

## EVALUATION OF THE FAMILY HOPE PROGRAM POLICY IN IMPROVING THE QUALITY OF COMMUNITY WELFARE IN NORTH SULAWESI PROVINCE

**Marthinus Mandagi, Sisca Beatrix Kairupan, Margareth I. R. Rantung.**

Corresponding email : [marthinusmandagi@unima.ac.id](mailto:marthinusmandagi@unima.ac.id)

Faculty of Social Sciences and Law, Manado State University, Indonesia.

### **Abstract**

This study aims to determine and analyze how the evaluation of the Family Hope Program improves the quality of community welfare in North Sulawesi Province. The method used is descriptive qualitative, with data sources of interviews, literature studies, and documentation. The results obtained in this study are that the Family Hope Program, which has existed in North Sulawesi since 2017, has not been able to improve the quality of community welfare, this is according to the data for 2020-2022, there has been an increase in the number of beneficiary families from PKM. Therefore, it is necessary to conduct research related to the Evaluation of the Family Hope Program which is examined from several criteria, namely, Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Appropriateness.

Keywords: Evaluation, Policy, Family Hope Program

### **1. Introduction**

Poverty is a complex and multidimensional public problem. Multidimensional nature of poverty is not only caused by one factor, but various factors such as; economic, sociological, anthropological, policy, technological aspects and global changes (Kuncoro 2018). Poverty also has an impact on education, health, economic capacity, and the political participation of people in a country. To alleviate poverty and improve the quality of human resources, the government finally issued several public policies and programs aimed at improving the quality of human resources through health and education.

One of the government programs to minimize social welfare problems that has been quite popular in recent years, through the Ministry of Social Affairs, is the Family Hope Program (PKH). According to the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018, the Family Hope Program is a program to provide conditional social assistance to families and/or individuals who are poor and vulnerable who are registered in the integrated data of the poor handling program. The Family Hope Program (PKH) seeks to develop a social protection system for the poor and vulnerable in Indonesia. This program provides cash assistance to Beneficiary Families (KPM) provided that they follow the required requirements. The requirements are related to improving the quality of human resources, namely health and education as one of the indicators of a prosperous life. One of the ultimate goals of the Family Hope Program is to improve the quality of life of beneficiary families both in terms of family health and increasing

school enrollment rates for KPM children, as well as to reduce underage labor in Indonesia. To achieve this goal, the Family Hope Program in the health sector seeks to motivate beneficiaries to routinely check the health of children and pregnant women at the local Posyandu/Puskesmas. The Family Hope Program in education seeks to motivate beneficiary families to enroll their children in schools and encourage them to meet their learning attendance commitments. This program has been running as expected, however, it is not free from obstacles, one of which is the increasing number of KPM PKH in the last 3 years and the validity of PKH beneficiary data in the field.

Regarding the validity of the data on the eligibility of underprivileged families to become Beneficiary Families (KPM), the findings were that there were many cases where the beneficiary KPM groups had differences related to their assets or household conditions. For example, there are those with high asset ownership, tiled walls, but there are also those with cubicle walls, so it is necessary to classify the position of the KPM based on more varied categories. In other cases, there were Beneficiary Families with other fixed incomes, which led to speculation in the community as to whether or not they should become Beneficiary Families. This is also supported by the condition that there are several households that are not included in the PKH Beneficiary Families (KPM) but the physical condition of the house and economic conditions are more in need than the registered PKH recipients, so it is feared that there will be inaccurate targeting.

