

**THE EFFECTIVENESS MODEL OF PKK INSTITUTIONAL
EMPOWERMENT IN WOMEN AND COMMUNITY EMPOWERMENT
IN GUBENG DISTRICT, SURABAYA CITY**

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ABSTRACT

The purpose of this study was to determine the effectiveness of the social institution of the Family Welfare Empowerment Organization (*PKK*) in empowering women and communities in the District of Gubeng, Surabaya City. The research method used was descriptive qualitative. The data collection technique uses library research and field research in the form of observation and interviews. Sources of data were obtained using purposive sampling technique with key informants from the *PKK* Team from each Pokja and Community. The result of the research shows that the community has an awareness of changing by following each program that is implemented. However, the community is less involved in determining the programs to be implemented by the *PKK* institution in empowering women and communities in Gubeng District, Surabaya. The *PKK* driving team in Gubeng District and community leaders as the *PKK* driving team involved in making decisions about the *PKK* activity program so that the *PKK* institution in empowering women and communities in Gubeng District, Surabaya cannot be said to be effective due to the capacity of the community who has not been able to take a role in making decisions or the choices that people need.

Keywords: *Effectiveness, Community Empowerment, Empowerment of Family Welfare (PKK)*

A. INTRODUCTION

Development carried out in urban and rural areas includes various aspects, one of which is increasing community empowerment through human resources that are intact with cognitive, conative, psychomotor, and affective conditions, and mobilization of resources owned by the internal environment of the community which is physical-material to provide contributing to creating community independence, the community has sufficient insight equipped with adequate skills, strengthened by a sense of need for development and behavior

conscious of these needs.

Enhancing development is carried out by developing community organizations through group coaching through the *PNPM-Mandiri* (the District Development Program), and Family Welfare Empowerment (*PKK*). Women as agents who are very important to improve family welfare and alleviate poverty by mobilizing the participation of local communities around them to develop the potential that exists in the community to be more optimal through the empowerment movement and family and community welfare or abbreviated as *PKK* because the family is the smallest unit of society which has a major influence on development performance in supporting government programs. Since its formation, the movement has made its active role in all levels of society. The movement then positioned itself as the spearhead in striving for a better level of social welfare, but in reality, the *PKK* has not been implemented.

Base on the *Peraturan Menteri Dalam Negeri Republik Indonesia Nomor 1 Tahun 2013* states Empowerment of family welfare (*PKK*) as a national movement for family development through gathering, directing, fostering, and awakening women's abilities as a driving force to build a family as the smallest unit or group in society based on the *Pancasila* and the *UUD 1945* and devoted to God Almighty.

Problems that often occur in the *PKK* organization include the available human resources, not all of them have the competence and ability to implement, run, and guide the community, often people are not enthusiastic and do not want to participate in *PKK* program activities, community enthusiasm for *PKK* activities such as competition cooking demonstrations, the government does not provide motivation and workshops or training on *PKK* activities, relatively low cadre education and the limited number of skilled cadres so that they are less able to carry out *PKK* tasks, especially in the implementation of administration and reporting. the dual task of *PKK* cadres, there are still *PKK* cadres who are not yet able to understand and manage the program. the absence of an adequate budget to support the *PKK* program of activities.

Surabaya is the second-largest city after Jakarta, which has complex social problems, a rapid population growth that has an economic appeal from the people around the city of Surabaya, including the problem of empowering family welfare. One area that is very interesting to study is the Kacamatan Gubeng in a sub-district in Surabaya which has a community social institution and has a family welfare empowerment program that is massive enough to make researchers interested in examining the institutional effectiveness of the Family Welfare Empowerment Organization (*PKK*) in empowering women and community in the city of Surabaya so that the programs carried out by the Community Social Institution (*PKK*) in Gubeng District can be carried out effectively in empowering women and the community and also absorbing the aspirations of the needs of women and the local community.

