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THE EFFECTIVENESS OF THE KEPUTIH SOCIAL INSTITUTION'S UPTD IN EMPOWERING PMKS IN SURABAYA

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The Province of East Java continues to experience annual population growth, with Surabaya as its most densely populated city, which also faces social challenges marked by a rising number of Persons with Social Welfare Problems (PMKS). To address this issue, the Surabaya City Government, through the Technical Implementation Unit of the Keputih Social Shelter (UPTD Liponsos Keputih), implements rehabilitation and social empowerment programs aimed at meeting the basic needs of PMKS and improving their overall welfare. Therefore, it is essential to conduct an evaluation of the effectiveness of these programs to assess their achievements, identify existing challenges, and formulate efforts for sustainable improvements in social policy implementation. This article using a qualitative descriptive research method. The primary objective of this study is to understand the processes involved in the empowerment of PMKS and the influencing factors behind them. This study concludes that despite existing empowerment efforts by UPTD Liponsos Keputih, more targeted, diverse, and needs-based programs are needed to effectively support the sustainable independence and reintegration of PMKS.

Keyword: PMKS; Effectiveness, Liponsos

ABSTRAKSI

Provinsi Jawa Timur terus mengalami pertumbuhan penduduk setiap tahunnya, dengan Surabaya sebagai kota terpadat yang juga menghadapi tantangan sosial berupa meningkatnya jumlah PMKS. Untuk mengatasi permasalahan ini, Pemerintah Kota Surabaya melalui UPTD Liponsos Keputih melaksanakan program rehabilitasi dan pemberdayaan sosial yang bertujuan untuk memenuhi kebutuhan dasar PMKS serta meningkatkan kesejahteraan mereka secara menyeluruh. Oleh karena itu, penting dilakukan evaluasi terhadap efektivitas program tersebut guna menilai capaian, mengidentifikasi tantangan yang ada, serta merumuskan upaya perbaikan kebijakan sosial yang berkelanjutan. Artikel ini menggunakan metode penelitian deskriptif kualitatif. Tujuan utama penelitian ini adalah untuk memahami proses pemberdayaan PMKS beserta faktor-faktor yang memengaruhinya. Hasil penelitian menyimpulkan bahwa meskipun UPTD Liponsos Keputih telah melakukan berbagai upaya pemberdayaan, masih diperlukan program yang lebih terarah, beragam, dan berbasis kebutuhan untuk secara efektif mendukung kemandirian dan reintegrasi PMKS secara berkelanjutan.

Kata Kunci: PMKS; Efektifitas, Liponsos.

INTRODUCTION

The province of East Java continues to experience population growth each year. In 2024, the total population of East Java Province was estimated to reach approximately 41.92 million individuals. This data was obtained from the Geographic Information System (GIS) of the Population and Civil Registration Office (Disdukcapil), Ministry of Home Affairs, as of December 31, 2024. As the provincial capital, Surabaya hosts the highest population concentration in East Java, with the number of residents reaching 3.02 million in 2024. A drastic increase in population without adequate adjustments to supporting structures may disrupt social functions and hinder the achievement of social welfare. One significant social issue requiring attention is the prevalence of individuals categorized as Persons with Social Welfare Problems (Penyandang Masalah Kesejahteraan Sosial/PMKS).

The increasing number of PMKS in Surabaya represents a pressing social welfare challenge. Social problems are complex phenomena that persist in society, particularly in major urban areas such as Surabaya. These issues are inherent to the dynamics of human social life. Law Number 11 of 2009 on Social Welfare governs the implementation of social welfare in Indonesia, covering definitions, principles, objectives, scope, and the roles of the public and relevant institutions. PMKS refers to individuals or families experiencing obstacles, difficulties, or disruptions in fulfilling their social functions, resulting in an inability to build harmonious and productive relationships with their environment, thereby failing to meet their basic physical, mental, and social needs adequately and reasonably (Suleman et al., 2019).

