Implementation of *Program Keluarga Harapan* (PKH) in Serang City

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Abstract

The focus of this article is the implementation of *Program Keluarga Harapan* (PKH) in Serang City. The central and regional governments continue to study the problem of poverty, which is a social phenomenon. One of the factors of underdevelopment that hinders the progress of a country is the high poverty rate. The government continues to try to reduce poverty through various programs and assistance that directly touch the community such as *Program Keluarga Harapan* (PKH), whose focus is on the poor in Serang City. However, there are still PKH recipients who are actually economically capable, and this should be a concern for PKH implementers because the main focus of this assistance is the poor. *Program Keluarga Harapan* (PKH) has assisted recipients in reducing the burden of education costs by providing funds to purchase stationery, uniforms, and other educational needs. This program also has a positive impact on the economy of the recipient family, such as being used as business capital. However, human resources in Serang City face obstacles in implementing *Program Keluarga Harapan* (PKH) because they are unable to handle problems that do not meet the goals of assistance. Because it is difficult to deal with the problem of data that is not updated and inaccurate to the current situation of the recipient.

**Key words:**  
poverty; *program keluarga harapan* (PKH); Policy Implementation

1. *Introduction*

The central and local governments continue to study the problem of poverty, which is a social phenomenon. One of the factors of underdevelopment that hinders the progress of a country is the high poverty rate. Poverty can be a source of many other social problems and has a far-reaching impact on society as a whole. Due to the complexity of the poverty problem, countermeasures that cover various aspects of people's lives and are carried out systematically and well-structured are needed. Because poverty can cause various problems that hinder the fulfillment of people's living needs, poverty must be considered a very serious problem. Many societies fall into the category of hidden poverty, where they are unproductive in their seasonal work, is the main cause of this poverty (Agus Purwanto et al., 2013).

The high poverty rate is still a major problem in the development process in developing countries, including Indonesia. According to Maipita and Fitrawaty (2014), poverty is the inability to meet
basic needs such as housing, clothing, food, and medicine. Furthermore, Bapenas defines poverty as the inability of individuals or groups to fulfill their basic rights to a dignified life, such as food, education, health, clean water, land, employment, housing, natural resources, and the environment. Sense of security from threats and violence (Purwanto et al., 2013).

**Figure 1**

*Number and Percentage of Poor Population, September 2012-March 2023*

![Graph showing number and percentage of poor population]

*Source: Secondary data, Badan Pusat Statistik Indonesia*

The proportion of the poor population in March 2023 was 9.36%, down 0.21% compared to September 2022, and down 0.18% compared to March 2022. The number of poor people in March 2023 was 25.9 million people, a decrease of 460,000 people. As of September 2022, there are 260,000 people. The proportion of urban poor was 7.29% in March 2023, compared to 7.53% in September 2022. In the same period, the number of poor people in rural areas decreased by 220,000 people, from 14.38 million people in September 2022 to 14.16 million people in March 2023. The poverty line in March 2023 is IDR 550,458 per month per capita. The food poverty line is 408,522 rupiah (74.21%) and the non-food poverty line is 141,936 rupiah (25.79%). In March 2023, an average of 4.71 people live in households classified as poor. As a result, the average poverty line per household is IDR 2,592,657 per month.

The poverty rate in Banten Province is relatively low compared to other provinces in Indonesia, especially the island of Java. Serang City, for example, continues to face the problem of poverty. The poverty rate in Serang City in 2023 will reach 6.20 percent, an increase from 5.94 percent in 2022. The number of poor people in Serang City will reach 44.99 thousand people or 6.20 percent in 2023, up from 42.56 thousand people or 5.94 percent in 2022. According to BPS data, the total population of Serang City in 2022 is 720,362.