This research is applied research which specifically aims to: identify and map the effectiveness of women's and community empowerment models in family welfare empowerment organizations (*PKK*) and identify and assess the contribution of the effectiveness of the *PKK* organizational institutions in the

development of women's and community empowerment. This research also supports the achievements of the strategic plan (*RIP*) and the *UWP* research road map specifically in the areas of superiority for Regional and Village Development and research

B. LITERATURE REVIEW

Effectiveness

According to Steers (1995: 8), there are 4 (four) factors that influence the final success of the organization, namely; organizational characteristics/ characteristics, environmental characteristics, worker characteristics, and management policies/practices. The problem of organizational effectiveness, explained by Gibson in Steers (1995: 37-41) that the factors that influence it start from the effectiveness of the individual which is influenced by the abilities, skills, and knowledge of the individual, his formal educational background is not always the case, but most not based on an educational background that is by the technicality will affect in how to behave, motivation, which in the end if it cannot meet psychological demands or according to expectations, can cause stress.

The aspects of effectiveness based on Muasaroh (2010: 13) include: 1. Aspects of duties or functions, namely the institution is said to be effective if it carries out its duties or functions, as well as a program, will be effective if its duties and functions can be carried out properly and can be felt by members of the organization; 2. Aspects of a plan or program, what is meant by a plan or program here is a programmed learning plan, if the entire plan can be implemented then the plan or program is said to be effective; 3. Aspects of provisions and regulations, the effectiveness of a program can also be seen from the function or failure of the rules that have been made to keep the activity process going. This aspect includes good rules relating to the management/employees of the Organization with the members of the Organization, if these rules are implemented properly it means that the provisions or rules have been effective; 4. Aspects of goals or ideal conditions, an activity program is said to be effective from the point of view of results if the goals or ideal conditions of the program can be achieved.

Many benchmarks can assess the level of effectiveness of an organization. These measurements can describe and study in full the main elements related to fostering the effectiveness of an organization and the nature of these benchmarks.

Empowerment

An understanding of the concept of assistance related to various dimensions of the problem and various dimensions from an approach point of view. Empowerment is built on resilience to provide bridges that connect individual strengths with group power socially, changing the world around individuals and local communities. These changes have a profound psychological impact, building resource factors of production which in turn can sustain resilience, in terms of future difficulties (Brodsky and Cattaneo, 2013).

The empowerment point of view has a relationship with the resilience context of Brodsky and Cattaneo (2013), as well as a follow-up to Sianipar's sustainable development (et al., 2013). Brodsky and Cattaneo explained that empowerment and resilience have different directions of achievement, action, and

outcome goals at the individual and community levels. Resilience is a condition that provides skills and abilities to find and utilize resources - individual strengths to cope with, adapt and maintain oneself and one's community.

In Jönsson's (2010) view, empowerment strategies seek to have an emancipatory effect on people who are marginalized and discriminated against, they must go beyond development goals, such as higher productivity, higher consumption, and higher formal education. The application of the thought of a sustainable development process, community empowerment as a continuation of the community development process, therefore empowerment must be the ultimate goal of any community development project (Sianipar, et al, 2013).

Community empowerment requires increasing critical awareness, having the opportunity to make choices, and the ability to act. The first component in this model is about developing awareness so that people can be critical and reflective about what they want and how they achieve their goals. Developing awareness can build practical in terms of training and capacity building to acquire specific knowledge and skills for various purposes.

Other factors such as appropriate support (local and organizational), experience, networks, and connections, or more significant in terms of increasing or developing awareness (Taylor et al, 2007 in Lawson and Kearns, 2010: 1462). A further dimension in terms of developing awareness comes from community development and deals with critical thinking and reflection. This requires a process of "awareness" in which people take an analytical view of their situation to determine the social, political, and economic reasons for their powerlessness (Freire and Ledwith in Lawson & Kearns, 2010: 1462).

Community empowerment is defined by Totok and Poerwoko (2017) as an effort to provide opportunities and abilities for (poor) community groups to be able and brave to voice their opinions, or ideas and the ability and courage to choose something (concept, method, product, action, etc.) is best for the person, family, and society. According to Usman (2010), the effort to empower rural communities and overcome poverty and inequality is becoming an increasingly complex phenomenon, in its development, rural development is not only limited to increasing agricultural production.