Kabupaten/Kota	Persentase Rumah Tangga Penerima Program Keluarga Harapan (PKH) Menurut Kabupaten/Kota di Provinsi Sulawesi Utara (Persen)		
	2020	2021	2022
Bolaang Mongondow	20,29	15,83	16,40
Minahasa	10,45	11,32	8,43
Kepulauan Sangihe	16,98	17,30	19,01
Kepulauan Talaud	21,73	21,14	20,06
Minahasa Selatan	19,00	18,43	19,82
Minahasa Utara	13,01	12,97	11,57
Bolaang Mongondow Utara	15,35	19,39	19,60
Kepulauan Sitaro	4,69	6,11	6,96
Minahasa Tenggara	13,73	12,84	13,55
Bolaang Mongondow Selatan	18,35	17,68	21,65

Kabupaten/Kota	Persentase Rumah Tangga Penerima Program Keluarga Harapan (PKH) Menurut Kabupaten/Kota di Provinsi Sulawesi Utara (Persen)		
	2020	2021	2022
Bolaang Mongondow Timur	13,42	10,38	15,21
Kota Manado	8,66	4,91	6,98
Kota Bitung	8,93	12,04	15,72
Kota Tomohon	15,97	19,71	18,51
Kota Kotamobagu	10,63	9,44	12,93
Sulawesi Utara	13,22	12,67	13,29

*Source: Publication of Public Welfare Statistics*

The implementation of PKH was first implemented in 2007 with targets spread across 7 provinces, namely DKI Jakarta, East Java, West Java, Gorontalo, North Sulawesi, West Sumatra and East Nusa Tenggara (Kupang City). The data above shows that North Sulawesi Province, which consists of 15 Municipal Districts, in the last 3 years there has been an increase in the number of beneficiary families from PKH, namely in 2020 there were 13.22%, in 2021 there were 12.67 but in 2022 it rose to 13.29% (Badan Pusat Statistik Propinsi Sulawesi Utara 2024) This means that there is no significant change related to improving the quality of life of the community.

The PKH program is present as a solution to alleviate poverty, but the facts on the ground that the significant increase in KPM PKH shows that there is an increase in the number of poor people within the scope of North Sulawesi Province. Apart from this, however, in the implementation of the Family Hope program in Sopai sub-district there are several problems that can hinder the achievement of the objectives of the Family Hope program (PKH) itself. The first is the verification process that has not been fully implemented, what happens in the field is that the school or the puskesmas / posyandu object to conducting verification on an ongoing basis. The second is the inappropriate disbursement of funds, this is related to the verification process, because the data required is slow, so the disbursement of funds is hampered and also late. The third is the lack of coordination between supporting agencies. Policy evaluation is an important thing to do because not all public policy programs can achieve the desired results, it is necessary to conduct an evaluation to find out the results of a policy program. Winarno states that: in general, public policy evaluation can be said to be an activity concerning estimation, substance, implementation and

impact(Winarno 2012). In this case, evaluation is seen as a functional activity, where policy evaluation is not only carried out at the final stage, but is carried out throughout the policy process.

Policy evaluation is intended to see the causes of the failure of an implemented policy or to find out whether the public policy that has been implemented has been able to achieve the desired results. There are also criteria developed by Dunn (Dunn 2017), including Evaluation, namely Effectiveness (effectiveness), with regard to whether an alternative achieves the expected results (consequences), or achieves the objectives of the action taken. Efficiency, with regard to the amount of effort required to produce a certain level of effectiveness. Adequacy, with regard to how far a level of effectiveness satisfies needs, values, or opportunities to grow problems. Equity. relates to legal and social rationales and refers to the distribution of consequences and effort between different groups in society. Equity-oriented policies are those in which consequences (e.g. service units or monetary benefits) or effort (e.g. monetary costs) are fairly distributed. Responsiveness concerns the extent to which a policy satisfies the needs, preferences or values of particular groups in society. Appropriateness, related to rationality, is substantive, because the question of policy appropriateness does not concern individual criteria but two or more criteria together. Appropriateness refers to the value or worth of the program objectives and to the strength of the assumptions underlying those objectives.

Some studies that have conducted this study such as Purwanto, which is related to the implementation of the Family Hope Program (PKH) in Mojosari District has been running quite well (Purwanto & Sulistyastuti 2012). Sasmito regarding the evaluation of PKH implementation in Batu City has been running well and smoothly (Sasmito, Laka & Gunawan 2020). From various existing studies, the author's research uses William Dunn's policy evaluation criteria including effectiveness, efficiency, adequacy, equity. Responsiveness and Appropriateness by focusing on the achievement of improving the quality of welfare of beneficiaries of the Family Hope Program in terms of education and health which aims to evaluate the Family Hope Program (PKH) in improving the quality of life of beneficiary families in North Sulawesi Province.

