

EFFECTIVENESS OF THE BUNGA RAYA JOINT BUSINESS GROUP (KUBE) PROGRAM IN EMPOWERING UNPROSPEROUS COMMUNITIES (STUDY IN GUNUNG KIJANG VILLAGE)

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Abstrak

Keywords:

Program Effectiveness,
Joint Business Groups
(KUBE),
Community Empowerment,
Underprivileged
Communities

This study aims to analyze the effectiveness of the Bunga Raya Joint Business Group (KUBE) Program in empowering underprivileged communities in Gunung Kijang Village, Bintan Regency. The study used a qualitative approach with data collection techniques through observation, in-depth interviews, and documentation. The effectiveness analysis was based on the resource approach, process approach, and goals approach. The results of the study indicate that the KUBE Bunga Raya Program has been running and providing benefits to group members, particularly in improving business skills and strengthening social solidarity. However, the program's effectiveness has not been fully achieved optimally due to several obstacles, including limited human resources, lack of consistent member participation, weak group management, and less than optimal mentoring and marketing network development. Strengthening mentoring, increasing member capacity, and more sustainable group management are needed so that the KUBE Bunga Raya Program can be more effective in empowering underprivileged communities.

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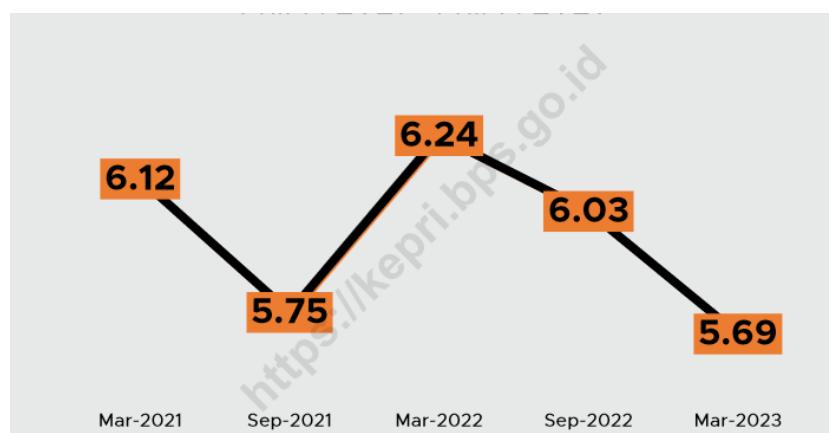
INTRODUCTION

Indonesia, as a developing country, still faces the main challenge of poverty, which hinders the achievement of general welfare as stated in the Preamble to the 1945 Constitution. Poverty is understood as a condition where individuals are unable to meet their living needs according to prevailing social standards and have limitations in optimizing their physical and mental potential. Valid and accurate poverty data is an

important element in supporting poverty alleviation efforts as a basis for formulating appropriate policies (Ferezagia, 2018).

Absolute poverty is measured using the poverty line, which represents the minimum rupiah amount needed to meet basic food needs equivalent to 2,100 kilocalories per capita per day and basic non-food needs. Based on Susenas data from March 2023, the poverty line in the Riau Islands Province reached IDR 742,526 per capita per month, an increase of IDR 12,064 compared to September 2022. This increase is heavily influenced by inflation, so the value shows an annual increase (BPS Riau Islands, 2023). As seen in Figure 1 below, the percentage of the poor in the Riau Islands Province fluctuated from 2021 to 2023.

Figure 1. Percentage of Poor Population in Riau Islands Province March 2021-March 2023



Source: Researcher Data Processing, 2025

Village development in Indonesia is an integral part of national development, with a focus on strengthening the economic sector to improve community welfare. Human resource quality is one of the primary goals of development, defined as the creation of individuals who are independent, beneficial to the environment, and possess high levels of productivity, efficiency, and morality (Usman, 2006). One strategic step in the community engagement process is the formation of joint venture groups as a forum for fostering values of solidarity, cooperation, deliberation, a sense of security, and self-confidence among their members (Karsidi, 2005).

Joint Business Groups (KUBE) are a government program through the Ministry of Social Affairs of the Republic of Indonesia designed as a poverty alleviation instrument. This program can be established through community initiatives or through outreach by the Ministry of Social Affairs. KUBE implementation requires assistance from the government, social organizations, academics, and other relevant parties, given that some target communities lack adequate information about the KUBE program and do not yet understand its formation and management procedures (Sari, 2017). Through the group's platform, members are encouraged to design joint programs and experience progress as a result of their activities, shifting individual activity patterns toward collective work patterns (Budianto et al., 2023).