A brief conclusion regarding empowerment, which is a process carried out with the awareness and participation of the community, government, and private sector to increase the capacity of women and communities as development resources to make those who are not or are not yet empowered to become empowered in the hope that empowerment will be carried out to help women be able to explore and utilize resources. which is available for the interests and groups, and can exist by getting benefits from it in the welfare of society through empowering families in the field of skills.

Empowerment of Family Welfare (PKK)

Empowerment of Family Welfare (PKK) in empowering women and society is an action taken by the PKK to increase the abilities and potentials of women independently. Women have the skills and expertise to face the problems they face independently through capacity building and quality of life. The PKK was originally directed to support the advancement of women so that they can play a

double role properly, namely as the manager of family finances, breadwinners, and actors of development. The women's empowerment program is aimed at realizing equality between men and women in life.

C. METHOD

Types and Research Approaches

The research method used is descriptive qualitative in the post-positivist paradigm, which will be carried out in the condition as it is (without manipulation) naturally following the character of a naturalistic qualitative approach (Lincoln and Cuba, 1985),

The research focus

This research limitation/focus is very important for the means to guide and direct the course of the research. The research focus defined refers to the formulation of the problem and the research objectives. The research focus cover the effectiveness of the Family Welfare Empowerment (PKK) organization activity program. Research Dimensions involve aspects of duties/functions, aspects of the plan/program, aspects of rules and regulations and aspects of goals or ideal conditions

Data collection technique

In this study, the authors used a descriptive method with a qualitative approach. Primary data is synergized with secondary data and then interpreted according to the research problem to obtain correct conclusions and correct recommendations. The approach is the writer dealing directly with the informants to collect the required information data, the instruments used are through observation and interviews, triangular. and also perform secondary data retrieval via the internet, websites, reference books, references to previous research that are relevant to this research.

- a. Observation. Participant Observation by making direct observations about community involvement in the PKK organizational activity program and the effectiveness of the PKK organizational activity program.
- b. Documentation. This technique is carried out to obtain secondary data or information by collecting data or information from the PKK official website, previous articles/research, literature studies are carried out to complement the theories related to this research, documents, and archives owned by the team. PKK activators through reading letters, written statements of certain policies, and book references.
- c. Interview. To support the observation and the accuracy of the data generated by the researchers conducted interview techniques, namely data collection techniques by collecting information through direct conversations with research subjects, namely the PKK Driving Team using interview guidelines so that the questions asked by researchers were more focused, without reducing freedom in developing questions so that the atmosphere of dialogue or communication can be done well and kinship.

The technique with this research is that subjects who meet the criteria have an element of personal closeness and can be seen directly by the interpersonal

relationships that occur. Based on the criteria mentioned above and pre-research conducted by the author, the informants in this study.

- a. PKK driving team that has enough information related to the problem
- b. PKK cadres who understand the implementation mechanism in the field.
- c. Gubeng District

The data analysis technique

The data analysis technique was carried out using qualitative data analysis methods obtained from in-depth interviews and observations, and documentation. Qualitative data analysis was carried out through the following stages: 1. Data collection is carried out by collecting data from key data sources, namely the PKK chairperson through interviewing activities conducted by the PKK mobilizing team in empowering women and the community. After the data obtained were analyzed, the researchers continued the interview with the next data source, namely other PKK members, namely women who are members of the PKK organization and have experienced the programs that have been implemented by the PKK in Women's Empowerment in Surabaya; 2. Data reduction. Data obtained from the research location or field data is outlined in a complete and detailed description or report. The researcher's field reports will be reduced, summarized, main things are selected, focused on important things then look for themes or patterns (through the process of editing and coding). Reduced data will provide a clearer picture. By using data reduction, this research focuses more on the effectiveness of the PKK organizational institutions in empowering women and society; 3. Data display is used by researchers to see the overall picture or organization of data into a certain form so that it can be presented simultaneously to provide a more complete description; 4. Each verification is continuously made as long as the research is ongoing which involves the researchers' interpretation

D. EXPLANATION

Task Aspects

The head of the PKK has the task, among others, to plan, conduct and build the implementation of PKK work programs following the circumstances, conditions, and needs of the community; submit a report on the implementation of duties to the Head of the Coordinating Council of the local PKK Mobilization Team and the General Leader or the Head of the PKK Mobilization Team above him.