**Table 1**

*Number of Poor Residents in Serang City*

<table>
<thead>
<tr>
<th>Information</th>
<th>Sum</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2021</td>
</tr>
<tr>
<td>Poor Population (In thousands)</td>
<td>47.91</td>
</tr>
<tr>
<td>Percentage of Poor People (Percent)</td>
<td>6.79</td>
</tr>
<tr>
<td>Poverty Line (Rp/capita/month)</td>
<td>431210.00</td>
</tr>
</tbody>
</table>

*Source: Secondary data, BPS Kota Serang (2023)*
Based on data from Badan Pusat Statistik (BPS) Serang City, in 2021, the number of poor people in Serang City was recorded as many as 47.91 thousand people with a percentage of poor population of 6.79% as well as the poverty line was at Rp 431,210.00/capita/month, in 2022 this number decreased to 42.56 thousand people with this percentage dropping to 5.94% but the poverty line increased to Rp 570,368.00/capita/month. However, in 2023 the number of poor people will again increase to 44.99 thousand people, with the percentage of poor people rising again to 6.20% while the poverty line has decreased to Rp 511,575.00/capita/month. The data shows that although there was a decrease in the number of poor people from 2021 to 2022, the number rose again in 2023. The same thing also happens with the percentage of poor people who follow a similar trend. The fluctuating poverty line shows changes in the basic standard of living calculated by BPS Serang City to determine who is included in the poor category.

Program Keluarga Harapan (PKH) launched by Bapenas in 2007 is one of the ways the government overcomes poverty through various programs and assistance that directly reach the community. PKH is a conditional social assistance program allocated to poor families and individuals recorded in the integrated data of poverty alleviation programs managed by the Social Welfare Information Center (Mahmud et al., 2020).

2. Literature Review

Russel described implementation as a method of incorporating government programs into impact. It is the overall procedure of translating a legitimate mandate, such as a law or executive order, into a synchronous program through structured briefings that provide services or create goods (Mas’ud et al., 2022). The implementation of public policies is more important than policy-making in the public policy process. Because the steps taken will remain stored in the archives as a mere big plan and hope. Once the law is passed, the next step in the policy process is policy implementation. Broadly speaking, implementation means that various actors, organizations, procedures, and technologies work together to implement a policy to achieve the goals of a program or policy. In addition, implementation is a complex phenomenon that can be seen as a process, outcome, and consequence (Kasmad, 2013).

The implementation of public policy is an important and critical element in the public policy system. Therefore, it is important to consider the factors or aspects that determine the success or failure of public policy implementation. In other words, the implementation of public policy is the implementation of the program. According to Shabbir Cheema and Rondinelli, this study covers many factors that affect the implementation of decentralized government program policies. Several factors that can affect the implementation of public policies include environmental conditions, relationships between organizations, organizational resources, and the characteristics and capabilities of implementing agents.

Environmental conditions have a significant impact on policy implementation. This askep covers the socio-cultural environment and the participation of program participants. Furthermore, related to the relationship between organizations, this is because all programs require support and coordination with other organizations for their implementation. Therefore, all organizations need to work together and collaborate to make the program a success. Organizational resources in implementing policy implementation programs must be supported by human and non-human resources, the characteristics and capabilities of the implementing agents include stakeholders,
criteria, and interactions established within stakeholders. All of these factors have an impact on the implementation of the program (Triwibowo, 2009) (Sari et al., 2017).

These factors are environmental conditions, relationships between organizations, organizational resources to implement the program, characteristics and abilities of the implementing agent will have an impact on the performance of the program and have an impact on the program, namely how the organization performs. This will affect how long a program can achieve its goals. Changes in management functions and how organizational management functions change. To achieve the goal of implementing local regulations and gaining public support, these four important factors must be considered (Sari et al., 2017).

3. Methodology of Research

This study uses qualitative methods and descriptive analysis techniques to describe the observation data. The purpose of this research is to strengthen and confirm theories and obtain information about current conditions. The descriptive data obtained included oral and written words and actions of the respondents. The types and sources of data in this study come from primary and secondary data. The data collection process includes interviews, observations, and documentation. The research was conducted in Serang City, where the Family Hope Program (PKH) was implemented. The researcher used indicators from Cheema and Rondinelli’s theory, which included environmental conditions, relationships between organizations, program resources, and the characteristics and capabilities of implementers. The informants involved are individuals with a deep understanding of the situation and conditions, as well as extensive knowledge of the problem being researched, and are considered trustworthy as a source of data. The research informants included 1 PKH Coordinator in Serang City, 1 PKH Companion in the District, and 4 members of the poor community who received PKH.

