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## **ANALYSIS OF THE FAMILY HOPE PROGRAM (PKH) IMPLEMENTATION IN ADDRESSING SOCIAL WELFARE ISSUES IN MANADO CITY, NORTH SULAWESI PROVINCE**

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### **ABSTRACT**

*The Ministry of Social Affairs administers the Family Hope Program (PKH), a poverty alleviation and social protection initiative providing conditional non-cash assistance to individuals with social issues (PMKS), focusing on health, education, and social welfare. This research aims to evaluate the implementation of the Family Hope Program in Manado City, identify the challenges and obstacles encountered, and assess how the Manado City Social Service addresses these issues. The research employs a descriptive qualitative research method with an inductive approach. Data were collected through interviews, observations, and documentation, and analyzed using techniques including data collection, reduction, presentation, and conclusion drawing. The findings indicate that the implementation of the Family Hope Program in Manado City aligns with William Dunn's evaluation theory, meeting six key indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. The program's implementation is assessed as satisfactory across these indicators.*

**Keywords:** *Evaluation, Family Hope Program (PKH), Manado City Social Service*

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## ABSTRAK

Program penanggulangan kemiskinan dan perlindungan sosial yang dilakukan di bidang kesehatan, pendidikan, dan kesejahteraan sosial dilaksanakan oleh Kementerian Sosial dengan bantuan dana non tunai bersyarat bagi Penyandang Masalah Sosial (*PMKS*) dan disebut dengan Program Keluarga Harapan (*PKH*). Tujuan dari penelitian ini adalah untuk mengetahui bagaimana pelaksanaan Program Keluarga Harapan di Kota Manado, permasalahan dan hambatan apa saja yang ditemui dalam pelaksanaannya, serta bagaimana Dinas Sosial Kota Manado dapat mengatasi hambatan tersebut untuk mengatasinya. Metode penelitian yang digunakan adalah penelitian deskriptif kualitatif dengan pendekatan induktif. Teknik pengumpulan data yang digunakan adalah wawancara, observasi, dan dokumentasi. Teknik analisis data seperti pengumpulan data, reduksi data, penyajian data, dan penarikan kesimpulan/tinjauan saat ini. Hasil penelitian menunjukkan bahwa Analisis pelaksanaan Program Keluarga Harapan di Kota Manado dengan menggunakan pendekatan teori evaluasi William Dunn. Hal ini dapat dipenuhi secara tepat berdasarkan enam indikator: efektivitas, efisiensi, kecukupan, pemerataan, responsivitas, dan ketepatan dimana dapat terpenuhi dengan baik.

**Kata Kunci :** Evaluasi, Program Keluarga Harapan (*PKH*), Dinas Sosial Kota Manado

## INTRODUCTION

The role of Indonesian government is central in improving the social welfare for its citizens as stipulated in the Preamble to the 1945 Constitution of the Republic of Indonesia, specifically in paragraph four. This section asserts the state's commitment to "*protect all Indonesian people and the entire homeland of Indonesia, to promote the general welfare, to educate the life of the nation, and to participate in the establishment of a world order based on independence, lasting peace, and social justice.*" Government is responsible for formulating and implementing policies for the benefit of the Indonesian people. Support from the government is the key determinant to the implementation of various programs

(Hartanto, 2023).

*Penyandang Masalah Kesejahteraan Sosial (PMKS)* or People with Social Welfare Problems (*PMKS*) experience difficulties or obstacles in performing their social functions, resulting in an inability to establish harmonious and productive relationships with their environment and to meet their daily needs. *PMKS* is attributed to numerous factors, including:

1. Poverty: unemployment, economic gap between locals and immigrants.
2. Culture: Divorce, delinquency, teenagers, culture.
3. Biological: Infectious diseases, malnutrition, disability.
4. Psychological: Nervous disorders, stress.

The Ministry of Social Affairs of

the Republic of Indonesia has identified 22 categories of People with Social Welfare Problems (*PMKS*), including victims of violence, sex workers, street children, vagrants, beggars, abandoned children, scavengers, and neglected elderly. Law No. 23 of 2014 on Regional Government addresses that these social issues are under the fundamental responsibility of regional governments. Manado, the capital of North Sulawesi, consists of 11 districts and 87 sub-districts and villages, located in Manado Bay and surrounded by mountainous and coastal areas, which have developed into commercial zones.