Aspects of the plan/program

The Family Welfare Empowerment Program (PKK) has basic principles as the basis for all programmed PKK work program plans so that the plan or program is effective, such as taking an active role in making decisions in managing and developing every stage carried out by participating in all communities, especially poor community groups. All PKK cadres are required to be more professional, more enthusiastic, more creative in implementing PKK work programs to improve the performance and welfare of the community, starting with improving the human resource capacity of PKK cadres, including increasing discipline in the management of the PKK organization. The success of the PKK movement depends on the effectiveness of the PKK mobilizing team on

all fronts.

Increasing the role and capacity of women, that community groups and women as managers of KDP and beneficiaries of the program activities have the same role in the process of making program decisions, one of which is in increasing the interest in reading the community. This culture and penchant for reading can be started from the family circle. The efforts to increase cadre knowledge and interest in reading by the PKK are by holding technical guidance events (bimtek) for village PKK cadres, socialization, implementing the posyandu program for the elderly, make-up skills, traditionally cooking tumpeng, making handicrafts from recycled waste. plastic, parenting and parenting workshops, training on how to block negative content on the internet by adjusting settings on google and youtube on children's smartphones with the student community service team.

The management of PKK work program activities can be carried out sustainably through the development of activities following existing potentials, conditions, and performance as well as being able to foster community participation in benefiting, maintaining, preserving, and developing activities to be sustainable as well as a learning process for effective poverty reduction patterns based on practices in the field through the process of transferring knowledge, resources, technology, and information from NGOs.

Aspects of provisions/regulations

The *Peraturan Presiden Republik Indonesia Nomor 99 Tahun 2017* established in November 2017 is the legal basis that regulates the PKK movement and also serves as an operational guideline for the PKK movement which aims to strengthen and expand the PKK movement in order to accelerate the achievement of a prosperous family.

Aspects of goals or ideal conditions

The program of the Family Empowerment and Welfare Movement (PKK) through ten (10) main programs has objectives, including improving welfare, empowering families, leading to a family of faith and devotion to God Almighty, noble and virtuous, healthy physically and mentally prosperous. The unity of the PKK movement as a driving force for the community in carrying out family empowerment in stages starting from the Rukun Tetangga (RT) level to the Center

E. CONCLUSION

The result of the research shows that PKK organizations can become a forum or means of empowering women, especially for its members. The community has an awareness of changing by following each program that is implemented. However, the community is less involved in determining the programs to be implemented by the PKK institution in empowering women and communities in Gubeng District, Surabaya. The PKK driving team in Gubeng District and community leaders as the PKK driving team involved in making decisions about the PKK activity program so that the PKK institution in empowering women and communities in Gubeng District, Surabaya cannot be said to be effective due to the capacity of the community who has not been able to

take a role in making decisions or the choices that people need.

The effectiveness of local government institutions or organizations at this time requires proof of the best organizational services from each of the Family Empowerment and Welfare Movement Team (PKK). This requires efforts to improve the quality of performance in every planning and implementation of Family Empowerment and Welfare (PKK) programs and activities in an integrated and sustainable manner.

Improving the quality of the institutional performance of an integrated Family Empowerment and Welfare (PKK) organization requires cooperation that must be carried out between the Family Empowerment and Welfare Movement Team (PKK), then jointly review the institutional development conceptually and applicatively. Integrity is the main priority to achieve maximum performance, between government agencies collaborating between cooperation and needs, which are the main tasks and functions of the agencies.

The organizational structure is made based on the commitment of the Family Empowerment and Welfare Movement Team (PKK) to prioritize the interests of fulfilling community and internal needs effectively and efficiently so that the institutional effectiveness of Family Empowerment and Welfare (PKK) in local structures and organizations can be realized. Poor organizational structure but rich in its function to meet public needs appropriately, quickly, effectively, and efficiently.

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