## **2. Research Methods**

This article adopts a qualitative approach by applying descriptive analysis research methods that aim to obtain an in-depth, authentic, and fundamental understanding of the events under study. The method used in this research is descriptive. This choice is based on the data and information collected focusing on actual problems through the process of collecting, compiling, processing data, and drawing conclusions. Where there is an effort to describe the objective empirical state of the phenomenon being studied. While the data collection technique applied in this writing is literature study. This was done by the author because of the limitations of researchers in conducting direct authoritative source interviews at the time of writing.

## **3. Results and Discussion**

### **1. Effectiveness**

Effectiveness is closely related to expectations and achievements in a policy. According to (Damanik & Marom, 2016) effectiveness can be considered as an indicator of success in achieving policy objectives through the achievement of results and efforts made (Ardyansyah et al. 2020). To state that a policy is effective, it requires results that are in accordance with the set targets (Soulisa, 2017). The Family Hope Program (PKH), also known as conditional social assistance activities, aims to provide assistance to families living in deprived poor conditions and recorded in the DTKS (Soulisa et al. 2022).

PKH is a social protection activity that aims to implement national protection that is organized, regular, and sustainable. Since 2007, PKH has been implemented continuously in seven provinces. In 2020, the program has been expanded to 34 provinces, covering 512 districts/cities and 6,709 sub-districts. The number of beneficiary families (KPM) in 2019 reached 9,841,270 and increased to 10,000,000 in 2020. The Family Hope Program (PKH), as a nationally prioritized activity, is hosted by the Ministry of Social Affairs of the Republic of Indonesia (RI) and collaborates with various partners, including the Ministry of Human Development and Culture, Ministry of National Development Planning/Bappenas, Ministry of Health, Ministry of Education and Culture, Ministry of Communication and Information, Ministry of Home Affairs, Central Bureau of Statistics, as well as provincial and district/city governments.

In order to ensure the successful implementation of this program, PKH is supported by a team of PKH experts and advisors from the World Bank. PKH social assistance is a form of financial assistance provided to families, groups, or communities that are classified as poor, underprivileged, and at risk of facing social problems. The provision of PKH social assistance is determined by the Ministry of Social Affairs, where the assistance is channeled through savings that can be withdrawn by recipients as needed after going through the distribution process. Assistance that is not taken will be added and kept in the form of savings. The Family Hope Program aims to improve the living standards of beneficiaries by providing them with access to education, health, and social welfare services. In addition, the program aims to reduce the burden of expenses and increase the income of families who are in poor and vulnerable conditions.

In addition, the program also seeks to produce behavioral changes and increase the independence of beneficiary families in accessing services in various sectors. One of its objectives is to reduce the poverty rate and reduce the gap between income groups. PKH has successfully reduced the poverty rate in Indonesia. According to data from the Central Bureau of Statistics, before PKH was implemented in March 2006, the poverty rate in Indonesia was 17.75%. However, after PKH was launched in March 2007, the poverty rate dropped to 16.58%. In fact, by March 2018, PKH had succeeded in reducing the poverty rate to a single-digit figure of 9.82%. This is the lowest rate in the history of government efforts to reduce poverty in Indonesia. Judging from BPS data regarding the poverty rate in North Sulawesi, there has been a decrease, namely in 2020 by 7.77%, in 2021 by 7.28% and in 2022 by 7.38%. This means that the poverty rate in North Sulawesi from 2020-2022 decreased by 0.39%.

Of course, it is hoped that PKH can be further improved, especially in linking the objectives to be achieved with its implementation in the field. In trying to achieve the main objective, which is to improve the quality of education, it should be noted that the problems faced by beneficiaries are not only limited to their ability to pay school fees.

