



THE EFFECTIVENESS OF *PROGRAM KELUARGA HARAPAN* IN KENDAL REGENCY

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Tujuan penelitian ini adalah untuk mengetahui implementasi penyaluran dan efektivitas program keluarga harapan di Kabupayen Kendal sebagai salah satu program penanggulangan kemiskinan. Penelitian ini menggunakan metode deskriptif kuantitatif dan kualitatif. Populasi penelitian ini adalah seluruh penerima bantuan program keluarga harapan dengan sampel sebanyak 100 responden melalui teknik pengambilan sampel purposive sampling. Analisis data menggunakan analisis deskriptif. Hasil penelitian menunjukkan variabel ketepatan tujuan belum mencapai tujuan dengan nilai persentase sebesar 61.25% variabel kepuasan terhadap program diperoleh hasil puas terhadap program dengan persentase sebesar 80,65% dan variabel ketepatan sasaran diperoleh hasil sasaran sangat tepat dengan nilai persentase sebesar 61%. Saran terkait penelitian ini adalah perlu segera merancang petunjuk teknis terhadap pendampingan usaha bagi KPM, optimalisasi pembinaan dengan menghilangkan "mental miskin" dengan mengganti karakter KPM untuk bekerja keras demi memutus rantai kemiskinan keluarganya, dan Perlunya koordinasi dan kerjasama yang kuat untuk berkomitmen dalam upaya mengentaskan kemiskinan.

Abstract

The purpose of this study was to determine the implementation of the distribution and effectiveness of the program keluarga harapan in Kendal Regency as a poverty reduction program. This research uses mix method. The population of this study were all recipients of program keluarga harapan assistance with a sample of 100 respondents through purposive sampling technique. Analysis of the data is using descriptive analysis. The results showed that the variable of goal accuracy has not achieved the goal with a percentage value of 61.25%, the satisfaction variable with the program was obtained by being satisfied with the program with a percentage of 80.65% and the target accuracy variable obtained the target result was very precise with a percentage value of 61%. Suggestions related to this research are the need to immediately design technical guidelines for business assistance for the recipients, optimization of coaching by eliminating "poor mentality" by changing the character of society to work hard to break the poverty chain of their families, and the need for strong coordination between institution to reduce poverty.

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INTRODUCTION

Poverty is one of the economic problems in developing countries that requires proper and accurate handling. One of the measure of success in economic development can be seen from the decline in the number of poverty. With a large population, Indonesia is close to the problem of poverty, this is proven by the large number of people in needs who live in rural areas added with difficult access.

In general, those who are categorized as poor/indigent do not have a job (unemployed), this related to limited employment opportunities. In addition, people who are categorized as poor have low levels of education and health. The negative impacts that arise due to poverty usually related to social problems and this may lead to impact the economic development of the country. According to Solikatun (2014) high poverty can lead to greater expenditure on economic development which then indirectly hinders development in various sectors, so in order to create equitable opportunities and share development results, growth in each sector must be simultaneous and planned. Thus, people who are classified as indigent will get a prosperous life.

There are 3 types of poverty classifications, namely green, yellow, and red. In the green poverty class, there are 12 districts / cities, which means that those regions are nationally above the poverty line and also above the provincial poverty line. In the yellow class, there are 9 districts / cities that fall into this category, which means that this area was categorized as poor, below the national poverty line but above the provincial poverty line. Whereas for the red poverty category, there are 14 districts / cities in it, meaning that the area is below the poverty line both nationally and provincially, in this case it needs to get attention from the central government and provincial governments regarding to poverty. The development of poverty in Central Java can be seen from the data of BPS (The Central Bureau of Statistic), in the last few years the poverty rate in Central Java has decreased significantly, as shown in the table below:

Figure 1. Percentage of Poor Population in Central Java



Source: Central Java Province Statistics Agency 2020

In the picture, it can be seen that in 2015 the percentage of poor people reached 13.58 percent, but experiencing a significant decrease during 2016 to 2019 to 10.8 percent in 2019. The reduction in the poverty rate above was caused by several factors which were the government's efforts to eradicate poverty. the only way was through the policy of providing social protection to the indigent people. Government efforts to reduce poverty were carried out with several approaches that focused on meeting basic needs, enhancing and developing productive economic enterprises in a welfare approach, as well as providing social security and protection.

The Central Bureau of Statistics explained that the number of poor people in Indonesia since 2006 has continued to decline, even though the number of almost impoverished people is also large. The data used to calculate poor rice recipients was the data on micro poverty, which contains the number of indigent people of 31.02 million people added with the nearly impoverished population of 29.38 million. Efforts to reduce poverty is not only relying on policies in the social, political, legal and institutional fields, but poverty reduction efforts must also be carried out comprehensively, integrated across sectors, and sustainably, especially in the people-based economy. (Wahyudi, 2013).