**Figure 1. Population Of North Sulawesi Province**

In 2019, the number of individuals categorized as People with Social Welfare Problems (*PMKS*) in Manado City was recorded at 38,722.

**Table 1 People with Social Welfare Problems in Manado City**

No	Issue	Number	Note
1.	Abandoned Toddler	13	Child
2.	Abandoned Child	307	Children
3.	Street Child	0	
4.	Child Victim of Violence/Mistreatment	0	
5.	Troubled Child	364	
6.	Abandoned Elderly	96	
7.	Persons with Disabilities	1,445	
8.	Moral Deviant	235	
9.	Mentally Ill/Psychotic	37	
10.	Beggar	38	
11.	Family Living in Unfit Housing	131	
12.	Former Inmate	39	
13.	People with HIV/AIDS (PLWHA)	750	
14.	Victim of Substance Abuse	786	
15.	Vulnerable Family	19	
16.	Socially Troubled Migrant Worker	0	
17.	Victim of Natural Disasters	15,271	
18.	Victim of Social Disasters	202	
19.	Socio-Economically Vulnerable Women	2,936	
20.	Underprivileged People	16,053	Familiy
21.	Socially and Psychologically Problematic Family	0	
22.	Isolated Indigenous Community	0	
Jumlah		38,722	

Source: Social Department of Manado City

The primary cause of the high prevalence of social welfare problems

within the community is poverty. Data from the Statistics Indonesia indicate a

significant increase in poverty levels, with the number of impoverished individuals rising from 23,890 in 2019 to 26,780 in 2021. Uneven economic development exacerbates these issues, leading to social inequality and further entrenching poverty within the social fabric domains.

**Table 2. Poverty in Manado City**

Poverty	Poverty		
	2019	2020	2021
Total People under Poverty Line	23.890	25.550	26.780
Poverty Line (Rupiah)	396,196	424,473	449,679

Source: Statistics Manado

Another factor contributing to the rise in People with Social Welfare Problems (*PMKS*) in Manado City is the high rate of urbanization. Increased urbanization requires greater city's capacity to provide adequate living conditions for all incoming residents. Unfortunately, many migrants lack the necessary skills which then raised the unemployment rates. Furthermore, unequal access to education exacerbates social problems in the city. In response to these challenges, the government have designed several policies to improve community welfare, including social assistance programs regulated by the Ministry of Social Affairs of the Republic of Indonesia through Regulation No. 10 of 2017 on the

*Program Keluarga Harapan (PKH)* or the Family Hope Program to assist *PMKS* in meeting their basic needs (Anita Chaudhari, Brinzel Rodrigues, 2016).

The government initially implemented *Kartu Keluarga Sejahtera (KKS)* or Prosperous Family Card that covered two programs; Family Hope Program (*PKH*) and *Bantuan Pangan Non-Tunai (BPNT)* or Non-Cash Food Assistance. Under *PKH*, cash assistance was provided to Beneficiary Families (*KPM*). To qualify as a Beneficiary Family, individuals had to register themselves in order to be covered in an online system under the *Data Terpadu Kesejahteraan Sosial (DTKS)* or the Integrated Social Welfare Data (*DTKS*) managed by the Ministry of Social Affairs (Wicaksana, 2016).

The Ministry of Social Affairs issued Regulation No. 1 of 2018 to improve the Family Hope Program (*PKH*) (KHATAM, 2022). This regulation focuses on refining how *PKH* assistance is managed and distributed. However, challenges remain, particularly with online registration for beneficiaries. Many people lack the technology or digital skills needed to register. According to BPS, out of 549 registered Beneficiary Families (*KPM*) in the Integrated Social Welfare Data (*DTKS*), 12% failed to register because

they could not navigate the system. To address this, local community leaders (RT heads) assist eligible families with registration to ensure everyone is included, even those unfamiliar with technology. Moreover, errors in social service data have caused misallocated funds, wasting government resources and, at times, enabling misuse. Below is data on the households receiving *PKH* assistance in 2022.