Among the social issues of concern are groups such as the homeless, beggars, individuals with mild mental disorders, victims of violence, and those experiencing neglect or poverty. These groups face multiple limitations in fulfilling basic needs, including clothing, food, and shelter. They also

encounter significant barriers to accessing quality healthcare, education, employment opportunities, and adequate social security. While their presence in public spaces is often perceived by the general public as a disruption to urban order and aesthetics, the underlying issue lies in the inadequacy of a sustainable social protection and empowerment system.

As one of Indonesia's largest cities, Surabaya is not immune to these challenges. To address them, the Surabaya City Government, through the Department of Social Affairs, established the Technical Implementation Unit (Unit Pelaksana Teknis Dinas/UPTD) of the Keputih Social Shelter (Liponsos Keputih). This facility functions as both a social rehabilitation center and a temporary shelter for PMKS. The UPTD Liponsos Keputih not only provides basic needs but also implements various empowerment programs aimed at improving the social and economic conditions of PMKS. These programs are designed in diverse formats to address the specific needs and potential of the target groups.

Surabaya City Regulation No. 06 of 2011 outlines provisions related to child protection and various aspects of social welfare, particularly those concerning children in the city. Considering the strategic role of UPTD Liponsos Keputih in addressing social problems and promoting the welfare of PMKS, it is essential to conduct an evaluation of the effectiveness of the implemented empowerment programs. This evaluation aims to assess the extent to which these programs have achieved their intended goals, identify the challenges encountered, and explore efforts that have been or can be undertaken to enhance the performance of the UPTD in realizing sustainable social welfare. Consequently, this study is expected to contribute to the improvement of social policy formulation and implementation.

As every activity carried out by the government towards a number of people who have

every activity that is profitable in a group or unit, and offers satisfaction even though the results are not tied to a physical product (Pasolong, 2013). Effective public service delivery serves as a foundational mechanism for empowering communities. When public services are responsive, transparent, equitable, and accessible, they enhance people's abilities to meet basic needs, develop competencies, and engage in meaningful civic life. When public services are responsive, transparent, equitable, and accessible, they enhance people's abilities to meet basic needs, develop competencies, and engage in meaningful civic life.

The effective delivery of public services and the success of community empowerment initiatives are significantly influenced by the quality of human resource management (HRM) within public sector institutions. Human Resource Management (HRM), or Manajemen Sumber Daya Manusia (MSDM), plays a strategic role in ensuring that public servants possess the necessary competencies, motivations, and ethical foundations to serve the public effectively and inclusively. Empowerment is closely related to the process of social, economic, political, and cultural transformation. Empowerment is the process of growing power and self-ability from poor/weak, marginalized, and oppressed community groups (Mahmudi, 2002).

Strengthening HRM systems in the public sector enhances the quality of service delivery, which in turn empowers communities. Empowered communities, in return, contribute to more accountable, people-centered, and innovative public services. In this context, HRM serves not only as an administrative function but as a transformative force in public sector reform and social change. Human Resource Management (HRM) is how to utilize individuals in an organization to achieve the goals set by the organization (Diah et al., 2021).

In case, PMKS is an individual or family who has difficulties and cannot fulfill their social needs and cannot build good relationships, so they cannot satisfy their life needs (physical, spiritual and social) (Hapsari, 2012). The effectiveness of organizations

addressing the needs of PMKS can be evaluated through three principal approaches: the **The Goal Approach**, **System Source Approach**, and **Process Approach** (Lubis & Martani Huseini, 2009). Each offers a distinct analytical lens, reflecting different dimensions of organizational performance.