## 2. Efficiency

The linkages and interrelationships between effectiveness and efficiency are intertwined. In certain policies, effectiveness is related to the achievement of results that have occurred, while efficiency is related to efforts to obtain these results using minimal resources but producing optimal results. (Setyaningrum & Rahaju, 2019). In an effort to improve the efficiency of the PKH program implementation, the government has taken certain steps (Arizona & Juliana 2022). One of them is that the President stated that the government, through the Ministry of Social Affairs, has developed a Social Safety Net (JPS) program for underprivileged families in Indonesia. The goal is to ensure that these families still have enough purchasing power to buy their basic needs during the Covid-19 pandemic.

Minister of Social Affairs Juliari P. Batubara explained that accelerating the distribution of PKH social assistance aims to ensure that underprivileged families can still obtain basic needs using their monthly income during the pandemic. In addition, these families are facing economic difficulties due to being unable to work, in line with the government's recommendation to stay at home. The Minister of Social Affairs also emphasized that through PKH, the government provides protection in the fields of economy, health, education, and social welfare. Therefore, the government has taken a policy to increase the nominal value of social assistance for PKH Beneficiary Families and basic food programs to reduce the spread of Covid-19 among the bottom of society.

The number of PKH Beneficiary Families (KPM) has increased from 9.2 million to 10 million, while recipients of basic food assistance increased from 15.2 million KPM to 20 million KPM. Before the Covid-19 pandemic, the amount of social assistance funds received by KPM for basic food assistance was Rp.150,000 per month. However, due to the Covid-19 pandemic, the amount of funds has increased to Rp.200,000 per month. In addition, the amount of funds received by KPM PKH has also increased by 25%. The Ministry of Social Affairs has made a decision to accelerate the disbursement of social assistance for KPM PKH. Initially, disbursements were made every three months, but from April to December 2020, disbursements were made every month. The increase in the number of KPM PKH participants from 15.2 million to 20 million is done on the condition that the family is included in the DTKS. The number of participants is taken from KPM basic food recipients with the note that the family meets the requirements as a recipient of KPM PKH social assistance. These requirements include various components that must be present in each beneficiary family.

## 3. Sufficiency

According to (Dunn, 2017), adequacy in a policy can be interpreted as successful achievement in meeting needs, values, or opportunities in resolving problems that arise (Dunn 2017). In this case, adequacy is a goal that successfully covers various aspects (Nisa 2023). Adequacy is a very crucial factor in evaluating the success of a policy. If the adequacy indicator is achieved in a program, then even though the program faces several problems, it is still able to find solutions and meet the required resources. Apart from that, the needs of program beneficiaries are also met. In other words, adequacy is the main determinant in ensuring the smoothness and success of a policy program (Soulisa et al. 2022).

The purpose of this routine implementation every month to improve the capabilities of families who receive PKH benefits is to improve the life skills of underprivileged people. Based on many studies, it is concluded that families in poor and vulnerable conditions face challenges in meeting basic needs in education and health. These challenges involve problems from both the KM side and the service provider side. The main reasons why most poor families do not continue their education are generally related to financial limitations, the obligation to work to earn a living, the belief that the education they have received is adequate, and various other factors.

Likewise in terms of health, KPM do not have sufficient funds to pay for treatment for their family members because of their low income level. Meanwhile, obstacles from the service provider side (supply side) which result in low accessibility for poor families to education and health include the ease of these services which are difficult for them to reach. The high cost of services in relation to the size of poor families and the relatively long distance from home and service locations are the main challenges for education and health service providers. The Head of the district/city Bappeda serves as the District/city PKH Technical Coordination Team, while the Head of the Technical Coordination Team and the Head of the Social Service/Agency act as Secretary. The determination of the technical coordination team is carried out through the decision of the regent/mayor.

The implementation of PKH in districts/cities involves the head of the Head of Social Affairs and Security as chairman, while the Head of the Social Assistance and Security Section as secretary. The PKH regional coordinator is responsible for assisting the duties and functions of PKH implementers at the district/city level. The sub-district PKH implementer is a PKH assistant who works in the sub-district and coordinates with the sub-district head. If there are several assistants in one sub-district area, then one of them will be appointed as the assistant coordinator at the sub-district level.

