia. The World Health Organization (WHO) classified it as a pandemic [1]. Over time, the impact of the Covid-19 pandemic has been felt across all sectors of society. One of these impacts is the increase in poverty rates. According to Indonesia's Central Statistics Agency (BPS), the poverty rate in Indonesia rose to 9.41% in 2019 and further increased to 9.78% in 2020.

The province of East Java has become one of the regions with a high poverty rate due to the Covid-19 pandemic compared to other provinces in Indonesia. The increase in the number of people living in poverty has also impacted the economic sector. The change in the poverty rate in East Java can be attributed to several factors, including the increase in confirmed positive Covid-19 cases, high numbers of workers laid off, implementation of social restrictions, decreased job opportunities, and general inflation [2]. Surabaya City, as the capital of East Java Province, has experienced a similar surge in poverty rates due to the pandemic. Below is a table showing the poverty levels in East Java and Surabaya City during and after the pandemic [3]

Table 1 People Poor Living in Poverty in East Java and Surabaya City since 2019 to 2023

Year	Total People Poor Living in Poverty (individuals)	
	East Java	Surabaya City
2019	4.112.250	130,55
2020	4.419.100	145,67
2021	4.572.730	152,49
2022	4.181.290	138,21
2023	4.188.810	136,37

The Surabaya City Government has taken steps to address this issue, including the implementation of a labor-intensive program inaugurated in March 2022 [4]. According to [5], a labor-intensive program is defined as a community empowerment activity aimed at low-income families, focusing on the productive use of natural resources, labor, and local technology to reduce unemployment and poverty, increase income, and maintain purchasing power. The Surabaya City Government conducts this program by involving several Regional Apparatus Organizations (OPDs) or government agencies. Facilities for the program include assets such as land provided by the government, sourced from the Regional Financial and Asset Management Agency (BPKAD). One of the labor-intensive initiatives by the Surabaya City Government is the Paving Block Production Program, known as Paving GePREK (Mutual Cooperation,

Empowerment, and Community Economy), managed by the Surabaya City Water Resources and Highways Department (DSDABM) in collaboration with multiple sectors for its implementation.

The Paving GePREK Labor-Intensive Program (Mutual Cooperation, Empowerment, and People's Economy) fosters the spirit of gotong royong (mutual cooperation) in accordance with the Surabaya City Medium-Term Development Plan (RPJMD) for 2021-2026, as stated in [6], which reads: "Gotong Royong Towards an Advanced, Humane, and Sustainable World-Class City." Additionally, the implementation of the Paving GePREK labor-intensive program is based on the principle of empowerment, which involves the community, particularly low-income families. The People's Economy principle in the Paving GePREK Labor-Intensive Program is pursued as part of Surabaya's economic policy direction, specifically Economic Recovery through the People's Economy. This approach focuses on empowering Low-Income Communities (MBR) through labor-intensive programs. The paving production activities are located in 11 Labor-Intensive Houses (RPK) across 10 districts in Surabaya, including Tambaksari, Sukolilo, Mulyorejo, Kenjeran, Pakal, Benowo, Gubeng, Wonocolo, Gunung Anyar, and Wonokromo.

During its first year, the program has achieved significant accomplishments. This innovation received recognition as the 1st place winner in the Surabaya Innovation Competition (Inovboy) 2023 at the Regional Apparatus level. The labor-intensive paving program has empowered communities, particularly low-income families. Similar findings were reported in a study conducted by [7] titled "Empowerment of Poor Communities through the Krembangan Labor-Intensive House," which found that several focus areas were successfully addressed and implemented well, indicating that empowerment through the Krembangan Labor-Intensive House has enabled the community to become more empowered. However, observations revealed several challenges faced by business groups, including a shortage of workers in some groups and the income generated by each group. Similarly, research by [8] titled "Empowerment of Communities through the Viaduct by Gubeng Labor-Intensive House" found that the goals of community empowerment had not been fully achieved, as two out of nine objectives remained unmet, specifically environmental improvement and enhancement of community livelihoods related to income or turnover.