1. The goal approach, evaluates organizational effectiveness based on the extent to which predetermined objectives or output targets are achieved. This model emphasizes the final results or measurable outcomes of organizational activities. The assessment process begins with the formulation of organizational goals, followed by performance measurement against these targets. The core focus lies in determining whether the institution has successfully realized its intended goals. This approach is output-oriented and particularly useful for understanding tangible impacts on beneficiaries or service delivery benchmarks.
2. System Resource Approach. assesses effectiveness from the perspective of the organization's capacity to acquire and manage essential resources. These resources may include financial capital, human resources, facilities, information, and political or community support. An organization is considered effective if it can sustainably mobilize, utilize, and retain the inputs required to support its operations. This approach is grounded in the assumption that resource availability and stability are prerequisites for institutional performance and long-term viability.
3. Process Approach, examines the internal operations and workflows of an organization. Rather than focusing solely on outcomes, this approach emphasizes how daily activities are carried out, including coordination, communication, decision-making, and service implementation. Organizational effectiveness is judged by the degree of procedural orderliness, operational efficiency, and the minimization of internal barriers or disruptions. It assumes that consistent, well-managed internal processes are fundamental to achieving sustainable organizational success and long-term impact.

RESEARCH METHODS

This research examines the effectiveness of the Technical Implementation Unit (UPTD) of the Keputih Social Institution in empowering individuals categorized as Persons with Social Welfare Problems (PMKS) in Surabaya, using a qualitative descriptive research method. The primary objective of this study is to understand the processes involved in the empowerment of PMKS and the influencing factors behind them. By employing a qualitative descriptive approach, this study aims to provide a comprehensive and detailed depiction of the empowerment practices implemented by UPTD Liponsos Keputih in Surabaya.

The research will be conducted at the UPTD of the Keputih Social Institution, located in Surabaya City. This location was selected based on its direct role as a government institution responsible for managing and empowering PMKS in the region. The study utilizes two types of data sources. The primary data will be obtained through direct interviews with UPTD personnel and PMKS individuals, as well as through on-site observations. The secondary data will be collected from relevant documents and records obtained during the course of the research.

RESULTS

This study presents the findings derived from both data collection and interviews, which are directly related to the research focus. The researcher undertook several steps through direct fieldwork to collect comprehensive and detailed information, as well as to document the data for the purpose of completing this research.

Several actions were carried out, including interviews with Mr. Topan, Deputy Head of the Technical Implementation Unit (UPTD) of the Social Shelter Facility (Liponsos) Keputih Surabaya, and with Dr. Doni, a physician actively involved in the treatment of Persons with Social Welfare Problems (PMKS) with mental disorders (ODGJ), who also serves as a staff member at UPTD Liponsos Keputih. Furthermore, interviews were conducted with two

PMKS-ODGJ informants, namely Ratih (51) and Fandi (27).

This research is aligned with the research questions and objectives, namely to examine the effectiveness of UPTD Liponsos Keputih in implementing programs targeting PMKS. Data collection utilized semi-structured interviews, involving key personnel from UPTD Liponsos Keputih—specifically Mr. Topan and Dr. Doni—as well as direct informants from the PMKS-ODGJ population. The informants were selected purposively, based on their involvement in the programs implemented by the UPTD. The interviews were conducted on June 5, 2025. A list of guided questions was prepared in advance to assess the implementation and effectiveness of existing programs. The interviews lasted approximately 20 minutes with Mr. Topan and Dr. Doni, and about 10 minutes with Ratih and Fandi. All interviews were recorded and transcribed with the informants' consent.

Mr. Topan stated that the PMKS housed at Liponsos Keputih are referred by various stakeholders. As he explained:

“...for client intake, we receive referrals from the Civil Service Police Unit (Satpol PP), the police, sub-district offices, as well as other partners, such as PKSK and IPSN. Most individuals apprehended fall under the PMKS or PPKS category, including street children, buskers, beggars, the homeless, neglected persons with disabilities, and women vulnerable to socio-economic conditions. These are the people brought to UPTD Liponsos Keputih.”

He further elaborated on the empowerment programs that have been implemented:

“...there are many existing and ongoing training programs, such as batik making, handcrafting, gardening, small kiosk operations, furniture making, selling fried snacks, tire repair, fuel sales, and

car/motorcycle washing. We also run agricultural programs here."

