



Research Article

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Management of the Family Empowerment and Welfare Organization to Prevent Divorce in Cilacap Regency

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Abstract

The organization Family Empowerment and Welfare (FEW, or known in Indonesia as PKK) is a social institution that receives significant and varied support from the Indonesian government due to its significant role in empowering families. It has a wide scope, reaching down to the Neighborhood Association/RT (the smallest village administrative level) and even Dasa Wisma (groups of ten families) levels. One regency in which FEW analysis is attractive is Cilacap Regency. Cilacap has the highest divorce rates in Central Java province, and there has been a degradation of family sustainability as a result. Therefore, this research aims to analyze the management of FEW in empowering families in this regency, especially in preventing divorce. This research applies a descriptive-qualitative approach, with FEW officials as its research target. Data were collected through interviews, discussions, and observations. This research shows that one cause of high divorce rates in this region is the limited function of this program and its activities, as social analysis has not been conducted as the basis for making plans. It is recommended that the social analysis strategy be implemented.

Keywords: divorce, family sustainability, Family Empowerment and Welfare (FEW), Cilacap

1. Introduction

FEW (in Indonesia PKK) is the most extensive family empowerment organization in Indonesia, with a scope that reaches down to the Neighborhood Association (RT) and even *Dasa Wisma* (group of ten families) level. As FEW plays such a major role in communities, it receives significant government support. In fact, at every government level where the leader (governor/regent/mayor/etc.) is male, his wife will become the head of the local branch of this organization.

One regency where conducting an analysis of FEW is interesting is the Cilacap Regency, as it has experienced a degradation in family endurance. This can be seen from the number of divorce cases in the regency, where the divorce rate is the highest in Central Java Province. Of the 85,103 cases of divorce reported by the Religious Court throughout Central Java in 2017, 6,363 cases (7.5 percent) occurred in Cilacap Regency ("Radarbanyumas", March 29, 2018).. The two largest causes are the absence of responsibility (75.92 percent) and economic problems (24.08 percent) ("Jawapos", July 4, 2017).

The activities of FEW as an organization can be viewed from a management perspective. According to Stoner (2003), management is the process of planning, organizing, directing, and

controlling the efforts of an organization's members and the use of organizational resources to achieve the organization's predetermined goals. Similar to Stoner, Gie (as cited in Fathoni, 2006) states that management is the art and science of planning, organizing, directing, and controlling human resources to achieve predetermined objectives. Thus, the management process covers the planning, organizing, directing, and controlling stages of organizational activity. Using these stages, this article will examine how well the Cilacap Regency branch of FEW improves family endurance, especially in preventing divorce, within the context of the increasing number of divorce cases in Cilacap.

2. Research Method

The research was conducted in Cilacap Regency using a qualitative descriptive approach. The research focuses on FEW officials in Cilacap Regency, especially those in *Pokja I* (Work Group I), who are in charge of family endurance issues. Data were collected through interviews, discussions, and observations. The validity of data was verified through triangulation, combining all data obtained from various data sources (Moleong, 1990). The data collected was then analyzed using qualitative analysis with an interactive analytical model (Miles, Huberman & Saldana, 2014), strengthened using a gender perspective.

3. Results and Discussion

Formally, FEW is not part of the organization of regional officials (OPD) at the provincial level. However, OPD involvement is necessary, with members including the Public Health Office, Environmental Services Office, and Office of Small Enterprises and Cooperatives. This is due to the vast scope of FEW, which reaches down to the Neighborhood Association and even the *Dasa Wisma* level. Moreover, the scope of FEW's work is very broad and is defined under the "Ten Principle Programs of FEW": (1) Appreciation and Practice of Pancasila, (2) Mutual Cooperation, (3) Food, (4) Clothing, (5) House and Household Management, (6) Education and Skills, (7) Health, (8) Development of Cooperative Life, (9) Environmental Sustainability, and (10) Healthy Living.

These ten principles are implemented by four working groups (*pokja*), with *Pokja I* overseeing Programs 1 and 2 (Pancasila and Mutual Cooperation), *Pokja II* overseeing programs 6 and 8 (education and cooperatives), *Pokja III* overseeing programs 3, 4, and 5 (food, clothing, and housing), and *Pokja IV* overseeing programs 7, 9, 10 (health, environment, and healthy living). The following is a description of the process used by the FEW Mobilization Team (i.e., management) of Cilacap Regency from planning to controlling in 2016. As stated by Terry (Sukarna, 2011:3), "management is the accomplishing of a predetermined objectives through the efforts of other people".