This research focuses on the Bunga Raya KUBE in Gunung Kijang Village, Gunung Kijang District, Bintan Regency, Riau Islands Province. The researcher's observations found that although the dynamics of government towards the implementation of policy programs were largely realized, the empowerment of underprivileged communities could not be categorized as achieved. Based on pre-research interviews with Mrs. Susi as the Chair of KUBE, it was found that the KUBE that had been formed was not running optimally because there was no intense routine so that the vision and mission in efforts to achieve the objectives of the formation of KUBE were less effective.

Gunung Kijang Village, especially Hamlet I, has the potential for home industries as a characteristic with various snack products made from local staples such as Fish Crackers, Cassava Rengginang, Ginger Ant Sugar, Cassava Flour Kembang Goyang, and Purple Sweet Potato Chips. According to Law of the Republic of Indonesia No. 20 of 2008 Article 1, "a home industry is a productive business owned by an individual and/or individual business entity that meets the criteria for micro businesses as regulated in this law" (Angkat et al., 2022). KUBE Bunga Raya was established in 2013 to accommodate and foster home business owners who experience difficulties in marketing their products and are not yet aware of the importance of building a business network.

In the digital era, product marketing has become an important aspect in reaching digital-based markets. Digital marketing has advantages including ease of building interactions with consumers, relatively low costs, speed of information delivery, the ability to reach consumers on a wide scale, the potential for viral spread, and enabling two-way communication through responses and reviews (Komalasari & Harto, 2019). The KUBE Bunga Raya program in an effort to empower underprivileged communities includes: (1) making KUBE Bunga Raya a forum for developing MSMEs; (2) increasing product efficiency and effectiveness through training; (3) becoming a networking business in marketing member products; (4) encouraging innovation through a program of visits to home industries in other areas; and (5) initiating a business continuity evaluation program to strengthen ties and find out business progress.

Effectiveness comes from the root word "effective," which refers to the level of success in achieving predetermined goals. The concept of effectiveness is closely related to the match between planned expectations and actual results obtained. Hidayat explains that effectiveness is a measure that states the extent to which targets, both quantitatively and qualitatively, have been achieved. Richard M. Steers defines effectiveness as the level of organizational achievement of short-term and long-term goals, the selection of which reflects strategic constituency, evaluation, and resource utilization. Sondang P. Siagian states that effectiveness is the utilization of resources, facilities, and infrastructure in a certain amount that is consciously determined in advance to produce a number of goods for the services of the activities carried out (Setyorini, 2023).

Based on the description above, this study aims to: (1) determine the effectiveness of the KUBE Bunga Raya program in efforts to empower underprivileged communities in Gunung Kijang Village, Gunung Kijang District, Bintan Regency; and (2) determine the obstacles in efforts to empower underprivileged communities through the KUBE program in the same location. This study is expected to provide theoretical

contributions to the development of science as well as practical benefits for researchers in increasing insight, for readers as a reference for studies, and for universities as an important reference regarding efforts to empower underprivileged communities through the KUBE program.

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Effectiveness

Program effectiveness can be defined as the level of target achievement, which describes the extent to which the established program objectives have been successfully realized (Affandi et al., 2020). Effectiveness is a measure used to assess the suitability of the implementation process with the desired goals and objectives. According to Indrawijaya (2014), effectiveness is a measure that indicates the extent to which the established targets, both in terms of quality, quantity, and time, have been successfully achieved. The greater the level of target achievement, the higher the resulting level of effectiveness. Richard M. Steers (Sutrisno, 2013) states that in assessing the effectiveness of an activity, the most appropriate approach is to simultaneously consider three main interrelated concepts: goal optimization, system perspective, and emphasis on human behavior within the organizational structure. Mahmudi (2015) explains that effectiveness refers to an organization's capacity to determine appropriate goals and realize them through optimal performance. Martani and Lubis (Sutrisno, 2013) emphasized that effectiveness is the main element in every activity directed to achieve the goals or targets that have been set, so that an organization can be said to be effective if the previously planned goals or targets are successfully realized (Pasolong, 2012). This study uses three approaches to measure effectiveness according to Martani and Lubis (Sutrisno, 2013), namely the resource approach, the process *approach*, and the goals approach *which* are considered the most appropriate for analyzing the effectiveness of the KUBE Bunga Raya Program.