Every policy or program implemented by an organization has specific goals to achieve. One of the essential elements for attaining the objectives set by any organization is the concept of effectiveness. According to Komaruddin (1984), as cited in [9], effectiveness refers to a condition that indicates the level of success or failure of management activities in achieving predetermined goals. Based on this explanation, this study examines the labor-intensive program initiated by the Surabaya City Government for low-income families, focusing on all Labor-Intensive Houses (RPK) of the Paving GePREK program (Mutual Cooperation, Empowerment, and People's Economy) in Surabaya City to assess the extent of the program's success.

## II. RESEARCH METHODS

This study employs a quantitative method with a descriptive approach focusing on a single variable. Quantitative research generates findings that can be achieved (obtained) using statistical procedures or other forms of quantification (measurement) [10]. Descriptive research is conducted to analyze one or more variables without making comparisons or establishing relationships between the variables [11]. This research operationalizes one variable, namely the success of the Paving GePREK labor-intensive program. It measures the program's success in creating jobs and increasing income based on the program objectives, evaluated from the perspective of the workers or business groups across all Paving GePREK Labor-Intensive Houses (RPK) in Surabaya City. The sample size and respondents for this study totaled 79 individuals. Data collection techniques included questionnaires, unstructured interviews, and documentation. Data analysis was performed using descriptive statistical analysis with a continuum line method, utilizing the following formula.

$$\text{Interval Range} = \frac{X_{\max} - X_{\min}}{\text{Categories}} + 1$$

Description :

$X_{\max}$  = Maximum value (highest score x number of items/statements)

$X_{\min}$  = Minimum value (lowest score x number of items/statements)

Measurement is conducted using a 5-point scale: strongly disagree, disagree, neutral, agree, and strongly agree on the questionnaire to determine the success level of the program categorized as unsuccessful, less successful, fairly successful, successful, and very successful. Below is the table for measuring these variables.

Table 2 Category Classification

Interval Score	Category
30 – 53	Unsuccessful
54 – 77	Less Successful
78 – 102	Fairly Successful
103 – 126	Successful
127 – 150	Very Successful

## III. RESULT AND DISCUSSION

### A. Indicator 1: Fostering a Sense of Togetherness, Mutual Cooperation, and Community Participation in Regional Development

This indicator was assessed based on elements of group togetherness, the culture of mutual cooperation, and community participation. The Paving GePREK Labor-Intensive Program helps foster a sense of togetherness among members within each business group, promoting the formation of strong friendships and supportive relationships. These positive connections among group members cultivate a culture of gotong royong (mutual cooperation) both in work and beyond. The program also provides opportunities for group members to participate fully in all activities, including sharing ideas to support the program's future success. Below is a chart displaying the questionnaire results for the first indicator.

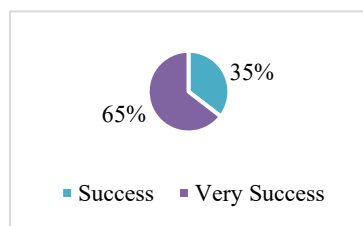


Figure 1 Questionnaire Results Indicator One

Based on fig. 1, respondents indicated that 35% rated the program as successful and 65% as very successful. This means that, for this indicator, the success level in achieving the program's objectives is classified as very successful. This success is attributed to the sense of unity among the business groups and other relevant stakeholders involved. This unity is fostered by strong collaboration and support between all parties. For example, workers cooperate and commit as a team in carrying out their tasks. Other stakeholders, such as the Department of Water Resources and Highways, the Department of Industry and Labor, and others overseeing the program, also contribute. Good relations within the business groups foster a culture of mutual cooperation, with members helping one another both at work and outside of it. Additionally, the program engages group members in various activities related to paving production, encouraging them to share ideas or suggestions during program evaluations or when addressing issues within each group.