**Table 3. Distribution of PKH Social Assistance Funds for Manado City in 2022**

No	District	Number of KPM	Distri buted	Not Distri buted
1.	Bunaken	874	844	30
2.	Bunaken Kepulauan	133	104	29
3.	Malalayang	716	715	1
4.	Mapanget	1.045	1.040	5
5.	Paal Dua	1.256	1.250	6
6.	Sario	147	147	0
7.	Singkil	1.292	1.290	2
8.	Tikala	621	621	0
9.	Tuminting	1.096	1.090	6
10.	Wanea	1.034	1.020	14
11.	Wenang	495	457	38
TOTAL		8.709	8.578	131

Source: Social Department of Manado City

The data suggests that many families registered as beneficiaries of the Family Hope Program (*PKH*) have not yet received the assistance they are entitled to. The distribution of social assistance is divided into three installments over nine months, with each installment amounting to IDR 600,000. However, several issues

have emerged in the distribution process, including inaccurate identification of eligible recipients, logistical challenges, discrepancies between the expected and actual assistance provided, and the interference of certain interest groups.

Evaluation can be understood in various ways, including appraisal, rating, and assessment. It serves as a tool for measuring the accountability of an organization in its efforts to achieve its goals. In this context, evaluation refers to assessing the outcomes of a program or activity in relation to its intended objectives (Wicaksana, 2016). According to William Dunn in Rivaldo et al (2021), evaluation involves six key indicators or criteria as follows.

1. Effectiveness that refers to an alternative in achieving an expected result (result) to achieve a goal from the actions taken.
2. Efficiency that refers to an effort made to produce a certain level of effectiveness
3. Adequacy that refers to the extent to which the program fulfills the needs, values or an opportunity.
4. Equity that is related to costs and benefits in distributing evenly with several different groups
5. Responsiveness that refers to the extent to which a policy satisfies the needs,

preferences, and values of a particular community group.

In this research, William Dunn's (2000) evaluation theory was employed to analyze and assess the implementation of the Family Hope Program (*PKH*). This theory offered a comprehensive framework for understanding whether the program's progress aligned with its goals and helped identify obstacles that hindered its implementation. Dunn's theory sufficiently addressed all aspects necessary for evaluating the *PKH*.

The analysis aimed to improve future policy decisions, focusing on both the policy content and the environmental factors affecting it. This evaluation process was intended to contribute to good governance, particularly in how the *PKH* was executed. The findings were expected to provide valuable input to stakeholders and serve as a basis for further program improvements, with the ultimate goal of enhancing community welfare and protecting vulnerable populations, especially those living in poverty.

This research also examined the implementation of the Family Hope Program in Manado City and the efforts made by social services to overcome the challenges in program implementation and improve the welfare of individuals facing social welfare issues. By ensuring

community safety and welfare protection, this research aimed to provide insights that could guide future programs. Therefore, the researcher chose the title: "An Analysis of the Implementation of the Family Hope Program (*PKH*) in Addressing Social Welfare Problems in Manado City, North Sulawesi Province."

## METHOD

This research employed qualitative research methods with descriptive and inductive approaches. Informants were selected using purposive sampling and snowball sampling techniques to select key actors involved in the implementation of the Family Hope Program, including the Head of the Manado City Social Service, the Head of Social Handling of the Poor, the Head of the Social Protection and Security Division, the Head of the Poverty and *PMKS* Data Collection and Processing Section, the Head of the Poor Handling Section, the Head of the Stimulus Assistance and Social Infrastructure Section, the Head of the Family Social Security Section, and Beneficiary Families (*KPM*). The researcher served as the primary instrument for data collection, which was carried out in three stages:

1. Interviews using interview guidelines, tools and time schedule. Interviews were administered with several



informants; Head of the Manado City Social Service, Head of the Social Protection and Security Division, *PKH* Companion Coordinator for Manado City, and Beneficiary Families (*KPM*).

2. Active participant observation through on-site observation.
3. Documents research to examine the number of families receiving assistance from the family hope program provided by the Manado City social service

The research was conducted at the Manado City Social Service, North Sulawesi Province from January to February 2023.

## RESULTS AND DISCUSSION

### 1. *Program Keluarga Harapan (PKH)* or Family Hope Program

The Poverty Alleviation and Social Protection Program, which addresses health, education, and social welfare needs, is administered by the Ministry of Social Affairs under the Family Hope Program (*PKH*). This program provides conditional assistance funds to individuals with social problems (*PMKS*).