Joint Business Group (KUBE)

Joint Business Group (KUBE) is an empowerment program from the Ministry of Social Affairs of the Republic of Indonesia designed to alleviate poverty by providing business capital assistance to operate Productive Economic Enterprises (UEP). According to Iryani (2010), KUBE is a community empowerment strategy through the formation of associations that carry out various constructive activities such as skills training, productive economic enterprises, meeting forums, and other activities that are expected to encourage the creation of an autonomous and competitive society. Sabarisman (2012) defines KUBE as a group fostered by the Ministry of Social Affairs consisting of a number of Social Assisted Families (KBS) to implement Productive Economic Enterprises (UEP) and Social Welfare Enterprises (UKS) in order to achieve business independence, improve the standard of living of members, and provide a positive impact on the surrounding environment. Based on the Ministry of Social Affairs KUBE Guidelines (2011), KUBE management is carried out through four stages, namely the preparation stage, implementation, business development, and business partnerships that are interrelated in achieving program objectives. The objectives of KUBE according to the Indonesian Ministry of Social Affairs (2011) are to improve members' ability to meet daily living needs, prevent and resolve problems that occur both within the family and with their social environment, and strengthen members' capacity in carrying out their social functions. The implementation of KUBE is based on structured development principles including the principles of humanity,

family, mutual cooperation, member potential, local resources, sustainability, and market orientation (Indonesian Ministry of Social Affairs, 2011).

Empowerment

Empowerment is a process that aims to improve the capabilities, potential, and position of an individual or group in their life by providing the power, skills, knowledge, and access to resources needed to change life conditions and make better decisions. Robert Chambers suggests that empowerment is a process that allows people to develop their ability to control their own lives by improving their skills, knowledge, and access to resources. Amartya Sen views empowerment as a process of expanding an individual's freedom to choose and take actions that advance their well-being, namely about increasing a person's capabilities *to* achieve various functions they value such as education, health, and economic opportunities. Schilder defines empowerment as a process in which individuals or groups learn to take control of their lives, both personally and collectively, through the provision of information, skills, and support that enable individuals to make better decisions. Aspects of empowerment include individual empowerment that provides the ability to manage their lives better, group empowerment that increases the capacity of the community to achieve shared goals, social and economic empowerment that improves status and access to education and employment, and political empowerment that increases participation in decision-making processes. The goal of empowerment is to help individuals or groups to be more independent and not dependent on others, improve the quality of life by creating opportunities for access to education, employment, and social rights, and educate individuals or groups about their potential so that in the long term empowerment contributes to the creation of a more just and prosperous society (Yulita & Supriyanto, 2022).

Underprivileged

Pre-prosperity is a condition in which an individual, group, or community has not achieved the ideal or desired level of well-being. It is often used to describe situations where the standard of living is still low, whether in terms of economic, social, educational, or access to basic services such as health and employment (Suwandi & Prihatin, 2020). The word pre-prosperity consists of "pra" meaning before or not yet, and "sejahtera" meaning prosperous, so pre-prosperity refers to a condition of not being prosperous or not yet achieving prosperity (Mulia & Putri, 2022). The characteristics of pre-prosperity include economic conditions with low incomes below the Regional Minimum Wage or poverty line, no savings or productive assets, and reliance on odd jobs; unmet basic needs such as difficulty meeting balanced nutrition, limited clothing, and living in inadequate housing; limited access to health care without BPJS/KIS; low education with children dropping out of school and parents with low education; inadequate environment and infrastructure; and social vulnerability that relies on government assistance and is vulnerable to exploitation. The causes of underprivileged people include poverty as the main cause when they do not have sufficient resources or income, social inequality in the distribution of resources, and lack of access to basic services that can improve the quality of life (Sultan et al., 2024). Efforts to improve the welfare of the underprivileged, according to Muhtar & Noviana (2016), require various efforts such as increasing access to education and skills training, ensuring access to affordable and quality health services, economic empowerment programs such as entrepreneurship training and access to capital, and reducing social inequality by

providing equal opportunities to all groups in society.

RESEARCH METHODS

This study uses a *field research method* with a qualitative approach implemented in Gunung Kijang Village, Gunung Kijang District, Bintan Regency with the object of the study being the Bunga Raya Joint Business Group (KUBE). The data collected is in the form of descriptive narratives sourced from interview transcripts and field observation documentation obtained through semi-structured interviews with various informants including KUBE administrators, KUBE members, village officials, local RT/RW, and the surrounding community. The focus of the study is to analyze the effectiveness of the KUBE Program in empowering underprivileged communities using three approaches, namely the resource approach, the process approach, and the goals approach according to Martani and Lubis (Sutrisno, 2013).