#### B. Indicator 2 : Enhancing Access to Basic Services for Poor Families through a Community Empowerment Approach

This indicator was measured through the elements of basic services and the empowerment approach theory by Ginanjar Kartasasmita in [12], which includes enabling, empowering, and protecting. The Paving GePREK Labor-Intensive Program facilitates easier access to basic services, particularly for members of the business groups. These basic services include health and public works, as outlined in the [13]. True to its name GePREK (Gotong Royong, Empowerment, and People's Economy)—this labor-intensive paving program is a community empowerment-based initiative. Below is a chart displaying the questionnaire results for this second indicator.

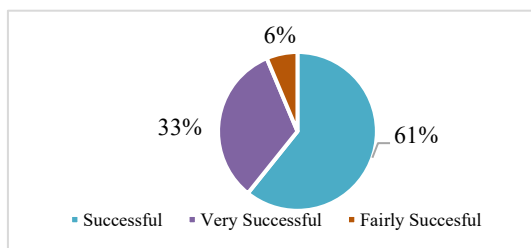


Figure 2 Questionnaire Results Indicator Two

Based on fig. 2, respondents indicated that 6% rated the program as fairly successful, 61% as successful, and 33% as very successful. This means that for this indicator, the success level in achieving the program's objectives is categorized as successful. This success is reflected in the basic services

aspect, where the community gains easier access to essential health services, specifically health services for the productive and elderly populations. According to [14], the achievement of basic health services up to 2023 includes 82.82% of the target population in productive age and 93.86% of the elderly, based on a 100% target. In addition to health, business groups' needs are also met in the category of public works, particularly in access to daily drinking water. According to the same regulation, 99.48% of the target population had access to basic drinking water needs in 2023, against a target of 100%. This improvement in access to basic services represents a form of public service to meet citizens' essential needs (goods/services every individual has a right to, for a decent living). The local government's enhancement of basic service access is achieved partly through community empowerment activities such as the Labor-Intensive Program.

The second element is the community empowerment approach. The Paving GePREK Labor-Intensive Program is deemed successful in empowering the community, particularly the business groups involved in the program. According to Ginanjar Kartasasmita in (Mulyawan. 2016), several aspects contribute to the empowerment process, including :

##### 1) Enabling

Enabling is about creating an atmosphere or climate that allows the potential or capabilities of the community to develop. Empowerment is an effort to build capacity by encouraging, motivating, and raising awareness of the potential possessed, as well as striving to develop it. One form of this is through the socialization of programs. At the beginning of the program's implementation, the Surabaya city government, along with local stakeholders, conducted socialization to the community regarding labor-intensive projects in Surabaya City, specifically the Paving GePREK project. However, there were respondents, as members of business groups, who did not receive information in their areas. Some of these individuals participated in the Paving GePREK labor-intensive program because they were informed by another member who had previously participated in the program.

In addition to socialization, the formation of groups in the labor-intensive program also encourages members to collaborate in achieving the goals of the business group and to collectively build capacity or potential for development. Each area that will participate in the labor-intensive program forms a team called a business group. In the Paving GePREK labor-intensive program, each Labor-Intensive House (RPK) must have at least one team and may have more. The formation of business groups is also provided with a Business Identification Number (NIB) and safety protection guarantees in the form of Employment Social Security Agency (BPJS Ketenagakerjaan). However, there are still several RPKs that lack the number of members compared to the ideal number of teams required.

##### 2) Empowering

Empowering involves strengthening the potential or capabilities possessed by the community. This is achieved through providing input and opening access to various opportunities that will enable the community to become more empowered. One of the steps taken is the training provided to



business groups. These business groups receive training from the city government through the Department of Manpower and universities or other parties that have the necessary expertise and competencies in their fields, such as the Institute of Technology Ten November Surabaya. The training is conducted to help the community, as business groups, learn about paving production. The training also aims to develop the potential and skills of the business groups. The training is conducted before the implementation of the program in each sub-district of the Labor-Intensive House (RPK), such as in the Benowo Sub-District.