The short-term objective of *PKH* is to alleviate household expenses through *PMKS* support, while the long-term aim is to enhance health, improve the quality of education, and foster hope for future generations.

*PKH* social assistance is limited to a maximum of four recipients per family, distributed in four stages throughout the year. The categories for distribution are as follows:

- 1) Pregnant or postpartum mothers only up to the second pregnancy in the family
- 2) Early childhood, a maximum of 2 children in the family
- 3) School-age children
- 4) Elderly aged 70 years and over and may only number 1 person in the family
- 5) People with severe disabilities

Beneficiary families are entitled to:

- a). Social aids;
- b). Social assistance;
- c). Services at health, education and social welfare facilities,
- d). Food assistance programs

### 2. Evaluation of the Implementation of the Family Hope Program in Manado City

Evaluation is the process of reviewing decisions, gathering and selecting information, and analyzing that information to inform further decisions based on the results of a report (Destiawan & Eviany, 2023). Successful implementation of the Family Hope Program (*PKH*) requires cooperation between various agencies and institutions. According to Regulation No. 1 of 2018 issued by the Ministry of Social Affairs,

the Department of Social Welfare is tasked with executing this program.

The Family Hope Program provides conditional cash transfers to individuals with social problems, designated as Beneficiary Families (*KPM*). The amount of assistance depends on the number of dependents in the family. For example, a family with two school-aged children receives assistance tailored to their educational needs.

The Integrated Social Welfare Data System (*DTKS*) records the number of beneficiary households in each region according to family size. However, challenges such as unforeseen circumstances in the community can impede data collection, leading to incomplete or inaccurate data. Additionally, some individuals express dissatisfaction with the *PKH*, citing delays in assistance. The evaluations conducted in this research measured several parameters as described in the following section.

#### **a. Effectiveness**

Effectiveness refers to the efficient use of resources to achieve the planned goals of an organization (Fahmi et al., 2022). In the context of the Family Hope Program (*PKH*), effectiveness is measured by assessing whether the program's objectives, as outlined in Regulation No. 1 of 2018 by the Ministry of Social Affairs,

have been met.

Based on interviews and observations conducted by the researchers, many beneficiaries found the assistance highly beneficial and they expressed their satisfaction with the program. Thus, the Family Hope Program is considered highly effective for beneficiary families, with many expressing contentment with the support received.

The effectiveness of the program reflects the local government's ability to implement the program in alignment with its established goals. The discussion indicates that the Family Hope Program has been effective, as evidenced by the high levels of satisfaction among beneficiaries. An evaluation of the input, process, output, and outcome indicators confirms that the effectiveness of *PKH* has been largely realized. Additionally, the researchers observed that the continuation of the Family Hope Program is crucial for aid recipients, as it significantly helps in reducing their daily expenses.

#### **b. Efficiency**

Efficiency measures how well the Family Hope Program is implemented by the Social Service. This parameter was assessed based on the number of manpower, the time spent, and the cost of providing assistance.



To effectively record the number of *PKH* assistance recipients, additional personnel are required to support families throughout the assistance process. The following outlines the number of *PKH* assistants in Manado City:

**Table 4. Number of PKH Assistants in Manado City**

No	District	Number of PKH Assistants	Number of PKM
1.	Bunaken	3	874
2.	Bunaken Kepulauan	1	133
3.	Malalayang	3	716
4.	Mapanget	4	1.045
5.	Paal Dua	5	1.256
6.	Sario	1	147
7.	Singkil	6	1.292
8.	Tikala	2	621
9.	Tuminting	4	1.096
10.	Wanea	4	1.034
11.	Wenang	2	495

*Source: Social Department of Manado City, 2022*

Based on the table presented, it is evident that the allocation of *PKH* assistants is proportional to the number of *KPM* per sub-district. However, the number of *PKH* assistants in each sub-district is perceived as inadequate. This observation aligns with the statement made by Mr. Teddy Kano, the *PKH* Assistant Coordinator for Manado City, during an interview on Thursday, January 12, 2023, at 10:00 WITA:

"Although the number of *PKH* assistants assigned to each sub-district in Manado City appears substantial in theory, the actual field conditions reveal that the number is significantly insufficient. This shortfall is attributed to the substantial responsibility and moral burden borne by the assistants, which sometimes results in delays in recording the number of *KPM* in each sub-district."

