



## **Effectiveness of Urban Farming Policies and Economic Heroes in Poverty Reduction in The City of Surabaya**

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### **ABSTRACT**

Poverty in Indonesia raises various complex problems such as unemployment, crime, and other social problems. Surabaya is one of metropolitan city in Indonesia, yet still has a high poverty rates. Various attempts have been made by the Surabaya City Government to overcome the problem of poverty. Some of the policies implemented by the Surabaya City Government are Urban Farming Program and UMKM Tangible Economy Heroes Program. This study wants to answer empirically how effective the program is. Effectiveness according to Budiani (2007: 53) can be measured through the determination of program objectives, program socialization, program objectives, and program monitoring. This program takes place in Kelurahan Keputih and Rungkut Lor, Surabaya using a comparative descriptive method with a qualitative approach. The Urban Farming Program is a program to spur improvement in the living standards of the poor who are engaged in strengthening the urban agriculture sector. The Urban Farming Program is felt to be lacking in accuracy of the program targets due to incompatible products produced with demand, incompatible characteristics of the area with what is planted, and products produced can only be consumed alone. Intangible UMKM Economic Heroes Program is a program to empower housewives from poor families and MSME entrepreneurs. The Intangible Economy Hero Program of UMKM is deemed effective in minimizing poverty.

*Keyword:*

Effectiveness,  
Poverty Reduction,  
UMKM,  
Urban Farming.

### **INTRODUCTION**

As a developing country, Indonesia has made many changes to prosper the community and still exist in the face of global

competition. Small and big changes continue to be made by Indonesia, both in the economic, political, and other fields. But in its development, it cannot be denied that

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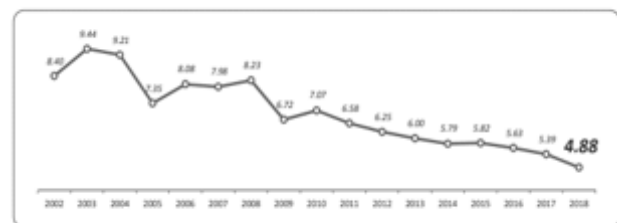
Indonesia still cannot avoid the problem of poverty. Poverty is a condition of economic inability to meet the average standard of living of a community in an area (A. Kurniawan, 2017). Based on data from the Central Statistics Agency (BPS) that the number of poor people in Indonesia as of March 2019 is 25.14 million people or about 9.41% of the total 260 million population of Indonesia. It can be called a poor population if the population has an average expenditure per capita per month below the poverty line. In March 2019, the poverty line level increased by 3.55% from Rp410,6,670 per capita per month to Rp. 425,250 per capita per month (Raharjo, 2019). The government does not just remain silent in dealing with the problem of poverty. Various poverty alleviation efforts have long been carried out by the government to reduce poverty in Indonesia. The government has implemented various policies to reduce poverty, but the results do not have an impact on reducing poverty.

Poverty can occur in various areas, both urban and rural, one of which is in the city of Surabaya. Surabaya is one of the major cities in Indonesia, where poverty rates are still high.

Based on the picture, it can be seen that the poverty rate in Surabaya City has started to improve or can be said to decrease from 2015 to 2018, which shows a figure of 4.88%. This is a positive achievement, although there is a decrease it can be seen that the number of poor people is still very large, which is 141 thousand people. The decline in poverty in Surabaya has not escaped the role of the Surabaya City Government, namely by creating programs to tackle poverty such as the Urban Farming program and the MSME Economic Heroes program. The Urban Farming Program is one of the programs from the Department of Agriculture which aims to assist the poor in meeting nutritious food consumption and to reduce family

expenses. While the Economic Hero in the form of MSME is a program that aims to raise the social and economic strata of the poor. Micro, Small and Medium Enterprises, one of the programs from the Office of Cooperatives and SMEs that is regulated in Law No. 20 of 2008 that the government and local governments facilitate business developers by providing intensive to micro, small and medium businesses developing technology and environmental sustainability. From the discussion above, the purpose of this study is to find out the effectiveness of poverty reduction program policies in Surabaya.

**Figure 1 Development of Percentage of Poor Population in Surabaya City 2002-2018**



Source: Statistics Indonesia, 2018

Previous research is used as one of the writer's references for conducting research. This aims to obtain comparative and reference material and to be able to enrich the theory in studying research. The following are the results of previous studies in the form of journals which become references for writers.