Figure 3 Training for RPK in Benowo Sub-District

In addition to training, facilities or infrastructure also serve as support to strengthen the group's potential in developing their skills. The Surabaya city government, through the Regional Financial and Asset Management Agency (BPKAD), has provided facilities such as paving production sites in local districts. The city government also provides support by collaborating with regional banks or cooperatives for capital assistance and equipment/machinery used in production. This is in accordance with Article 16, paragraph 1 in [5], which states that the Regional Government provides ease, assistance, and facilitation to support the operational activities of the labor-intensive program.

### 3) Protecting

Protecting involves providing protection and support to the community so they are not weak or disadvantaged. One form of protection is through monitoring or assistance from managers or local authorities. In this labor-intensive paving program, the managing agency, the Surabaya City Department of Water Resources and Public Works, along with local authorities such as district and sub-district offices, conducts fairly regular monitoring. For example, the Tambaksari District routinely provides assistance to the team at the Tambaksari Labor-Intensive House (RPK). However, in some other district RPKs, local officials are less consistent in conducting monitoring.

### C. Indicators of Job Creation through Self-Managed and Labor-Intensive Development Activities

This indicator has been measured with elements of job opportunities and work productivity. The Paving GePREK labor-intensive program is considered capable of providing employment opportunities for the people of Surabaya, particularly low-income families. Job opportunities for Low-Income Families (Gamis) and Low-Income Communities (MBR) were widely available at that time, considering the economic conditions impacted by the pandemic. Workers also became more productive and empowered after participating

in this labor-intensive program. As research conducted by [15] showed, labor-intensive programs in Magelang have a positive correlation with employment absorption. This strong correlation is due to the high participation of the people of Magelang City in the labor-intensive program. Below is a graph showing the questionnaire results for the third indicator.

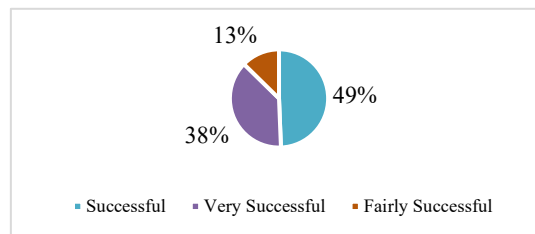


Figure 4 Questionnaire Results Indicator Three

Based on fig. 4, respondents rated 13% as moderately successful, 49% as successful, and 38% as very successful. This means that, for this indicator, the level of success falls in the "successful" category. This success reflects that the labor-intensive program can provide job opportunities for low-income families in Surabaya, thereby gradually reducing the poverty rate. Additionally, the unemployment rate has also decreased due to job opportunities provided by the program.

Although the program is categorized as successful, some issues remain for participants. Regarding job opportunities, respondents still responded with moderate agreement in the questionnaire. This is because the paving labor-intensive program is specifically targeted at people registered as Low-Income Families (Gamis) or Low-Income Communities (MBR) according to Social Services data. Meanwhile, there are people who wish to participate in the program but are restricted by this requirement. As a result, some teams or business groups in a few Labor-Intensive Houses (RPK) have fewer than the ideal six members. This shortage in team members can impact group productivity. Respondents mostly rated moderate agreement in the productivity element, as they feel that productivity is sometimes hindered by factors such as a lack of team members and frequently broken equipment.



Figure 5 Damaged Machinery in RPK

The shortage of workers per team is due to the low participation of local residents, as seen in RPK Sukolilo and RPK Mulyorejo. In RPK Sukolilo, the paving business group or team does not consist of Sukolilo residents but rather people from Tambaksari District. Similarly, in RPK Mulyorejo, none of the Mulyorejo residents were interested, so the paving business group or team was filled by residents from Tambaksari and Semampir Districts. Local authorities, such as sub-district and district offices, have conducted socialization about the labor-intensive program, yet local community participation remains low, resulting in paving

RPKs in one area being staffed by residents from other areas who wish to join the program.