4. Result and Discussion

Environmental Conditions

The environmental conditions in this indicator use Cheema and Rondinelli’s theory, which includes policy objectives and their implementation. The majority of the residents of Serang city work as farm laborers, fish farmers, traders, domestic helpers, and rice milling workers. In Serang City, the implementation of the Family Hope Program (PKH) has been successful because the main target is the poor. However, there are still PKH recipients who are really financially capable, and this should be a concern for PKH implementers because the focus of this assistance is on the poor. In Serang City, the number of PKH beneficiaries has increased in line with the central government's quota targeting 10 million beneficiaries throughout Indonesia. The Family Hope Program helps ease the burden of its recipients' education costs by providing funds for the purchase of stationery, uniforms, and other educational supplies. This program also has a positive impact on the economy of recipient households, such as being used as business capital.
Based on the table above, there are two places to receive PKH assistance, the first through BNI and the second through the post office. In phase one, the number of KPM in each Kota Serang District is, Kasemen District the number of KPM through BNI is 3,920 and post 1,385, Serang BNI 1,636 and post 1,548, Walantaka BNI 1,391 and post 793, Cipocok BNI 1,143 and post 1,273, Taktakan BNI 1,040 and post 771 and Curug BNI 955 and post 619. In the second stage, the recipients of KPM in Kota Serang District are Kasemen District, the number of KPM through BNI is 3,806 and post 1,355, Serang BNI 1,578 and post 1,289, Walantaka BNI 1,382 and post 696, Cipocok BNI 1,131 and post 1,154, Taktakan BNI 1,029 and post 665 and Curug BNI 922 and post 0. In the second stage, there was a decrease in the number of KPM, it was due to the withdrawal of assistance which could be caused by families who were already working and salaries above the regional minimum wage.

Based on the results of an interview with one of the PKH companions in Serang City, it shows that the local community does not agree with some PKH recipients who are considered capable. Data update standards determine eligibility to receive assistance, for example ownership of vehicles or other goods that will be validated by PKH companions. Data updates are made every three months and recipients can be excluded from the program if they do not meet the DTKS criteria.

The implementation of PKH in Serang City has been well coordinated and communicated, so that there are no internal problems. Based on the theory of Van Meter and Van Horn (in Aneta, 2012), the performance of policy implementation must be measured based on specific standards and
targets that must be achieved by implementers. Therefore, this PKH companion needs to further supervise the data update process so that PKH is more on target.

Meisy Joyce Burhanuddin's research on "Implementation of the City Without Slums Program in Mahawu Village, Tuminting District, Manado City" strengthens this view. Reviewing the Implementation of the KOTAKU Program, good environmental conditions have been proven to support the KOTAKU program. The results of his research can be seen in the encouragement given by the government and the surrounding community. In this aspect, the government always supervises the series of program successes and facilitates all activities carried out. Thus, the success of this program is influenced by political factors (Lomboan et al., 2021).

**Inter-organizational relationships**

Relations between organizations include not only interactions between political actors and other organizations, but also interactions between communities receiving assistance. Maintaining smooth relationships requires effective communication to convey information and avoid obstacles in the implementation of programs and policies. According to Cheema and Rondinelli's theory, many programs require support and coordination with other institutions to succeed (Henri Kusnadi, 2019). In Serang City, coordination between organizations is very important in the implementation of Program Keluarga Harapan (PKH). Organizations involved in PKH include the Ministry of Social Affairs, social services, local governments, banks, post offices, and schools, all of which work together to implement this program. This coordination requires effective planning, management, and control.

Program Keluarga Harapan (PKH) is a social protection initiative of the Ministry of Social Affairs of the Republic of Indonesia. Local governments are involved in supporting the implementation of PKH at the regional level, including collecting beneficiary data, coordinating with organizations under them, and monitoring the implementation of the program. As a financial institution, banks have a responsibility to provide support to PKH beneficiaries. The mission of the post office is to support the distribution of assistance funds to PKH beneficiaries through a safe and reliable payment system. Schools are responsible for monitoring the attendance of PKH recipients and ensuring they remain in school in accordance with the requirements of this program. Village Heads and Sub-district Heads act as government representatives at the sub-district and sub-district levels to help identify potential PKH beneficiaries, facilitate the verification process, and monitor and report on the implementation of programs in their areas. All of these stakeholders play an important role in ensuring the successful implementation of the PKH program, starting from the selection of beneficiaries, the distribution of assistance, to the periodic monitoring of the program.