Poverty removal requires the role of every component in a country from the government, the indigents, non-governmental organizations, the business world, universities, and community organizations in order to get great results and benefits to improve social,

economic, cultural conditions, and improve the welfare of the people in needs.

The government's efforts to reduce poverty are by increasing the effectiveness of poverty reduction, implementing social protection-based programs, community empowerment programs, and micro-business empowerment programs. One of the government programs as an effort to lift off poverty through social protection is called *Program Keluarga Harapan*, a program executed in a manner of Conditional Cash Transfer which has been implemented since 2007. This program was directed as a form of government effort by building a social protection system for the people in needs in order to improve their welfare. for people in needs to break the chain of poverty, PKH differs from the previous cash transfer in the way that the program helps maintain the purchase power of poor households when the government adjusts the price of fuel.

According to the National Team for the Acceleration of Poverty Reduction (TNP2K), the aim of implementation of the PKH Program beside breaking the poverty chain is also supporting the efforts to accelerate achieving the Millennium Development Goals (MDGs) target. There are several MDG components that PKH will indirectly help with, including: basic education, reducing infant and under-five mortality, reducing poverty and hunger, reducing maternal mortality, and gender equality.

The *Program Keluarga Harapan* consists of three components, namely the health component in which requires participants to receive prenatal and postnatal services, the delivery process is assisted by trained medical personnel, carries out immunizations on a scheduled basis, and monitors the child's growth and development regularly, with a minimum attendance percentage of 85%. The health component participants includes toddlers, pregnant women, childbirth, and preschool children. The second is the education component, this component will be provided for PKH participant children that has been registered and attended at least 85% the number of effective school days. The education component includes elementary school

equivalent, junior high school equivalent, senior high school equivalent and children aged 6-21 years old who have not yet completed the 12 year compulsory education. The third component, namely, Social welfare component consisting of elderly (seniors) from 70 years or more and people with severe disabilities. (Ministry of Social Affairs of the Republic of Indonesia, 2020).

The *Program Keluarga Harapan* was implemented in a multiyear manner, which has been started since 2007 in seven provinces. As of 2018, PKH has been implemented in 34 provinces with the number of Beneficiary Families (KPM) of 10,000,232 with 39,843 Human Resources and the realization percentage of the PKH Program at 99.48%. During which time, Central Java Province became a PKH participant in 2011.

One of the areas in Central Java that implements the PKH Program is Kendal Regency, With the initial number of KPM around 25 thousand which was divided into 20 districts. Until 2018 this number had increased to 41,037 KPM, increasing number of KPM did not mean that poverty was increasing. However, the addition of KPM is a proof of effort by the government to improve social protection for the community (Dinsos Kendal, 2019).

Table 1. The number of PKH KPMs in Kendal Regency in 2018

No.	Districts	PKH KPMs (KK)
1	Plantungan	2,858
2	Sukorejo	2,752
3	Pageruyung	2,522
4	Patean	2,855
5	Singorojo	2,953
6	Limbangan	1,404
7	Boja	2,395
8	Kaliwungu	1,749
9	Kaliwungu Selatan	2,283
10	Brangsong	2,326
11	Pegandon	1,262
12	Ngampel	1,034
13	Gemuh	2,379

14	Ringinarum	1,628
15	Weleri	2,040
16	Rowosari	2,311
17	Kangkung	1,751
18	Cepiring	1,582
19	Patebon	1,874
20	Kendal City	1,080
	Total	41,037

Source: Kendal Regency Central Bureau of Statistics, 2020

Table 1 shows that in 2018 the distribution of PKH in Kendal Regency was evenly distributed within 20 Districts, with a total KPM of 41,037. Singorojo District has the highest number of KPM at 2,953 compared to the other districts. Meanwhile, the smallest number of KPM was in Kendal City District with a total of 1,080 KPM.

Kendal Regency is an area that is on the yellow poverty line, which means that the area is an area that received attention from the State, but is considered independent by the province in terms of poverty. In the table above, it is shown that the percentage of poverty in Kendal Regency has decreased from year to year. According to the Central Statistics Agency (2019), there are 7 factors that cause poverty reduction, such as increase in real labor wages, an increase in the farmer's exchange rate index, a decrease in the open unemployment rate, a decrease in inflation, a decrease in retail prices for several commodities, the implementation of the prosperous rice program (Rastra) in accordance to the schedule, as well as increase in the average per capita expenditure of the population group.