The first study found by researchers was a study conducted by (Junainah, Kanto, & Soenyono, 2016) entitled "Urban Farming Program as a Model for Poverty Reduction in Urban Communities (Case Study in the Keputih Village Farmers Group, Sukolilo District, Surabaya City)". The purpose of this study is to find out how social practices occur in the implementation of this program and how the participation of farmer groups in the planning, implementation, monitoring and evaluation process. This study uses a qualitative method with a case study

approach that takes locus in the Tegal Makmur Farmer Group in Keputih Village. The results of this study indicate that there is still a lack of structure in the implementation of this program, namely there is a lack of water for urban farming activities, especially during the dry season and dry farming techniques and agricultural techniques applied are not by the condition of the RW VIII area of Keputih. This program can be said to succeed around 60%. This is partly due to the enthusiasm of the Farmer Group (agent) in carrying out this program and encouraged by PPL who are also very enthusiastic about helping farmer groups.

The second study found by researchers is a study conducted by (Supriyanto, 2012) entitled "Empowerment of Micro, Small and Medium Enterprises (MSMEs) as One of the Poverty Reduction Efforts". The purpose of this study is to determine the role of Empowerment of Micro, Small and Medium Enterprises (MSMEs) as one of the efforts to reduce poverty in Indonesia. This study uses a qualitative method. The results of this study indicate that efforts to advance and develop the MSME sector will be able to absorb more available workforce and of course will be able to improve the welfare of the workers involved in it so that it can be the welfare of the workers involved in it to reduce unemployment which will eventually be used for poverty alleviation.

Public policy is a policy made by the state administrator or public administrator, thus public policy is everything that is done and not done by the government (Sirajuddin, 2014). Meanwhile, according to Thomas Dye (1992: 2-4) Public policy is everything that is done or not done by the government, the reason a policy must be done and the benefits for living together must be a holistic consideration so that the policy contains great benefits for its citizens and not cause losses, this is where the government must be

wise in setting policy (Anggara, 2014). Then it can be concluded that public policy is everything that is done or not done by the government to achieve certain goals.

The term effectiveness comes from the effective word which means achieving success in achieving the goals set (Nurwindiarti, 2016). According to (Effendy 1989) in a journal (Setianingsih & Setyowati, 2015) defines effectiveness as communication where there are objectives to be achieved and adjusted to the costs that have been set, the time determined and the number of personnel that will be involved. Here are a few indicators to measure effectiveness according to Budiani (2007: 53) in (Maijun & Utama, 2013) as follows:

1. Accuracy of program goals  
Accuracy of program objectives is the suitability of program participants with predetermined targets
2. Program socialization  
Program socialization, namely the ability of program organizers to conduct socialization, so that information on program implementation can be conveyed to the general public and target program participants in particular
3. Program objectives  
The purpose of the program is the suitability of the results of the implementation of the program with the program objectives that have been set previously
4. Program monitoring  
Program monitoring is the activity of observing the progress of the implementation of a program, identifying and anticipating problems that arise or will arise to be followed up.

Poverty alleviation is an effort to tackle or overcome or alleviate poverty. Poverty according to economists is divided into two, namely absolute poverty and relative poverty. Absolute poverty is based on the inability to meet basic needs or minimum

basic needs. While relative poverty is determined based on the inability to reach the standard of living set by the local community (Kusumaningrum, 2013). In poverty alleviation efforts can be made in the form of both economic and humanitarian measures to lift people out of poverty permanently.

## **METHOD**

The method used in this research is a comparative descriptive method with a qualitative approach. (Sugiyono, 2014: 53) said that descriptive research is research conducted to determine the existence of an independent variable, either one variable or more variables (a stand-alone variable) without making comparisons or looking for relationships between variables with each other. While comparative research according to (Sugiyono, 2014: 54) is a study comparing the state of one or more variables in two or more different samples, or two different times. The application of comparative research in this study is used to find out how the effectiveness of the Surabaya City government policy through the Urban Farming program and the Economic Hero Program in the form of MSMEs in overcoming poverty in the City of Surabaya.

A qualitative approach is used to understand, look for the meaning behind data, and find the truth. In collecting data researchers used document study techniques by comparing several previous studies. According to Bungie (2007: 121) (Nilamsari, 2014), "the documentary method is one of the data collection methods used in social research methodology to trace historical data". The documents obtained were then analyzed, compared and combined to form a systematic study.

## **Research Locus**

This research was conducted in February-March 2020 which was carried out in Surabaya, more precisely in the

Kelurahan Keputih and Rungkut Lor, each of which carried out a different poverty reduction program.