According to UPTD Liponsos Keputih, these programs are relatively effective in improving the living standards of PMKS. The unit is also actively involved in the rehabilitation and reintegration of recovered individuals, despite facing challenges from families or communities that are reluctant to accept their return. Conversely, interviews with PMKS-ODGJ informants revealed that the existing programs were perceived as insufficient, particularly in meeting the specific needs of individuals with mental disorders. As Ratih expressed:

"...my suggestion for Liponsos is to improve things further, to provide more skill-based activities that can generate income. Also, better food systems and more structured rehabilitation would be helpful."

Fandi supported Ratih's view, stating:

"...it's quite good, I'd rate it about 75%. It would be better if there were more skill-training activities that could help us earn money and stay active, so we don't just sit around."

Based on these interviews, it can be concluded that the effectiveness of certain programs at UPTD Liponsos Keputih remains limited in fulfilling the needs and empowerment of PMKS. There is a clear desire among PMKS for the addition of more useful and income-generating activities to increase program effectiveness and improve their capacity to be self-reliant. Despite the UPTD's efforts to maximize program implementation, the findings highlight the expectation for continuous improvements and program expansion.

DISCUSSION

Public service is defined as activities conducted by the government that benefit members of a community or collective group, offering satisfaction without necessarily producing a tangible product (Pasolong, 2013). According to (Santosa,

2009), public service involves the provision of services—by the government, private sector on behalf of the government, or independently—to fulfill the public's needs, with or without charge.

UPTD Liponsos Keputih functions as a public service unit under the Surabaya City Social Service, providing shelter, guidance, and empowerment for individuals facing social welfare issues. Services are delivered without charge and include skills training in batik making, handcrafts, gardening, food kiosks, furniture production, fried snack sales, tire repair, fuel retailing, car/motorcycle washing, and agriculture. These efforts aim to empower PMKS to become economically independent and reintegrated into society. Services are not only coordinated by the Social Service but also involve collaboration with other institutions, such as hospitals for healthcare services and agricultural agencies for seed provision. Empowerment here is closely linked with socio-economic, political, and cultural transformation, enabling marginalized communities to develop autonomy and resilience (Mahmudi, 2002).

Human Resource Management (HRM) at Liponsos Keputih reflects in the staff's role in mentoring and managing PMKS, especially ODGJ clients. Staff provide not only skills training but also intensive guidance, particularly for clients requiring mental health rehabilitation. They actively attempt to reconnect clients with their families and communities, despite facing stigma and rejection.

In practice, Liponsos staff manage the intake, care, and rehabilitation of clients from various PMKS backgrounds. Client admission is coordinated with Satpol PP, police, and other social organizations. Clients are placed based on their condition—those who are stable may join external training, while unstable individuals remain under close supervision.

Daily routines at Liponsos—ranging from waking, cleaning dormitories, meals, to engaging in activities—are well-structured and implemented

with discipline. These internal processes support the effectiveness of the empowerment goals.

This aligns with Dessler's (2020) view that human resource development should enhance individual competencies and self-reliance. For example, Ratih and Fandi found training beneficial in helping them build personal savings. Additionally, the staff provide routine health monitoring and mental health care, including medication schedules and hospital visits.

A major HRM challenge lies in social reintegration, as families and communities often reject returning PMKS due to stigma. Nevertheless, staff persist by contacting families and accompanying clients home. Client interaction is managed such that more responsible clients may assist staff and enjoy better accommodations, while those needing close supervision are housed separately.

Public Service and Human Resource Management

UPTD Liponsos Keputih serves as a public service institution under the Social Affairs Office of Surabaya, offering shelter, rehabilitation, and empowerment services to PMKS without charge. These services are supported by inter-agency collaborations, including hospitals for healthcare and the agriculture department for farming support. Empowerment, as defined by Mahmudi (2002), is the process of increasing the power and capacity of marginalized and underprivileged groups. In this context, UPTD provides both skill training and psychosocial support aimed at social reintegration. Human Resource Management (HRM) plays a critical role. Staff at UPTD are responsible for monitoring, training, and providing direct assistance to PMKS, especially ODGJ. This includes facilitating healthcare routines, medication compliance, and family reunification efforts.