3.1 Planning

According to Stoner (2003), planning shows that managers/leaders think about their goals and activities before implementing them. Activities are usually based on particular methods, plans, or strategies, rather than simple guesses. According to Terry (Sukarna, 2011:10), "Planning is the selecting and relating of facts and the making and using of assumptions regarding the future in the visualization and formulation to proposed of proposed activation believed necessary to accieve desired result". While Fathoni (2006: 29) mentions that planning means preparation or determination in advance. It is about what will be done in the future, within a certain time limit, to achieve specific results. Schermerhorn (1997) argues that planning sets the groundwork for further stages of management: organizing (organizing and managing the source of production to achieve essential tasks); leading (directing human resources and efforts to ensure completion of the task); and controlling (monitoring the accomplishment of tasks and taking necessary corrective actions).

Furthermore, planning is the most basic thing done by a manager to determine what must be completed before doing something. The management thinks about what all employees or workers—the executors—will do. A detailed planning process further formulates the "what," "when,"

and “how” of a program. This process requires a manager's skill to look ahead.

Planning activities are basically done through four stages: (1) establishing or setting goals, (2) formulating the current state, (3) identifying all conveniences and constraints, and (4) developing a plan or series of activities for achieving goals (Handoko, 1999). The process of preparing the annual work plan for the FEW organization in Cilacap Regency begins some months (usually November) before the beginning of the New Year, in the lead-up to the Development Planning Meeting held by the Regional Planning Agency (part of the local government). In the Development Planning Meeting, all government institutions (including the regency-level FEW organization) deliver their work programs for the upcoming year.

The work programs of FEW in Cilacap Regency generally do not differ much from year to year. The addition and focusing of activities is handled mainly by the organization at the provincial level. In 2016, the organization's focus was Child Care, meaning that this topic would not only involve *Pokja I*, but all working groups. This also meant that all topics had to be related to the problem of child care.

In accordance with the stages of the planning process, the establishment of an organization's objectives can be seen in its determined vision and mission. The vision of the Cilacap Regency FEW is the realization of families who believe in God, have morality and nobility, are prosperous, are progressive, apply equality and gender fairness, and have an awareness of law and environment. Its mission is to improve spiritual mentality; to enhance the way of life by living and practicing Pancasila; to increase the implementation of rights and obligations based on human rights and democracy; to strengthen social solidarity and mutual cooperation; and to create a national character of pleasantness, harmony, and equality (FEW Mobilization Team of Cilacap Regency, 2012). This vision and mission follow the vision and mission of the national organization, considering the hierarchical form of the FEW organization. The vision and mission of the organization at all levels is the same. What distinguishes them are the activities they conduct.

The mission guides and determines the work programs of the local-level FEW through its *Pokja*. The broad scope of this program enables it to reach all levels of society, enabling FEW to bridge almost all OPD in implementing their programs. For example, the Fisheries Department has introduced a program promoting the consumption of fish as an alternative to the consumption of eggs, meat, and chicken. To that end, this institution has entrusted this program to the regency-level FEW to be socialized to all district FEW branches, which have then socialized the program with lower branches. Ultimately, FEW members at the Neighborhood Association and *Dasa Wisma* level socialize programs to families in their respective areas during neighborhood and *Dasa Wisma* meetings. For the districts listed as pilot projects, this activity is not only socialized but also implemented.

The next stage of planning is understanding the current situation. When planning is done, it is important to recognize systematic opportunities and future threats. With the right steps, planning will benefit the organization in the short- and the long-term. In relation to the FEW organization of Cilacap Regency, the current state refers to the conditions and family problems of the Cilacap region. One problem is the high divorce rate that has been recorded over the past few years. The impact of divorce, thus, needs to be considered.

In practice, no understanding of the current situation is obtained. This is evidenced, for example, in the 10th Annual Report of FEW Programs for 2016 (FEW Mobilization Team, Cilacap Regency, 2016), which does not mention an understanding of the current situation. Of the various activities held by *Pokja I*, two are related to the condition of families in Cilacap today. These activities are child care counseling and socialization of gender equality and justice.

Parenting activities are relevant because children are victims of divorce. Although there is no data, a sample of data from 283 divorce cases taken from the Religious Court of Cilacap shows that almost all divorced couples are below the age of 50. This suggests that those children of divorced couples will be young enough to be negatively impacted by the divorce. A similar situation has also been found in Purbalingga Regency (National Planning Agency, Purbalingga Regency, 2016).

Another *Pokja I* activity that may require information about high divorce rates is the socialization of gender equality and justice. This program is intended to teach that gender involves the different characteristics, roles, and functions of men and women, as shaped by local

communities based on their customs, values, beliefs, and religions.

In the family environment, gender equality and justice is seen as promoting cooperation and mutual respect, support, and help between husbands and wives. As such, it is hoped to avoid conflict that could cause divorce. Unfortunately, these activities are only given to women's groups through FEW forums at the Citizens Association and Neighborhood Association level.