## **Research focus**

The focus of this research is to determine the effectiveness of policies for poverty alleviation programs in Surabaya.

## **RESULT AND DISCUSSIONS**

### **Poverty Alleviation of Surabaya City with Urban Farming Program**

Urban farming is a Surabaya City Government program that specifically functions to spur improvement in the living standards of the poor who are engaged in strengthening the urban agriculture sector, this program has been in effect since 2009 through the Agriculture Service. There are several models of Urban Farming namely utilizing idle land and critical land, utilizing green open space, optimize the garden around the house, and use space. In the urban farming program, farmers' groups receive help with seeds, seeds, liquid organic fertilizer and planting media (soil, polybags, and compost). This urban farming program arises because the Agriculture Office sees the condition of poor people who lack and basic human rights are not fulfilled as family nutrition is not fulfilled. The urban farming program also aims to reduce poverty, empower the poor and as a means of learning and improving human resources in agriculture.

### **Accuracy of Program Targets**

One of the urban farming programs, which is carried out by the Tegal Makmur Farmer Group, Keputih Village. Tegal Makmur Farmer Group is a part of the poor population who are members of the Farmer Group formed by the Kelurahan. They occupy the Keputih Kelurahan precisely in Keputih Tegal Timur Baru RT 03 and RT 04 RW VIII Kelurahan Keputih. In its application, the urban farming program is

felt to be lacking in program accuracy because the products produced are local products such as mustard greens, kale, spinach, eggplants, and tomatoes. While opportunities for vegetables in Surabaya are very high foreign products such as kale, red oak, basil, lettuce, red cabbage, romain. Besides planting using polybags has not been able to produce abundant products (still limited to meeting their consumption).

On the part of the Department of Agriculture, they have not done what they were supposed to do, such as involving the Tegal Makmur Farmer group in the planning process. This causes the Department of Agriculture to not know how the field conditions in the area where there is a lack of water during the dry season. This should be overcome by changing agricultural techniques that require less water, high selling power, and better quality vegetables (Junainah, 2016).

### **Program Socialization**

In its implementation in the field, the farmer group received technical guidance, motivation, and assistance from PPL (Field Extension Officers) assigned by the Department of Agriculture to disseminate to residents, namely the use of yards or vacant land through the urban farming program by planting horticultural crops aided by the Agriculture Office. Also, farmers were taught how to cultivate mustard, kale, spinach, eggplant, and tomatoes. PPL also directs to always record or administer activities that will be reported to the Department of Agriculture.

### **Program Objectives**

The urban farming program carried out in Keputih Kelurahan has the aim of meeting the food needs of the poor and meeting the needs of jobs in the informal sector. But in its application, this program has not been able to open new jobs in the region because

product marketing is still limited and has not been widespread. Also, when the program runs, it cannot reduce poverty in the surrounding area because it cannot meet the food needs of the poor communities around. After all, the products produced are still limited to meeting their consumption.

### **Program Monitoring**

In addition to being directly monitored by the PPL who is a representative of the Department of Agriculture, the implementation of the urban farming program is also monitored directly by the village office, in this case, the Kasie Kesra Kelurahan. PPL officers monitor farmers' groups once a week. PPL patiently accompanies the Farmer Group to make social changes, this is like a statement from Ibu Surati (a member of the Farmer Group):

"Ibu Nani (PPL) often comes here to see the development of plants, if there are problems such as disease, infertile growth, Ibu Nani provides a solution."

In this monitoring, PPL officers found that the farmer groups still had not carried out the PPL recommendations regarding administrative records so that the legitimacy in the form of reprimands for the farmer groups.

Despite the monitoring of PPL, PPL still does not make changes to constrained agricultural techniques such as the lack of water during the dry season. This can lead to crop failure, poor quality vegetables, and yields that can only be consumed for personal consumption. This was felt to be lacking in program monitoring, due to the absence of action in overcoming the main problem.

From the explanation above, it can be concluded that the urban farming program is less effective in poverty alleviation because it does not meet the 5 indicators of effectiveness measurement.



**Table 1 Indicator of Effectiveness Measurement**

Ketepatan sasaran program	Sosialisasi program	Tujuan program	Pemantauan program
-	√	-	-

From the table above, it can be interpreted as follows :

- Lack of accuracy of program targets due to incompatible products produced with demand, incompatible characteristics of the area with what is planted, and products produced can only be consumed alone
- Program socialization has been going well, such as providing technical guidance and motivation by PPL.
- But it is not effective in achieving program goals because when the program runs it cannot reduce poverty rates and cannot expand business opportunities due to production results can only be consumed by themselves.