The implementation of PKH includes various activities such as verification, validation, distribution of aid, group meetings, and others. There are three stages of coordination. The first stage, the facilitator verifies the status of the KPM PKH. The second stage, the distribution of funds is carried out by bank agents. Furthermore, the central government provided briefings to the companions regarding additional information and materials for KPM PKH. If the KPM is not present at the time of providing assistance, the funds will be deposited at the Post Office. The assistant made a report to monitor the PKH assistance process by the Social Service and the sub-district office. This report should include the activities that have been carried out, the way the assistance is provided, and the problems faced. The bank acts as an agent distributing aid funds, while schools verify the
education of KPM PKH children. If the KPM is not present at the village office, the aid funds can be collected at the Post Office within one week.

Interaction between organizations involved in PKH is often limited because the Social Service only supervises without going down directly. Banks, Post Offices, and schools only interact with the KPM in the context of providing assistance, so communication with the KPM is limited. However, this interaction is considered quite good considering the main tasks and functions of each organization. In addition, institutions such as the Ministry of Education, the Ministry of Social Affairs, Religion, and Health monitor the implementation of the assistance program. Banks, schools, sub-districts, and Social Services play a role in the supervision and implementation of PKH in Serang City, with different roles according to the results of the interviews. Tari Sera's research on "Implementasi Program Badan Usaha Milik Desa Di Desa Tebas Kuala Kecamatan Tebas Kabupaten Sambas" reinforcing this view. Studying the operational implementers of BUMDes must be in good relationship with each other. It is important to participate in deliberations to discuss problems and the progress of BUMDes if there are problems. Because deliberations are not often held, the relationship between the implementers becomes less effective because they cannot communicate about the development of the program (Sera, 2021).

**Resources for Program Implementation**

In Cheema and Rondinelli's theory, human and non-human resources are different. Programs cannot operate efficiently and achieve their goals if they do not have adequate financial resources. The results of research conducted in Serang City show that the PKH assistance budget has met the current requirements, according to the findings of interviews with KPM PKH who received assistance, which is in accordance with the current PKH provisions and covers educational needs. There is a difference in the nominal amount of aid recipients. In the field of education, KPM PKH received assistance of Rp. 900,000 for elementary school students, Rp. 1,500,000 for junior high school students, and Rp. 2,000,000 for high school students. For the criteria for pregnant women and early childhood, assistance of Rp. 3,000,000 per year is given. As well as the criteria for the elderly and severe disabilities to receive assistance of Rp. 2,400,000 per year.

Based on interviews with PKH recipients, they did receive assistance according to the nominal. Therefore, the budget resources allocated for the implementation of PKH in Serang City have met the amount of assistance that should be, and the assistance has been used by the KPM PKH in accordance with its fields. If the health of the toddler must follow the posyandu, if education must be provided by the school, if the school fee must be used to buy uniforms, stationery, and if the conditional disability meets his needs. Serang City has ideal facilities to support the implementation of PKH policies. As a result of the interviews conducted at the PKH Secretariat, facilities for P2K2 have been provided, including modules, books, and videos from the Ministry of Social Affairs. In addition to the material, there are also games or games to entertain KPM. However, the findings of interviews with pkh companions in each village are not in line with this. This is because there is only one facility stored in the secretariat and must be used for borrowing and alternating, and the ministry is also not focused on this.

In terms of human resources, the implementers of the Family Hope Program in the city of Serang consist of PKH assistants in each sub-district which number: Serang District consists of 8 people, Taktakan District 5 people, Walantaka District 7 people, Cipocok Jaya District 5 people, Curug District 4 people, and Kasemen District 14 people, who are supported together with village staff
as control in the field. Other stakeholders, such as the sub-district head and social service, are simply responsible for program supervision. While cooperating organizations can only help when providing educational assistance or verification. However, Serang City human resources face obstacles in implementing PKH because they are unable to handle problems that do not meet the assistance targets. Because the data recorded is not accurate in the current condition of the recipient because there is no data update. PKH funds should be allocated to poor groups who deserve assistance. Arlina Guntur Nain’s research entitled "Implementasi Program Keluarga Harapan (PKH) dalam Peningkatan Kesejahteraan Keluarga di Desa Liliriawang Kecamatan Bengo Kabupaten Bone (Studi Kasus: PKH Bidang Pendidikan)” reinforcing this view. Studying the Family Hope Program, we can see that in terms of resources it is ideal, but there are obstacles in Liliriawang Village in the implementation of PKH, namely that the parties have not been able to overcome the problem of inaccurate assistance targets (Arlina et al., 2021).