#### **4. Equality**

In distributing benefits to the intended targets, a policy must prioritize justice. Equity in public policy includes equality in the distribution of the benefits of the policy to the beneficiaries. (Ismariana & Prabawati 2020). Equity criteria in policy relate to efforts to fairly and comprehensively distribute program benefits to the intended target groups (Dunn 2017).

PKH, in its efforts for equality, tries to ensure the necessary requirements and carries out strict verification. As a cash assistance program that has conditions, PKH has requirements that must be met by KPM PKH related to health, education and social welfare services. PKH implementers have the responsibility to ensure the registration and presence of KPM at each service to regularly monitor the presence of KPM PKH members in accordance with the protocol, and carry out commitment verification. Commitment verification involves filling out a verification form by the companion which is then submitted to the service officer to record data on KPM members who are absent every month. The results of commitment verification are used as a basis for the process of distributing, suspending and terminating aid at each distribution stage, and the information is input into the SIM PKH application. The obstacle faced is that Beneficiary Families are considered not on target, because there are still many who need it more than the family data in the Integrated Social Welfare Data system. This happens because many families do not fulfill the administrative requirements.

## **5. Responsiveness**

Responsiveness can be described as the response received. This refers to the response of program targets or beneficiaries to policy implementation. Evaluation of the success of a policy can be done through community responses before and after they experience the impact of decision making, in the form of pros or cons (Asyiah, Adnan & Mubarak 2017). Responses to the PKH program recorded in several studies include factors that hinder PKH implementation. This inhibiting factor reflects increasing requirements such as owning a mobile phone (HP) for children's education through online learning, consulting with tutors, and buying credit. To overcome this, the supervisor only needs to contact the group leader to provide information, which is usually done through monthly meetings. This obstacle is actually not significant, because KPM can overcome it by ensuring children's attendance at school through online learning.

Good cooperation between the Ministry of Social Affairs (Ditjen Linjamsos), regional governments (social services, district/city coordinators), PKH facilitators, and KPM group leaders. Collaboration with the KPM group leader is very helpful in coordinating with KPM. Factors that support the Family Hope Program (PKH) mentors as determinants of the success of implementing this program include good cooperation between fellow mentors, as well as between mentors in sub-districts. Apart from that, good cooperation between the group leader and the families of PKH beneficiaries is also a supporting factor, so that they can provide assistance to other PKH members. All KPM members are very aware of the dangers of the Covid-19 pandemic and comply with the recommended health protocols. They were happy with the increase in PKH social assistance by 25% and the change in disbursement schedule to monthly.

## **6. Accuracy**

Accuracy relates to the conformity between program values and the assumptions that form the basis of the program's objectives (Wowiling E. Friskihlah & Mananeke 2018). Precision is related



to more substantial rationality. Policy precision involves combining several individual criteria simultaneously

(Dunn 2017). By referring to the previous definition of accuracy criteria, it can be concluded that accuracy is an evaluation standard used to evaluate the success of a policy based on the extent to which the policy is implemented accurately and provides solutions to the problems contained therein. The additional PKH social assistance of 25% is a form of social safety net that provides protection and social security for Beneficiary Families (KPM) during the COVID-19 pandemic which has created difficult economic conditions, especially for poor families. The value of assistance for PKH participants each year is adjusted to the amount of the available budget. The increase in PKH social assistance by 25% in each sector started in April 2020, and this assistance is provided every month.

Funds from the State Treasury are transferred in stages to payment institutions in a non-cash manner. The payment institution in question is the State Bank Association (Himbara), and assistance is provided through the Prosperous Family Card (KKS) as a substitute for ATMs. To achieve the goal of distributing PKH social assistance with efficiency in terms of the right target, appropriate amount, right time, good quality, and appropriate administration, as well as increasing benefits for aid recipients and contributing to increasing financial inclusion, social assistance is distributed in the form of non-cash.