Program monitoring has been carried out by PPL, but despite program monitoring, there is still no action taken in addressing the main problems faced by farmers. So that it can affect the results of production and can not achieve the objectives of the program.

### **Reducing Poverty in the City of Surabaya with the UMKM Economic Heroes Program**

Another program from the government to overcome poverty, namely through the Economic Heroes program which was initiated in 2010 which aims to raise the social strata (intervention so that they are no longer poor) and the economy of the poor (adding financial income to meet daily needs) (Rachman, 2019). The embodiment of the economic hero program is the provision of MSME training by empowering housewives

from poor families. Training is given on Saturdays and Sundays at Kapas Krampung Plaza in Tambaksari. The training took the form of product selection, product manufacturing, packaging, to marketing.

Whereas MSME itself has been carried out from 1997 to help economic growth and is seen as a rescue media in the process of social-economic recovery (F. D. Kurniawan & Fauziah, 2014). Micro, Small and Medium Enterprises (MSMEs) have a large contribution to the economy in Indonesia. The direct impact of the existence of MSMEs can be felt by all levels of society. In the journal (Rita & Asandimitra, 2019) this can be proven by the significant number of employment absorption by MSMEs which is 96.9%, besides that the existing business units in Indonesia are dominated by MSMEs up to 99.9% (BPS, 2001). Therefore, the government continues to empower MSMEs to overcome the problem of poverty.

In overcoming the problem of poverty in the community, the City Government of Surabaya has implemented several policies through the MSME program. Based on the Work Plans for Changing the Office of Cooperatives and Micro Enterprises in 2019, the policies implemented by the Surabaya City Government are as follows :

- Product Certification Facilitation for Micro Scale Business Actors
- Monitoring and Evaluation of Micro Business Development
- Product Quality Improvement for Micro Businesses
- Product Quality Improvement Training at Culinary Tourism Centers
- Entrepreneurship Training for Micro Scale Business Actors
- Organizing a Culinary Tourism Center Promotion Event
- Monitoring and Evaluation of Business Development in Culinary Tourism Centers and Traditional Markets

- h) Procurement of Supporting Facilities for Micro Scale Business Sites
- i) Maintenance of Micro Scale Business Sites
- j) Culinary Creative Home Management
- k) culinary training in a creative home
- l) Facilitating product certification for creative businesses.

**Table 2 Total of MSMEs in East Java Province by City**

No	Nama Kota	Jumlah UMKM
1	Kota Malang	77.778
2	Kota Probolinggo	26.125
3	Kota Pasuruan	24.257
4	Kota Kediri	29.306
5	Kota Blitar	21.291
6	Kota Pasuruan	24.257
7	Kota Madiun	22.662
8	Kota Surabaya	260.762
9	Kota Batu	23.544

Source: East Java Cooperative and UMKM Office, 2018

Based on the table above it can be seen that Surabaya City has 260,762 MSMEs, this is because Surabaya City is the center of the economy and the center of government which is the Capital City of East Java Province. Economic development in the city of Surabaya 98 percent is driven by the micro small economy trade sector (MSME). This is supported by policies implemented by the Surabaya City Government as a poverty reduction program through MSMEs.

One of the MSMEs under the guidance of the Surabaya City Government is the Rungkut Lor Bread and Cake Products Industry Center, Surabaya. The government provides MSME empowerment programs such as entrepreneurship training through the economic hero program. This training is a program that builds skills explicitly in preparation for starting and developing a business. This entrepreneurship training

was carried out by bringing in resource persons and chefs to provide knowledge for SMEs in the Center for Bread and Cake Product Industry, Rungkut Lor. SMEs are taught how to manage marketing, capital, packaging, finance, trading (stocks), and how to make pastries, handicrafts, and pricing.

The entrepreneurship training program is very important to increase creativity and innovation. Wherewith the increase in creativity and innovation, it is expected that SMEs can develop their business and can face obstacles in financial resources, experience, time and infrastructure. Entrepreneurship training raises awareness among entrepreneurs, owners, and managers of micro, small and medium businesses on the importance of creativity and innovation. Creativity and innovation are part of the entrepreneurial attitude that results from the entrepreneurship training program (Christanti, 2016).