In addition to *Pokja I*, there is also *Pokja IV*, which has a program relevant to the topic of family endurance, namely the Healthy Living Program. This program is mainly directed to create families that decide their activities while considering family health. The dominant activity of this program is family planning, which seeks to establish small qualified families. This is done through counseling, such as family resilience counseling (FEW Mobilization Team, Cilacap Regency, 2016).

Although there are activities that explicitly seek to increase family resilience, they rarely discuss the high divorce rate in Cilacap in their implementation. FEW programs focus only on the prevention of domestic violence. As a result, the issue of Cilacap's high divorce rate is not widely known by FEW officials at the village/sub-district, Neighborhood Association, or *Dasa Wisma* level.

Data for divorces in Muslim families comes from the Religious Court since it has authority to handle divorce. In practice, there has been almost no communication between FEW and the Religious Court. This is because the Religious Court is not an OPD under the Cilacap Regency government, but a central government institution under the Supreme Court.

After understanding the current situation, the next step is considering the factors supporting and hindering the achievement of the organizational objectives. These must be identified as early as possible so that the organization can derive optimal benefits from its activities. In this case, the regional FEW receives various facilities and support from the Cilacap Regency government. Although FEW is not an organizational element of the regional government, it has a very close relationship with government institutions because of its extensive work programs and network activities. In fact, many government institutions have utilized FEW members as their agents to ensure that their programs reach all levels of society. Other forms of support provided by the Regency government have included office buildings, office facilities, office equipment, and employees, who come either from related institutions or unrelated ones.

The last element of planning is achieving goals. In this case, objectives can be achieved in several ways, including: (1) establishing alternative policies and actions, (2) assessing and comparing the advantages of alternative policy activities, and (3) selecting and assigning the most suitable and good alternative among all available alternatives.

3.2 Organizing

Organizing is the stage in which organizational goals, resources, and environments are established. Organizing results in organizational structure. The organization of the Cilacap branch of FEW consists of: (1) a Chairman and four Deputy-Chairmen; (2) four *Pokja* and the Secretariat. In addition, there is also a Board of Trustees led by the Regional Secretary.

Each *Pokja* consists of a Chairman, a Deputy Chairman, and several (4–5) members. The Secretariat element consists of three secretaries and ten staff, who work full-time at the regional FEW offices. Meanwhile, non-secretariat elements may come only if they are invited or if an activity is held. Full-time staff come from the Cilacap local government, including the Office of Family Planning, the Health Office, and the Department of Tourism and Culture.

This structure is also that of FEW chapters at all levels. In order to achieve its vision and mission, FEW branches are also found at the Citizen Association (RW), Neighborhood Association (RT), and even *Dasa Wisma* level. The following table presents data on the institutions that have been successfully activated as of 2016.

Table 1. FEW Institutional Structure in Cilacap Regency, 2016

Scope	Total	TP PKK/Kelp	Members/Officials
Regency	1	1	40
District	24	24	603
Village	269	269	6,600
Subdistrict	15	15	365
<i>RW</i> (Citizen Association)	2,361	2,361	7,065
<i>RT</i> (Neighborhood Association)	10,579	10,579	31,969
<i>Dasawisma</i>	24,922	24,922	74,940

Source: FEW Cilacap Regency, 2016

3.3 Actuating

Terry (as cited in Sukarna, 2011, p. 82) stated that “Actuating is setting all members of the group to want to achieve and to strike to achieve the objective willingly and keeping with the managerial planning and organizing efforts”. Actuating, according to Terry, means to stimulate group members to perform tasks with enthusiasm and goodwill. Mobilizing is done by the leader. Therefore, the leader has an important role in motivating personnel to implement work programs. According to Keith Davis, actuating is the ability to persuade people to reach their determined goals with a passion. Thus, the mobilization process cannot be separated from the leadership process.

The Cilacap Regency FEW is led by the wife of Cilacap’s regent. As such, although it is not part of the Cilacap Regency government, FEW’s political existence is equivalent to that of the regional devices of the Cilacap Regency.

Efforts to realize FEW’s goals through the work of existing organizational units occurs through organizational communication in various forms. Communication, in the form of consultation meetings, is conducted with regional apparatus organizations that have similar work programs, including the Health Office, Agriculture Service, etc. This is done to ensure coordination so that cooperative activities can be done well. Communication may be limited to leaders or may include *Pokja* or incidental meetings.

The most common form of communication is the *Pokja* coordination meeting, followed by meetings of the Secretary and Treasurer. Such activities are held every month. The rarest event is the consultation meeting, which is only held once every year (usually in November). It is intended to discuss work plans and budget allocations for the next year. The following table shows the frequency of meetings in 2016.