Table 2. Expectations for the length of schooling and the average length of schooling

Year	2014	2015	2016	2017	2018
Average length of schooling (MYS)	6.53	6.64	6.65	6.85	7.05
Expected years of schooling (EYS)	11.83	12.41	12.68	12.69	12.7

Source: Kendal Regency Central Bureau of Statistics, 2020

From the Table 2, it can be identified that the average length of schooling in Kendal Regency was still far from the expected length of schooling. This shows that the Kendal community school participation rate was still low because it was still at the 6-7 year participation rate which means that they only went to elementary school. In 2018 Kendal Regency has a life expectancy of 74.3 which has increased from the previous year, namely in 2017 the life expectancy in Kendal Regency was 74.24, this shows that the quality of the population's health in Kendal Regency has improved. One of the goals of the *Program Keluarga Harapan* is to improve the quality of human resources.

RESEARCH METHOD

The type of research method used in this research was the survey method with quantitative approach and descriptive explanation. The survey method is a method of research carried out to obtain facts from

existing symptoms and seek factual information from a group or region. According to Sugiyono (2003: 14) quantitative research is a research method based on the philosophy of positivism, which is used to examine a particular population or sample.

The sampling technique used in this study was nonprobability sampling techniques using purpose sampling. Sources of data used in this study were primary data and secondary data. Primary data was obtained from interviews and questionnaires given to research respondents. Secondary data was obtained from the second source, such as documents or other materials required. In this study, secondary data were obtained from the Kendal Regency UPPKH Office.

The instrument in this study was questionnaires with a Likert scale and the Guttman scale. In determining the quality of the instrument, it is necessary to do the validity and reliability test.

Product Moment Correlation

$$r_{\text{Calculate}} = \frac{n(\sum xy) - (\sum x)(\sum y)}{\sqrt{[(n\sum x^2) - (\sum x)^2][n\sum y^2 - (\sum y)^2]}}$$

Source : Arikunto (2006)

Information:

$r_{\text{Calculate}}$: grain correlation coefficient

n : the number of respondents in the trial

$\sum x$: the number of respondents in the spread of x

$\sum y$: total score in the spread of x

The decision in testing is that the question item said to be valid if $r_{\text{count}} > r_{\text{table item}}$, and vice versa. The alpha formula was used to measure the same symptoms and the measurement results obtained were consistent.

Alpha Formula

$$R_{ac} = \left(\frac{k}{k-1} \right) \left(1 - \frac{\sum ab^2}{n\alpha^2} \right)$$

Source: Ridwan (2009)

Information:

R_{ac} : reliability instrument

k : amount of question

$\sum ab^2$: amount of varians

α^2 : varians of question

RESULT AND DISCUSSION

Accuracy of Objectives Variable. Objective accuracy is one of the indicators used to measure the level of effectiveness, in the theory proposed by Campbell (1989). Results of the research said that *Program Keluarga Harapan* in Kendal Regency was ineffective in achieving its goals. It can be seen from the condition of the community that have not yet used PKH funds properly, there is a lack of business development training or independence programs that were felt by the community, the independence programs were only carried out in the form of assistance from products or businesses that have been previously initiated by KPM. In addition, there are still many KPM who have "poor mentality" because they want to always get assistance from the government, this shows as a proof of lacking the education to develop and break the chain of poverty in their families. However, there are several important things that already have effective points, such as all KPMs get the right to health and education, reduced expenses, and KPM can benefit from shopping at e-warong.

In this context, the presence of Maslow's need theory about the appropriateness of the family hope program should be a scientific reference in building community welfare. Because in this theory Maslow assumes that the needs at the lowest level must be met or at least sufficiently met beforehand before the needs at higher levels become motivational, but in the implementation of this program the goal is not yet to meet basic human needs. Based on the theory of Campbell J.P, which explains the need for policy measurement, one of which is the accuracy of objectives, this study states that the goal is not yet the right one because the results are not maximized, which should be the goal is very important in the program. Purpose is the main key to implementing the program.

Program Satisfactory Variable, based on the results of research on the satisfaction level of the beneficiaries of the *Program Keluarga Harapan* in Kendal Regency, was said to be satisfied. A program with excellent quality service has an important role in shaping customer satisfaction (Kotler and Armstrong, 1996). Then the greater the quality a service provide to consumers will make the satisfaction felt by consumers even higher. This can be seen from the answers of respondents who mostly stated that the processes of filling out the requirements were very easy, the transaction process was very easy, the location for PKH withdrawals was very easy to reach, and PKH Facilitators had carried out their duties and obligations very well. However, there are still corrections in the matter of handling of complaints, regarding the timeline of PKH fund transfers to KPM accounts. KPM still said that they were still not satisfied with this. So that there is still need for improvement. Then, there are still KPMs who complain about the location of the transfer of funds being withdrawn which is too far and makes it difficult for the elderly who cannot keep up with digital developments. On the satisfaction of the program, which is one indicator of effectiveness according to the theory put forward by Campbell J.P, it has been implemented effectively but there still needs to be some evaluation related to infrastructure.