Characteristics and Capabilities of The Executing Agent

In Cheema and Rondinelli’s theory, the competence of the implementing agent includes the attitudes and skills possessed by policy makers to ensure the smooth running of the program. In Serang City, PKH implementing agents consist of PKH assistants, village officials working in the field, and several other organizations such as banks and post offices. Meanwhile, sub-district managers and the social sector will play a role in monitoring the implementation of this program. To carry out Program Keluarga Harapan or PKH, candidates are selected directly by the Ministry of Social Affairs to ensure their competence. The criteria include at least a bachelor’s degree in social work, social welfare, or social and economic sciences. Interviews with PKH beneficiaries confirmed that assistance was always provided on time and in accurate amounts, and the researcher’s observations confirmed that the allocation of funds was in accordance with PKH guidelines without any reduction. The companion updates the data every month to monitor KPM changes such as deaths and changes in residence.

The number of PKH assistants in several sub-districts is as follows: PKH assistants in Serang district are five people, PKH assistants in Walantaka sub-district are seven people, PKH assistants in Cipocok Jaya district are five people, PKH assistants in Curug district are four people and PKH assistants in Kasemen district are fourteen people. Village staff assisted their colleagues in distributing aid and providing supplies to KPM PKH. PKH intermediary institutions play the role of the main technology implementers, assisting banks in distributing funds and Post Offices seeking funds. To facilitate the implementation of PKH, village officials and related organizations implement strategies such as attending meetings on time, communicating using simple language, not being late in distributing assistance, discipline and good manners. This approach is supported by a positive response from KPM PKH.

Although the implementation of PKH in Serang City is going quite well and its characteristics and implementation capacity are considered sufficient, the goals of PKH, including environmental conditions and human resources, have not been fully achieved. In some cases, aid has not been effective and there are still many poor people who cannot receive assistance. Therefore, this program needs to be more accurate in targeting groups that really need it. This problem highlights the challenges in program implementation that require more effective solutions.

Arlina Guntur Nain’s research entitled "Implementasi Program Keluarga Harapan (PKH) dalam Peningkatan Kesejahteraan Keluarga di Desa Liliriawang Kecamatan Bengo Kabupaten Bone
Factors Supporting and Hindering The Implementation of Program Keluarga Harapan (PKH) in Serang City

Supporting Factors

Based on the results of the interviews, the factors that affect the success of the implementation of Program Keluarga Harapan (PKH) in Serang City consists of: many institutions that support sustainability of Program Keluarga Harapan (PKH) such as the Ministry of Social Affairs, local governments and their staff, the Ministry of Education, the Ministry of Religion, the Ministry of Health, banks, post offices, and schools; budget resources have been distributed in accordance with PKH rules, therefore community assistance has been successfully received on time in the same direction regarding applicable regulations; and PKH implementers who are competent and experienced in implementing the program.

Obstacles

Based on the results of the interviews, it is known that the factors that hinder the success of the Family Hope Program (PKH) consist of: all sub-districts and sub-districts in this region lack facilities; considering the number of residents of Serang City that is still small, the data on the determination of the KPU MPKH poverty line is updated periodically and PH assistance is given to people who meet the criteria and are included in the poor category; there are obstacles from the KPM itself in withdrawing the PKH assistance at the ATM, such as forgetting the pin or there is a blocked ATM if the pin error can still be corrected but, if outside of these obstacles then the KPM must go to the BNI branch and need an official introduction, it is different if the BRI bank in every corner exists; There is abuse carried out by a number of individuals who want to make a profit.

5. Conclusion

Based on research in Serang City, the implementation of the Family Hope Program (PKH) shows a clear difference between human and non-human resources. In Serang City, financial resources are adequate with assistance in accordance with the provisions, but obstacles in the distribution of facilities and the validity of aid recipient data are still hampering. Coordination and communication between implementers are going well, but supervision of data updates needs to be increased so that assistance is more targeted. In Serang City, implementing agents such as PKH assistants, village staff, banks, and post offices play an important role in data verification and aid distribution. Good coordination between institutions such as the Ministry of Social Affairs, Social Services, Sub-district Heads, Banks, and Schools supports the smooth running of the program. However, there are still challenges in ensuring that assistance is on target and reaching
the poor who have not received assistance. Overall, despite some obstacles, good coordination between agencies and PKH implementers in both locations supports the success of the program.

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