### **Accuracy of Program Targets**

Rungkut Lor's Bread and Cake Products Industry Center is one of the MSMEs fostered by the Surabaya City Government in the MSME Empowerment Program. The City Government of Surabaya provides entrepreneurship training programs for MSMEs, one of which is at the Rungkut Lor Bread and Cake Products Industry Center. The Rungkut Lor Bread and Cake Product Industry Center is a region of Kampung Kue, where the entrepreneurship training program has a positive impact on the formation of entrepreneurial attitudes in the form of mindset, ability, and entrepreneurial status of the people who are MSME actors there.

### **Program Socialization**

In its implementation in the field, the guided MSMEs at the Rungkut Lor Bread and Cake Products Industry Center received

training from the Surabaya City Government by opening classes and bringing in resource persons and chefs to provide training and knowledge on marketing management, capital, trading (shares) Product sustainability (how to survive), recipes, quality ingredients, financial management, product packaging, how to make pastries, handicraft, and pricing. During the training, participants were allowed to ask questions when they did not understand what was explained so that later they would understand more.

**Program Objectives**

Entrepreneurship training programs provided to target SMEs in the Center for Rungkut Lor Bread and Cake Products Industry can have a positive impact on the formation of attitudes entrepreneurship in the form of mindset, ability, and entrepreneurial status. The entrepreneurship training program also plays a role in shaping entrepreneurial intentions in the form of a desire among training program participants to start and develop a business and see other business opportunities that can be run. That way, it can increase the financial income of the family in meeting their daily needs. So that it can help the economy and reduce poverty.

**Program Monitoring**

The training program is one of the economic hero programs specifically designed to build explicit knowledge and skills in preparation for starting a business. The focus of the organizers of the entrepreneurship training program is the result of the entrepreneurship training program provided, namely entrepreneurial attitudes displayed by individuals as seen from the mindset, capability, status and performance that they generate. Through the entrepreneurship training program, the MSMEs come to the realization (behavior) to start and develop a business. After providing

entrepreneurship training for the Surabaya City Government, monitoring and taking strategic steps to promote MSME products. So that market coverage becomes broad over time. Meanwhile, the City Development Planning Agency (Bappeko). The Kelurahan and Kecamatan parties are tasked with being field facilitators so that the program can be known and touch all levels of society, in particular, those who come from families with a weak economy. Moreover, roadshow and community market activities carried out in this program are carried out in Kelurahan and Kecamatan. Automatic, the role of Kelurahan and Kecamatan is classified as central. There is also the role of the Culture and Tourism Office and the One-Stop Integrated Investment and Services Office that provides business licenses. The Health Office as the issuer of Home Industry Product certificates and conducts tests to ensure that processed food/beverage products of MSME are hygienic and of good quality. There is also the Office of Cooperatives and Micro Enterprises as a provider of institutional legality in business.

From the explanation above, it can be concluded that the MSME entrepreneurship training program is effective in poverty alleviation because it meets 5 indicators of effectiveness measurement.

**Table 3 Indicator of Effectiveness Measurement**  
**Indicator of Effectiveness Measurement**

Ketepatan sasaran program	Sosialisasi program	Tujuan program	Pemantauan program
√	√	√	√

From the table above, it can be interpreted as follows :

- a) The accuracy of the program targets is by what is desired. The entrepreneurship training program is indeed appropriate



and can have a positive impact on the target SMEs in the Rungkut Lor Bread and Cake Products Industry Center

- b) The program's socialization went very well because the resource persons and chefs who came and provided technical guidance and motivation were well received and understood by the MSMEs to be realized by them.
- c) This program is considered very effective because the MSMEs can realize what has been delivered by the resource person. Thus this program is considered to be able to achieve program goals because when the program runs it can reduce the poverty rate and can expand business opportunities.
- d) Monitoring of the program has been carried out well by the Surabaya City Government with related agencies that have helped make it easier for MSME entrepreneurs to start businesses and market their businesses so that program objectives are achieved, and can reduce poverty rates.

## CONCLUSION

Based on the results of the research above regarding the effectiveness of poverty reduction program policies in Surabaya, it can be concluded that from the programs made by the Surabaya City Government there are effective and less effective in reducing poverty. Urban Farming Program is one example of a program that is still less effective in poverty alleviation because it is not precisely the program targets with program participants, the program goals are not achieved, as well as monitoring programs that are still lacking. While the Economic Hero program in the form of MSMEs can be said to be effective in handling poverty but it must be with the cooperation and involvement of all components of the nation, especially financial institutions so that they can float well.

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