Informants were selected using *purposive sampling* based on their relevance and capacity to provide the information needed to comprehensively answer the research questions. Data collection techniques were conducted through non-participant observation where the researcher was not involved in the observed activities and acted as an independent observer, as well as semi-structured interviews that provided space for respondents to express their opinions and ideas. Data analysis techniques used the interactive analysis model of Miles & Huberman (Sugiyono, 2018) with *organizing steps* to organize data systematically, *editing* to classify data and conduct thorough editing, and *analyzing* through descriptive analysis with a deductive approach to analyze the effectiveness of the KUBE Program.

Table 1. Research Informants

| Agency | Information |
|--|--|
| Management (KUBE) of Bunga Raya, Gunung Kijang Village | The (KUBE) Management has a primary role in the management of (KUBE) including planning, utilization and supervision of Bunga Raya Gunung Kijang Village, Gunung Kijang District |
| Members of (KUBE) Bunga Raya Gunung Kijang Village | Bunga Raya (KUBE) members also play a vital role in achieving shared goals, namely improving welfare and economic independence. This role includes collaboration in business activities, sharing knowledge and experience, and actively participating in decision-making that impacts the group. |
| Gunung Kijang Village Employees | Village officials have a role in supporting (KUBE) program policies at the local level and understanding the needs and aspirations of local communities regarding the use of (KUBE) programs in community empowerment. |
| Local RT/RW | The neighborhood associations (RT/RW) also play a crucial role in the success of the Bunga Raya Joint Business Group (KUBE) in Gunung Kijang Village. They can act as facilitators, mediators, and community mobilizers to participate in these business activities. |

Source: Processed researcher data 2025

RESULTS AND DISCUSSION

Overview of KUBE Bunga Raya

KUBE Bunga Raya was established in 2013 in Hamlet I, Gunung Kijang Village, which has *home industry potential* as a characteristic with its residents running snack businesses made from local staples. The foundation for the establishment of KUBE Bunga Raya is based on the increasingly complex development of the business world that requires a forum to accommodate and foster it, the difficulties of business actors in marketing products, awareness of the importance of building business networks, and to foster family ties among members in helping each other and sharing information. The KUBE Bunga Raya institution is listed in the Decree of the Head of Gunung Kijang Village Number 19 of 2013 with Halal Permit 04100028050119 and P-IRT permit 02.15.2102.138.1740-19, engaged in snack businesses such as Purple Rengginang, Small Peyek, Various Chips, Fish Crackers, Gong-Gong Chips, Cuttlefish Chips, Shrimp Chips, Onion Cakes, Lala Cookies, and Atom Nuts with a price of IDR 12,000 per pack which is marketed up to the provincial level through supermarkets, KUBE outlets in government agencies, sub-districts, neighboring villages, exhibitions, bazaars, and surrounding stalls.

Despite having partners such as BUMDES, GAPOKTAN, Antar KUBE, KUBE Outlet of the Bintan Regency Social Service, and Madu Tiga Beach & Resort, the implementation of the KUBE Bunga Raya program has not shown effectiveness in line with the goal of empowering underprivileged communities. Based on pre-research findings, the KUBE that has been formed is not running optimally because there is no intense activity routine in the group, seen in three main aspects, namely group meetings that do not take place regularly, inconsistent production activities, and product marketing that has not run well so that the vision and mission of KUBE in achieving empowerment goals are less effective.

Resource Approach

The implementation of the KUBE Bunga Raya Program has not been effective when viewed from the management of its resources. The utilization of human resources has not been maximized, indicated by the inconsistency of member attendance and participation in production activities. The management of time and organizational resources is also weak, reflected in the absence of a regular meeting schedule so that activity planning often changes and is not directed. The limited utilization of external resources, especially marketing networks, causes KUBE products to be marketed only to a limited extent and has an impact on low business results. Although resources are available, KUBE Bunga Raya's ability to manage and utilize them effectively is still low, so that program objectives have not been achieved optimally, in line with the concept of resource-based effectiveness which assesses organizational effectiveness from its ability to obtain and manage the resources needed for the organizational system to function (Yuchtman & Seashore, 1967).

The absence of a regular schedule of activities and meetings indicates that organizational resources have not been optimally utilized, so that KUBE activities only run incidentally when there are certain orders or encouragement, resulting in low production consistency and hampered marketing development. The lack of visible routine activities indicates that business resources and human resources have not been optimally utilized to produce sustainable economic activities, limited transparency and openness of KUBE activities cause non-members to be less aware of the developments and results of the businesses being run, so that the potential for social resources in the form of environmental support and participation has not been managed properly. This condition is relevant to the findings of Iryani (2020) that factors inhibiting the implementation of KUBE include the low quality of target human resources, limited business skills, and weak networking, so that the effectiveness of the program still faces obstacles in terms of input and management.