#### 4. Conclusion

Based on the discussion above, conclusions can be drawn regarding the results of the Evaluation of the Family Hope Program Policy in improving the quality of community welfare in North Sulawesi Province. The Family Hope Program Policy has been implemented and meets the elements of effectiveness, efficiency, adequacy, equity, responsiveness and accuracy in its implementation, although there are still There are several obstacles, such as the equality factor, where there are still families that are considered more appropriate as families receiving benefits that do not pass the administrative requirements. It is recommended that data collection on beneficiary families be facilitated from the lower level so that it can reach all those in need. And there is a follow-up regarding the assistance provided to each beneficiary family.

#### REFERENCE

- Ardyansyah, F., Irmal, Damanik, D., Arifin, H.A., Guampe, A.F., Firmialy, D.S., Suatmi, D.B., Ginting, M.A., Irawati & Amruddin, 2020, *Perekonomian Indonesia*, CV. MEDIA SAINS INDONESIA, Bandung.
- Arizona, D.N.A. & Juliana, 2022, 'Analisis Efektifitas Dan Efisiensi Pelaksanaan Anggaran Belanja Studi Kasus LLDIKTI Wilayah I Sumut ', *Bursa: Jurnal Ekonomi dan Bisnis*, 1.
- Asyiah, S., Adnan, F.M. & Mubarak, A., 2017, 'Evaluasi Implementasi Kebijakan Pendidikan Gratis Di Kabupaten Pasaman', *JPSI (Journal of Public Sector Innovation)*.

- Badan Pusat Statistik Propinsi Sulawesi Utara, 2024, *Persentase Rumah Tangga Penerima Program Keluarga Harapan (PKH) Menurut Kabupaten/Kota di Provinsi Sulawesi Utara (Persen), 2020-2022*.
- Dunn, N.W., 2017, *Pengantar Analisis Kebijakan Publik*, 2nd edn., GADJAH MADA UNIVERSITY PRESS.
- Ismariana, I. & Prabawati, I., 2020, 'EVALUASI PROGRAM PEMBERIAN PERMAKINAN BAGI PENYANDANG DISABILITAS MISKIN DI KELURAHAN TEMBOK DUKUH KECAMATAN BUBUTAN KOTA SURABAYA', *Social Sciences*, 8.
- Kuncoro, M., 2018, *Perencanaan Pembangunan*.
- Nisa, K.N., 2023, 'EVALUASI KEBIJAKAN PROGRAM KELUARGA HARAPAN TERHADAP KESEJAHTERAAN MASYARAKAT DI PANDEMI COVID-19', *Jurnal Darma Agung*, 31.
- Purwanto, E.A. & Sulistyastuti, D.R., 2012, *Implementasi kebijakan publik: konsep dan aplikasinya di Indonesia*, 1st edn., Gave Media, Jakarta.
- Sasmito, C., Laka, H.Y. & Gunawan, I.C., 2020, *MANAJEMEN KEBIJAKAN PUBLIK SEKTOR PARIWISATA*, IRDH Book Publisher6, Jakarta.
- Soulisa, I., Supratman, Moh., Rosfiani, O., Renaldi, R., Sopiah, Utomo, T.W., Hermawan, M.C., Ariati, C., Riyanti, A., Irwanto, Astiwijaya, N., Yenni & Sutisnawati, A., 2022, *Evaluasi Pembelajaran*, Widina Bhakti Persada Bandung.
- Winarno, B., 2012, *Kebijakan publik: teori, proses, dan studi kasus : edisi dan revisi terbaru*, Center for Academic Publishing Service.
- Wowiling E. Friskihlah & Mananeke, L., 2018, ' Analisis Pengaruh Kinerja Keuangan Bank Pembangunan Daerah (BPD) dan Bank Perkreditan Rakyat (BPR) Terhadap Pemberian Kredit Periode 2013-2016', *Jurnal EMBA: Jurnal Riset Ekonomi, Manajemen, Bisnis Dan Akuntansi*, 6.