The field observations indicate that the performance of *PKH* assistants has been commendable. The assistants engage in motivational exchanges and mutual support, which positively impacts the mental well-being of *PKH* beneficiaries. The time indicator pertains to the duration of the assistance distribution process from the Government to *PKH*. Interviews with *KPM* revealed that the assistance was generally provided according to the scheduled timelines, with *KPM* receiving aid in four stages each year. The community expressed satisfaction with the timely delivery of assistance at each stage.

The cost of assistance indicator relates to the adequacy of the amount provided. While some *KPM* reported that the amount received was sufficient to

cover their daily needs, and that the government allocated assistance according to family size, others felt that the amount was inadequate given the number of dependents. Interviews with Mr. Teddy Kano and observations by researchers suggest that, although the amount should theoretically be sufficient, variations in family size lead to disparities in perceived adequacy among *KPM*.

### **c. Adequacy**

This dimension evaluates the extent to which the program's outcomes address the needs of social welfare assistance recipients. The assessment focuses on the level of fulfillment of *KPM*'s needs and the adequacy of the *KPM* assistance norms. Field observations indicated that many *KPM* recipients felt that the assistance provided was adequate to meet their daily needs, resulting in high levels of satisfaction with the program. The community had access to various health facilities, further supporting their overall well-being.

### **d. Equity**

This dimension assesses whether *PKH* assistance is distributed equitably among all *KPM* recipients. According to an interview with Mr. Drs. Jonny P. Lubis, Head of the Social Protection and Security Division, conducted on Wednesday, January 25, 2023, at 08:00 WITA:

"The selection policy for *KPM* participants is delegated to the head of the neighborhood or the head of the RT. This approach is employed because these individuals are perceived as being closest to the community and most familiar with the economic conditions within their areas. Their involvement helps facilitate accurate recording of *PKH* participants and minimizes issues such as data duplication or misuse by other parties."

It is important to note that the eligibility criteria for receiving *PKH* assistance are determined not by the head of the neighborhood or RT, but by the Minister of Social Affairs. This process follows several stages outlined in the Minister of Social Affairs Regulation Number 10 of 2016.

### **e. Responsiveness**

This dimension evaluates the responsiveness of *PKH* facilitators in engaging with *KPM* recipients. Interviews with *PKH* facilitators reveal that they not only present material from the *PKH* module but also assign tasks and responsibilities to *KPM* participants to ensure that the delivery of the material is engaging and not monotonous. Observation results indicate that *PKH* facilitators are effective in providing assistance and answering questions from *KPM*, ensuring that responses are relevant to the queries posed. However, some challenges were noted: not all *KPM* can

swiftly absorb the material presented, particularly older participants who may have limited abilities, so their mere presence is often seen as sufficient.

The level of *KPM* knowledge regarding the implementation of *PKH* in Manado City is assessed in this dimension. *KPM* feedback suggests that the implementation is perceived as satisfactory, with support from *PKH* facilitators in each sub-district. Researcher observations also indicate high levels of satisfaction among *KPM* recipients, with many expressing positive responses and hope that the program will continue, as it significantly supports and improves the lives of underprivileged individuals.

#### **f. Accuracy**

Accuracy parameter evaluates whether the *PKH* program effectively targets its intended beneficiaries and meets their needs. According to "Regulation of the Minister of Social Affairs No. 1 of 2018 concerning the Family Hope Program," Article 1, paragraph (1), the objectives of *PKH* are to:

- 1) Improve the standard of living for *PKH* families.
- 2) Reduce the financial burden and increase income for vulnerable and poor families.
- 3) Promote behavioral changes among *KPM* to achieve family independence.

4) Reduce poverty rates and social inequality.

5) Introduce formal financial benefits and services for *KPM*.

*KPM* Mr. Taib stated in an interview done on Monday, January 16, 2023, at 14:30 that:

"For elderly parents, this assistance significantly alleviates daily living costs. At an advanced age, finding work is challenging, and this aid is sufficient to cover basic needs like food. Additionally, elderly individuals often face health issues, and the health services provided through this program are extremely beneficial."