In addition to this issue, the shortage of team members is also due to some members leaving the program during its implementation. These individuals only participated a few times at the beginning of team formation. Consequently, the number of team members decreased, affecting team productivity. Additionally, this may also impact the income earned.

#### D. Indicator of Revitalizing Community Social and Economic Activities

This indicator has been measured with elements such as forms of social activities, characteristics of social activities, and characteristics of economic activities. The Paving GePREK Labor-Intensive Program is considered to be able to revive social and economic activities in Surabaya after the Covid-19 pandemic. This program also fosters social activities, such as social awareness, and creates economic activities in Surabaya. It also serves as a national economic recovery program by utilizing local labor from low-income communities. Below is a graph showing the questionnaire results for the fourth indicator.

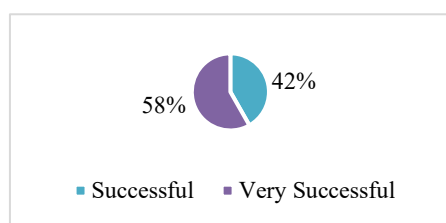


Figure 6 Questionnaire Results Indicator Four

Based on fig. 6, respondents rated 42% as successful and 58% as very successful. This means that, for this indicator, the level of success falls in the "very successful" category. This success reflects that members of the Paving GePREK labor-intensive teams or business groups have a strong sense of care, fostering close friendships or kinship bonds, as seen in the first indicator. This social awareness is also fostered through teamwork and mutual cooperation among team members. The sense of togetherness and solidarity within each team nurtures a spirit of caring for others.

Additionally, the characteristic elements of social activities include targeted program beneficiaries and program benefits for those beneficiaries. In this case, the Paving GePREK labor-intensive program is an innovative initiative by the Surabaya city government to reduce poverty and unemployment. The program has been well-targeted, with recipients being Low-Income Communities (MBR) and Low-Income Families (Gamis) already registered with the Department of Social Affairs.

As an economic activity, the characteristics of economic activities include production, distribution, and consumption. First, the Paving GePREK labor-intensive program has regularly produced paving, with the working hours of business groups set from Monday to Friday, 9:00 AM to 4:00 PM. However, this schedule is based on mutual agreement within each team at their respective RPKs. Each business group sets its own production targets, so production rates vary

among teams. Some business group members rated their agreement as moderate, as paving production does not occur every day. Usually, after claiming their production output with the program managers, teams take a few days off. This is also because sometimes materials run out and have not yet been supplied by the managers. Furthermore, frequently malfunctioning equipment hinders optimal paving production. Once produced by the business groups, the paving is then claimed or purchased by the managers to be distributed to neighborhoods or parks in need. The paving produced is used only for parks and neighborhood yards. Nevertheless, the quality of this paving is quite good and suitable for use, with a compressive strength of 175 kg/cm<sup>3</sup>, as it has been tested in the ITS Surabaya laboratory. Below is an example of paving produced by business groups and used in neighborhoods in Surabaya City.



Figure 7 Paving Installation in Villages

#### E. Indicator of Increasing Income for Low-Income Families in the Area

This indicator has been measured by assessing the income conditions of each worker participating in the paving labor-intensive program. Each team, after production and the claim process with the government, receives revenue, which is then distributed among the team members. Of course, the revenue varies across RPK teams, depending on the amount of paving produced that qualifies for claims. The Paving GePREK labor-intensive program has helped increase daily income compared to before they joined the program. With this program, community members, especially the workers, can better meet their daily needs in the post-pandemic period. Below is a graph showing the questionnaire results for the fifth indicator.