Table 2. Frequency of FEW Meetings in Cilacap Regency, 2016

Types of Meeting	Frequency
Consultation Meeting	1
Core Meeting	4
Leadership Meeting	4
Plenary Meeting	4
Meeting of Secretary/Treasurer/ <i>Pokja</i> I–IV	12
Coordination Meeting	4
Consultation Meeting with the Trustees	1
Incidental Meetings	6

Source: FEW Cilacap Regency, 2016

3.4 Controlling

According to Terry (as cited in Sukarna, 2011, p. 110), “Controlling can be defined as the process of determining what is to accomplished, that is the standard, what is being accomplished. That is

the performance, evaluating the performance, and if the necessary applying corrective measure so that performance takes place according to plans, that is conformity with the standard."

"Controlling" means managers strive to ensure that organizations move towards realizing their goals. When a part of the organization begins to go in the wrong direction, managers try to find the cause and return it to the correct track.

To ascertain how well FEW programs have been implemented at the sub-district and village level, every month the regency-level organization evaluates the ten main FEW programs. Evaluation starts with the dissemination of questionnaires to the District and Village/Sub-District branches. Answers are complemented by supporting information, i.e., the activities that have been carried out, and data verification occurs before the answers are submitted. From the results of this evaluation, the best groups are invited to represent the province.

In addition, each *Pokja* also conducts an evaluation of the area under its jurisdiction at different times. This can take a variety of forms, including coaching and races.

4. Discussion

The analysis shows that FEW activities in Cilacap Regency have not implemented an optimal planning process since they lack analysis of recent family problems. This lack of sensitivity may cause children to experience the negative effects of divorce, which may hinder their development.

Several studies have been conducted in this regency to show the impact of divorce. Destriana (2017) has found that parental divorce may influence children's self-esteem. Meanwhile, Widayanti (2014) and Al Anshor and Najib (2015) have found that many divorce cases occur in villages where wives work as migrant workers. Although research has found some positive effects of divorce (such as a sense of happiness and being free of problems), most persons who have divorced have also experienced negative effects, such as hurt feeling and disconnect from their former spouse's extended family.

These findings reinforce several studies, such as those conducted by Nisfiannoor and Eka (2005) and Bariyo (2004), which show the negative effects of divorce on children. Some studies have also shown the contribution of family sustainability on adolescents' behaviors (Puspitawati, 2006; Sugiharto, 2007).

The FEW organization in Cilacap Regency made a work plan to prevent domestic violence, and eventually became the program's champion at the provincial level. Although in Cilacap Religious Court reports it is rarely mentioned, domestic violence is one reason for divorce. As such, preventing domestic violence may actually offer a means of avoiding divorce. Such a possibility has already been found in Purbalingga (Puspita, Dharma, & Idanati, 2014).

Meanwhile, from a movement aspect, there have been many efforts made to optimize the FEW network down to the lowest levels. However, at this stage, it seems to be a distortion in meaning, with "family" being related only to women, wives, and mothers (rather than men, fathers, or husbands). In fact, research conducted by Puspita, Dharma, and Sulistiani (2016) shows that counseling using a gender perspective is necessary, not only for women but also for men. Thus, research conducted by Puspita et al. (2014) suggests that Neighborhood Associations or RT (the smallest village administrative bodies in Indonesia), which are primarily run by men, may be utilized as a means to socialize family issues.

However, it is acknowledged that the high divorce rate in Cilacap is not merely caused by FEW's lack of optimal planning. Although FEW's shortcomings mean it is unable to create programs and activities to overcome problems within the family, divorce may also be caused by internal problems in the family.

According to the Cilacap Religious Court, which handles the divorce process, the three main causes of divorce in Cilacap are irresponsible couples, economic problems, and disharmonic relationships. Other factors include infidelity, drunkenness, domestic violence, and gambling (Syahrial, 2017). Meanwhile, Widayanti (2014) and Alaji (2017) have found that wives working as migrant workers are vulnerable to divorce.

5. Conclusion

The result of this research shows that the FEW organization in Cilacap has not applied its planning function optimally because it has not based its activities on analysis of the specific problems faced by families in their environments. As a result, their programs and activities are not specifically aimed at addressing divorce. The absence of FEW programs specifically aimed at overcoming divorce has contributed to the high divorce rate in the regency, especially in rural areas.

It is thus recommended that, in the forthcoming years, this organization should implement social analysis (especially family analysis) in its activity planning process. To hone its insights on the actual problems of families in Cilacap, the FEW organization should collaborate with the Cilacap Religious Court that is in charge of handling the divorce process.

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