In terms of target accuracy in this study, the results were right on target. There are

several aspects that provide explanations for the indicators of target accuracy and also support the level of effectiveness in the target accuracy. This indicators could be seen from the condition of beneficiary households in terms of economy, housing feasibility, and health. Most of the beneficiary households were pre-prosperous families whose income was below Rp 500,000.00. The status of land and house ownership for most of the aid KPMs was self-owned, although there were several respondents / beneficiaries who were still living with other family members and their parents. In terms of residential buildings, most of them are living in unsuitable conditions, ground floors and non-permanent walls. but there were also respondents who already had proper living place with permanent walls and tiled floors. In addition, 100% of the respondents have family members with PKH component criteria such as the elderly, people with disabilities, pregnant women, toddlers, and elementary-high school children. Georgopolous and Tannembaum (1985: 50) reveal that effectiveness is viewed from the point of view of achieving goals, the success of a program must be working hand-in-hand with the target of the program and also the self-defense mechanism when pursuing targets. That said, the assessment of effectiveness must be related to goals and objectives. This has happened in other previous studies such as in research conducted by Nafisa (2019) in Brebes Regency, the research resulted that the beneficiaries were low-income indigent people who live in unfit habitation.

The obstacles in the implementation of the *Program Keluarga Harapan* in Kendal Regency include, unintegrated data; The distribution of funds for the Program Keluarga Harapan Beneficiary Families was supposed to be cashless (transfer via ATM) but in its application, the community was not yet ready to use ATMs, PKH social assistants had other job to educate KPM in terms on how to live in the era of digitalization; because the distance between bank and ATM agents is quite far from their residents. This will result in a gap for violation. There are also those who pawned their ATM cards to moneylenders for debt loans; (interview with vice of uppkh kendal, august 13 2020).

There were still inequalities related who receive the assistance, this is due to the data in the Ministry of Social Affairs which is difficult to change, so that there were people who are already prosperous but still receive the assistance, and conversely there were people who deserved the assistance, but didn't, because the data has either been given to the national level or was entered in the queue list of potential beneficiary families.

The cause of the success of the family hope program in Kendal Regency is the communication that exists between the social assistant and the KPM. This communication provides education in the form of knowledge and understanding so that KPM can be freed from the entanglement of poverty circles, social assistants also educate KPM to become independent families and deserve the right to education and health as well as education which is carried out in routine meetings. Adequate resources are a means of support for KPM, the means in this case are social assistants and equipment that they can use to educate and assist KPM. (Interview 13 August 2020)

Another alternative model of channeling the funds for the *Program Keluarga Harapan* in Kendal Regency is to carry it out through a mechanism in the context of a series of work in the process determining prospective Beneficiary Families. There are several steps that need to be done including, Conducting training or meetings by human resources in the Program; Registrating the beneficiary families; Beneficiary family data update; Prosperous family card distribution; Recording the accounts; Payment of funds; Notify the beneficiary families; Transfer of funds to beneficiary families; Reconciliation.

CONCLUSION

The mechanism for distributing assistance to the *Program Keluarga Harapan* for the people in needs in Kendal Regency has been carried out in accordance with Permensos Number 1 of 2018. In this study, the Program Keluarga Harapan in Kendal Regency was said to have not been effective because it has not yet meet the aspect of accuracy of objectives. As a result, this program was running as opposed to

how it should be, so improvements are needed in shaping the mindset of the beneficiaries. In other components, as in target accuracy and satisfaction of the program felt by the community, this program has been running effectively.

The obstacles in the implementation of the *Program Keluarga Harapan* in Kendal Regency include, the data held by the facilitators has not yet unified; The distribution of funds for the *Program Keluarga Harapan* to Beneficiary Families is cashless, which caused PKH social assistants to work extra hard in educating KPM to live in an era of digitalization; There are still inequalities in receiving assistance, this is due to the data in the Ministry of Social Affairs was difficult to change, so that there are people who were already prosperous but still received assistance, and on the other hand there are people who deserve assistance, but because the data has been given to the national level and so they did not receive assistance or were entered in the queue list of potential beneficiary families.

Supporting factors for the *Program Keluarga Harapan* in Kendal Regency, there is some positive communication between the social assistant and the KPM. The social office always communicates so that PKH can provide benefits for PKH participants to solve their daily life problems. Adequate resources are means of support for KPM, the means in this case are social assistants and equipment that they can use to educate and assist KPM. The social service has been coordinating with PKH Facilitators who were formed within UPPKH have a job to implement and train KPM regarding terms and conditions including threats of sanctions imposed on KPMs who do not meet these terms and conditions.

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