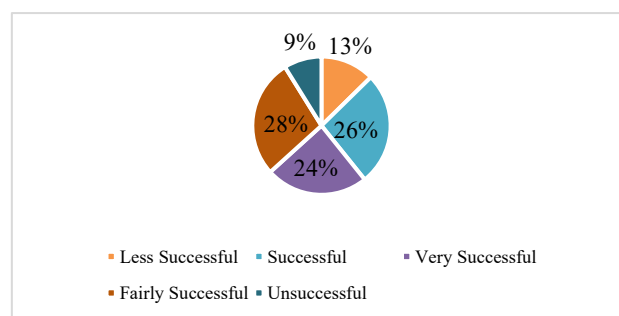


Figure 8 Questionnaire Results Indicator Five

Based on fig. 8, respondents rated 9% as unsuccessful, 13% as less successful, 28% as moderately successful, 26% as successful, and 24% as very unsuccessful. This indicates that, for this indicator, the level of success in achieving the program's goals falls in the "moderately successful" category. Some respondents still disagreed, even strongly disagreed, that the income they earned met or exceeded Surabaya's minimum wage (around 4 million rupiah). The wages each member received were based on dividing the team's total revenue, which fluctuated due to factors such as a shortage of team members, unmet targets, frequent equipment and machine breakdowns, low motivation among team members, material costs, and more. As a result, the revenue earned did not always reach Surabaya's minimum wage. However, some respondents agreed that they could reach Surabaya's minimum wage. They noted that, although the income didn't always meet the minimum wage, they occasionally reached that amount. Each team in each RPK faces different conditions. Nonetheless, the income earned was generally considered sufficient to cover daily needs, especially basic necessities.

Based on the questionnaire results, some people disagreed, even strongly disagreed, due to individual variations in daily needs. Daily expenses vary for each person, and the income earned doesn't always meet the target, which remains an issue.

#### F. Program Success

Soewarno in [9] defines effectiveness as a measurement of achieving previously established goals. In this research, the level of success of the program, namely the Paving GePREK Labor-Intensive Program (Community Cooperation, Empowerment, and People's Economy), has been assessed. Based on the responses from a total of 79 respondents, the success level of this program can be measured. Below are the overall responses of the respondents to assess the success level of the Paving GePREK Labor-Intensive Program (Community Cooperation, Empowerment, and People's Economy) in Surabaya City.

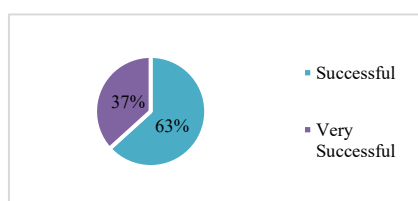


Figure 9 Program Success Rate

Based on the fig. 9, it can be concluded that, overall, the labor-intensive program, which includes the Paving GePREK Labor-Intensive Program (Community Cooperation, Empowerment, and People's Economy) aimed at low-income families, has been successful, with 63% of respondents rating it as successful in achieving the objectives outlined in Article 3 of Surabaya Mayor Regulation No. 83 of 2023 concerning Labor-Intensive Programs in Surabaya City.

#### IV. CONCLUSIONS

Based on the previous presentation, it can be concluded that the Paving GePREK Labor-Intensive Program has successfully achieved the objectives set forth in Surabaya Mayor Regulation No. 83 of 2023 concerning the Implementation of Labor-Intensive Programs in Surabaya City, with a success rate of 63%. Although successful, there are still several aspects that need evaluation. One of these is the provision of opportunities for non-low-income families in Surabaya to participate in the Paving GePREK program, accompanied by an agreement document or MOU between the members, acknowledged by the group leader, the sub-district, and the managing department. Both the sub-district and the managing department must regularly monitor the business groups to understand the progress and challenges faced by each group in the Labor-Intensive Houses (RPK), including reviewing facilities, safety measures, and more. The managing department should issue written warnings to members who are undisciplined or violate regulations within the business groups to ensure that those members do not repeat their offenses. If violations continue, even leading to unilateral resignations as seen in some RPKs, stricter sanctions or fines may be imposed as agreed upon by the members. The managing department, together with the sub-district, should conduct socialization efforts to promote or introduce the paving production results to the community. Additionally, there is a need to maximize paving marketing through online platforms on the labor-intensive program website or by collaborating with marketplaces to broaden the marketing reach of the paving production.

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