The interview findings indicate good accuracy of *PKH* program in fulfilling the needs of the community.

### **3. Factors Inhibiting the Implementation of the Family Hope Program**

Factors that inhibit the implementation of the *PKH* program are highlighted based on an interview with Mr. Drs. Heri Saptono, Head of the Manado City Social Service, conducted on Tuesday, January 17, at 11:00 WITA:

"*PKH* is a good government initiative that greatly aids the underprivileged, with many people benefiting from the program. However, some challenges persist. Specifically, families with more than two children often find the assistance insufficient to meet their extensive needs. Additionally, the shortage of *PKH* companions limits the program's effectiveness."

The statement reveals that a major obstacle is the limitation on assistance, where only two children per family can receive aid. According to Permensos Number 1 of 2018, this restriction is intended to prevent depletion of government funds, which might otherwise be insufficient if all children in a family were covered.

Further, the implementation of the Family Hope Program (*PKH*) in Watunohu District, North Kolaka Regency, has not been fully effective, as indicated by various factors such as standards and targets, policies, resources, implementer attitudes, organizational communication, and social, economic, and political conditions (Prisca Lucia, 2020). Although implementation is generally aligned with standards and policies, there are issues with human resources and financial support. Specifically, the number of *PKH* assistants is inadequate for the 300 *KPM* recipients, which impedes the program's effectiveness. This shortage aligns with previous research highlighting the strain on assistance personnel due to the high volume of activities for *KPM*.

The community attitudes also pose a challenge. Some recipients view the assistance as a primary income source, leading to a lack of motivation to improve their circumstances. This mindset

particularly affects school-age children, who may be less inclined to pursue better opportunities and improve their future prospects.

#### **4. Efforts from the Social Department**

To address the obstacles encountered in the implementation of *PKH*, the Social Service has undertaken several measures to enhance the program's effectiveness. According to an interview with Mr. Drs. Jonny P. Lubis, Head of the Social Protection and Security Division, conducted on Wednesday, January 18, 2023, at 12:30 WITA:

"The implementation of *PKH* faces various challenges. To address the issue of insufficient *PKH* assistants, the Social Service has requested additional staff from the local government to improve service delivery."

This statement highlights that the Social Service is proactive in addressing implementation challenges. Their efforts include requesting additional *PKH* assistants and developing a training program. This program aims to enhance the abilities and skills of *PKH* participants and provide financial support to those with innovative ideas that could foster business development.

Effective community outreach is also necessary. Community outreach program is categorized in to the direct outrerach which involves coordination

meetings with decision-makers and indirect outreach that employs electronic media, social media, and pamphlets to disseminate information (Destiawan & Eviany, 2023). These efforts are crucial for ensuring that the community fully understands the implementation and objectives of the *PKH* program, thereby empowering them to improve their situations and achieve greater self-sufficiency.

## CONCLUSION

Based on the results obtained from documentation, observations, and interviews conducted by researchers in the field, specifically with the Manado City Social Service, the researchers have drawn the following conclusions:

1) The implementation of the Family Hope Program in Manado City has generally adhered to the standards outlined in Regulation of the Minister of Social Affairs Number 1 of 2018. This assessment, grounded in William Dunn's (2000) Evaluation Theory, demonstrates the program's effectiveness across six indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. Evidence from documentation, field observations, and interviews with Beneficiary Families indicates a high

level of satisfaction and fulfillment of needs.

2) Observed challenges in the implementation of the Family Hope Program include the disproportionate number of *PKH* assistants to the number of *KPM*, discrepancies in data accuracy within the Integrated Social Welfare Data (*DTKS*) during aid distribution, and a prevailing mindset among *PKH* participants that inhibits their motivation to pursue a better quality of life.

3) To address the shortage of *PKH* assistants, Manado City Social Service has recommended the addition of personnel through the local government. To mitigate data inconsistencies in *DTKS* and during aid distribution, *PKH* assistants are tasked with closely monitoring and promptly reporting any discrepancies. Manado City Social Service has also conducted community outreach programs to educate *PKH* participants as a preliminary measure to enhance program outcomes.

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