Evaluation Based on Three Approaches

1. The goal approach is particularly relevant for evaluating the extent to which UPTD Liponsos

Keputih has successfully achieved its objectives in empowering People with Social Welfare Problems (PMKS). The operational goals of the institution go beyond merely providing shelter; they aim to produce tangible transformations, such as:

- a. Enhancement of PMKS skills (through training programs such as batik-making, handicrafts, tire patching, motorcycle washing, etc.)
- b. Economic self-reliance (e.g., selling PMKS products through the E-Peken platform)
- c. Social reintegration, specifically the return of PMKS to their families or communities following a period of structured guidance.

During interviews, the Deputy Head of UPTD stated that numerous programs have been implemented and have generated significant impact. However, from an operational goal perspective, a disparity remains between intended objectives and actual outcomes. The goal approach emphasizes the achievement of operative goals, and in this case, it reveals that:

- a. The programs have not fully addressed the productive skill development needs of PMKS.
- b. Effectiveness still needs to be improved, particularly in terms of participation and sustainability of impact.

2. System Resource Approach. This approach assesses organizational effectiveness based on the institution's ability to acquire and utilize the necessary resources to operate and achieve its objectives. In the context of UPTD Liponsos Keputih, this includes:

- a. Acquiring human resources from related agencies such as the Civil Service Police Unit (Satpol PP), PKSK, and IPSN to identify and reach PMKS.
- b. Managing internal facilities and human resources to conduct training and productive activities.

- c. Building relationships with communities and external stakeholders, despite facing challenges from the social environments to which the PMKS are to be reintegrated.

However, based on interviews and field observations, several critical challenges persist:

- a. A shortage of support staff, inadequate facilities, and limited budget remain significant obstacles.
- b. There is a lack of alignment between program offerings and the actual needs of the PMKS, such as demands for more relevant and productive training types.

Aspects of this approach that remain underdeveloped at UPTD Liponsos Keputih include:

- a. The utilization of environmental resources to enhance training value (e.g., business partnerships or incubation programs).
 - b. Sustainability of operational resources in the long term.
 - c. Adaptation to the social dynamics and diverse needs of PMKS.
3. Process Approach. According to the process approach, the field findings from interviews indicate that the system of activities within the facility has been operating in a reasonably well-organized and consistent manner. Daily routines undertaken by the PMKS are structured and implemented according to a predetermined schedule. These activities range from morning wake-up calls, cleaning of living quarters, meal times, to engagement in productive activities.

This reflects that the internal processes related to the management of PMKS activities are functioning effectively. The regularity of these routines demonstrates not only orderliness but also organizational discipline. From the perspective of the process approach, effectiveness is observable through the smooth implementation of internal activities that support the overall objectives of rehabilitation and empowerment of PMKS.

CONCLUSION

This study concludes that while UPTD Liponsos Keputih has implemented various empowerment programs—such as batik-making, handicrafts, gardening, small businesses, and agricultural activities—these efforts have not yet been fully effective in enabling PMKS to achieve sustainable independence. Many participants still face difficulties in turning acquired skills into steady income sources.

Interviews and observations indicate that PMKS expect more diverse and intensive empowerment activities, better aligned with their needs. Therefore, although current efforts show progress, further improvement is needed through more targeted, sustainable, and needs-based programs to ensure long-term empowerment and prevent relapse into previous conditions.

The Surabaya City Government should support program implementation, while UPTD Liponsos Keputih is advised to diversify training based on PMKS needs and potentials. Regular evaluations, personal support, and transitional programs are essential to enhance PMKS independence and reintegration.

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