Process Approach

The implementation of the KUBE Bunga Raya Program has not been effective when viewed from a process approach, especially in the aspect of consistency and visibility of group activities in the daily lives of the community. KUBE activities that only appear active at certain moments such as during village activities or when there is a production drive indicate that the business implementation process has not been carried out routinely, the irregularity of the appearance of KUBE activities and products in the environment makes it difficult for the surrounding community to feel the sustainability of these activities. In terms of process, KUBE has not yet functioned as a collective activity that is alive and running stably at the neighborhood level so that its existence is more temporary and has not been integrated into the daily economic activities of residents, in line with the *competing values model* which emphasizes that *internal processes* require stability, information/communication management, and internal control as prerequisites for a healthy organization (Quinn & Rohrbaugh, 1981).

Irregular meetings and production directly impact the weak internal coordination of KUBE. The absence of a regular communication mechanism makes it difficult for members to obtain the latest information regarding activity plans, production schedules, or group business developments, resulting in inconsistent and passive member participation. The absence of a clear division of tasks and regular activity monitoring makes it difficult for administrators to manage the group and ensure each member carries out their responsibilities. As a result, KUBE activities run without a clear direction and are more dependent on short-term initiatives. An evaluation study of the KUBE program in Batu District shows that when members are not actively producing and mentoring/monitoring is lacking, the program tends to fall short of its effectiveness targets and business sustainability weakens, reinforcing that process issues are crucial for the survival and demise of KUBE (Anisa et al., 2023).

Goals Approach

The implementation of the KUBE Bunga Raya Program has not been effective when viewed from the target approach, especially on the indicators of member income and economic independence. The irregularity of business activities causes the income generated from KUBE to be uncertain and only felt occasionally so that it has not been able to become a stable source of income for members, this condition encourages members to remain dependent on their respective main jobs in meeting family needs because the results of KUBE businesses have not provided economic certainty. Income

obtained from KUBE activities is only felt in certain periods when production is running and the product is successfully sold so that the economic benefits that arise are additional and not sustainable, the inconsistency of production causes income from KUBE cannot be felt regularly so that its influence on improving the welfare of member families is still limited and has not been able to become a stable source of income.

KUBE's dependence on external assistance and support indicates that the group has not been able to run its business stably and independently. KUBE activities tend to increase when there is assistance or programs from the government but decline again when such support is reduced or absent. This condition indicates that the achievement of program targets in increasing the economic independence of the group has not been achieved because KUBE has not been able to function as a sustainable business without dependence on external intervention, which is not in line with the formulation of the objectives of the UEP-KUBE implementation which emphasizes the target of increasing the income of KUBE members and realizing the independence of members' socio-economic businesses (Ministry of Social Affairs of the Republic of Indonesia, 2018). The weak achievement of these targets indicates that problems in the resource side and the implementation process directly impact the low achievement of the final objectives of the underprivileged community empowerment program.

CONCLUSION

The implementation of the empowerment policy for underprivileged communities through the Bunga Raya Joint Business Group (KUBE) Program in Gunung Kijang Village has basically been carried out through the formation of groups, determining targets for underprivileged residents, and implementing productive business activities accompanied by coaching and facilitation support from the village government and related parties. However, based on the analysis using three approaches, namely the resource approach, the process approach, and the goals approach, the program implementation has not been optimal because the core activities of KUBE have not been carried out consistently and regularly. This condition is seen in unintensive organizational routines such as unscheduled group meetings, unsustainable production, and unorganized marketing so that the empowerment goals, especially increasing the independence and welfare of members, have not been achieved evenly and sustainably. The main obstacles in the implementation of empowerment through KUBE can be seen from internal aspects including low consistency of member participation, limited group management, and member motivation that tends to decrease when business results are unstable, while external aspects include limited ongoing mentoring, limited market access and marketing networks, and support facilities that have not been able to encourage regular production and sales so that the sustainability of KUBE becomes difficult to maintain.

Based on the research findings and conclusions, the village government and related agencies need to strengthen ongoing mentoring, particularly in group management and marketing development, so that KUBE activities can run routinely and stably. KUBE administrators are advised to establish a clear activity schedule, improve the division of tasks, and implement simple administrative and financial records to increase the effectiveness of program implementation. Strengthening market access and information transparency to the surrounding community through collaboration with BUMDes, MSMEs, and village activities is needed to strengthen the sustainability of

KUBE and social support for the program, so that the KUBE program can function as a stable joint business activity and can empower underprivileged communities in a sustainable manner.

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