

Family Hope Program to Improve Community Welfare (Policy Implementation Study Based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 concerning the Family Hope Program)

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Abstract

The issuance of the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 concerning the Family Hope Program is aimed at improving the living standards of beneficiary families through access to education, health, and social welfare services. However, in its implementation in Teluk Pandan District, East Kutai Regency, it turns out that the program has not been communicated clearly and transparently and has not reflected a sense of justice for the local community. Based on these problems, this study aims to describe and analyze the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, and to describe and analyze the supporting and inhibiting factors in the implementation of the program. By using a qualitative descriptive approach and based on Edward III's Public Policy Implementation Theory, this study concludes that: (1) The Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, seen from the variables of communication, resources, disposition, and bureaucratic structure has been successfully implemented although it is still not optimal. (2) Factors that support the implementation of the Family Hope Program to improve community welfare in Teluk Pandan District, East Kutai Regency, namely the availability of information resources and sufficient budget resources; Meanwhile, factors that hinder the implementation of the program include uneven program communication, poor quality human resources, providing incentives to inappropriate implementers, and coordination between organizational units that are still weak.

Keywords: Community welfare, Family hope program, Policy implementation, Poor and vulnerable poor families

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1. Introduction

Poverty is a social phenomenon that is of concern to the central and local governments. Because the high rate of poverty is one of the factors causing lagging behind in the development of a nation. Poverty can have multiplier effects on the overall social order. Poverty is the estuary of other social problems (Purwanto, 2013). The complexity of the poverty problem requires a complete and comprehensive response from the government, covering various aspects of people's lives and being implemented in an integrated and well-organized manner. However, according to Huraerah (in Purwanto, 2013), government policies in an effort to overcome poverty often experience several paradigmatic errors, including: (1) Still oriented towards economic aspects rather than multidimensional aspects. Poverty alleviation with a focus on economic aspects has proven to be a failure because poverty alleviation reduced in economic matters will not represent the real problem of poverty; (2) More nuanced generosity than productivity, even though poverty reduction programs should be directed towards making them productive; (3) Positioning the poor as objects rather than subjects; (4) The government is still the ruler rather than the facilitator.

Chambers (in Purwanto, 2013) states that the poverty conditions experienced by a society often develop and are related to various other factors that make up the poverty network, which in the next process can strengthen the condition of poverty itself. The identified factors that make up such poverty networks or traps are physical weakness, isolation, vulnerability, and helplessness. Efforts to alleviate poverty continue to be carried out by the Indonesian government. Various policies continue to be carried out from time to time. One of the policies and programs carried out is the Family Hope Program (PKH). The Family Hope Program is a program for providing conditional social assistance to poor families designated as beneficiary families of the program. As an effort to accelerate poverty reduction, since 2007 The Indonesian government has implemented the Family Hope Program. This social protection program, which is also known internationally as Conditional Cash Transfers (CCT), has proven to be quite successful in overcoming poverty faced by countries, especially the problem of chronic poverty (Sedyowati et al, 2023; Mediana, 2021).

Teluk Pandan Subdistrict is one of the sub-districts located in East Kutai Regency, East Kalimantan Province which currently accepts and implements the Family Hope Program as an effort to improve community welfare. However, the implementation of the Family Hope Program in the sub-district has not been communicated transparently and has not reflected a sense of justice for the local community. Based on the background of the above problems, the author is interested in researching further about: "*The Family Hope Program to Improve Community Welfare (Policy Implementation Study Based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 concerning the Family Hope Program in Teluk Pandan District, East Kutai Regency)*". The study aims to describe and analyze the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency. In addition, it aims to describe, analyze supporting and inhibiting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency.

2. Literature Review and Hypotheses

The concept of poverty

There are various definitions of poverty. According to Charles Booth, an early initiator of sociological studies of poverty in the UK said that those who barely had sufficient income to make themselves live independently were categorized as poor. Whereas those who have insufficient income themselves to live independently decently are categorized as very poor (Kane & Kirby, 2003).

Poverty can be caused by several things, namely: (1) Policy Induces Processes, that is, poverty driven by the policy itself; (2) Socio-Economic Dualism, that is, poverty that occurs due to the power of capitalism; (3) Population Growth, which is poverty caused by population growth; (4) Resources Management and The Environment, which is poverty caused by the exploitation of resources that have an impact on the welfare of the community; (5) Natural Cycles Processes, i.e. poverty caused by natural cycles; (6) The Marginalization of Woman, which is poverty that occurs as a result of marginalizing the existence of women; (7) Cultural and Ethnic Factors, namely poverty caused by the culture and ethnicity of a place; (8) Exploitative Intermediation, i.e. poverty caused by the existence of duplicity parties; (9) Internal Political Fragmentation and Civil Stratfe, which is poverty due to policies applied to an area that has strong political fragmentation; (10) International Processes, i.e. poverty caused by international politics that makes other countries poor.

The types of poverty are: (1) Absolute Poverty, is when a person has an opinion that is unable to meet the needs of food, housing, housing, health and education needed for life and work; (2) Relative Poverty, is a state of poverty experienced by a person due to uneven government policies so that social inequality occurs; (3) Cultural Poverty, is a state of poverty that occurs due to the habits and culture of those who do not want to try to change their conditions to be more decent; (4) Structural Poverty, is a state of poverty that occurs due to lack of access to resources in a system that causes poverty to increase; (5) Artificial Poverty, is poverty caused by modernization that has an impact on people who have difficulty accessing infrastructure, resources, and economic facilities equally; (6) Natural Poverty, is poverty that occurs due to the scarcity of resources, public infrastructure, and barren natural conditions (Nurwati, 2008).

Family hope program concept

The Family Hope Program (PKH) is a program for providing conditional social assistance to families and/or poor and vulnerable people who are registered in the integrated data of the poor care program,

processed by the Social Welfare Data and Information Center and designated as beneficiary families of the Family Hope Program (Permensos Number 1 of 2018).

The purpose of the Family Hope Program is to improve the living standards of Beneficiary Families (KPM) through access to education, health, and social welfare services; reducing the burden of expenditure and increasing the incomes of poor and vulnerable families; creating behavior change and independence of Beneficiary Families in accessing health and education services as well as social welfare, reducing poverty and inequality, and introduce the benefits of formal financial products and services to beneficiary families (Permensos Number 1 of 2018).

The target of the implementation of the Family Hope Program is poor families registered in the Integrated Social Welfare Data (DTKS) managed by the Data and Information Center (PUSDATIN), Ministry of Social Affairs of the Republic of Indonesia (Permensos Number 1 of 2018). Those who are participants in the Family Hope Program are hereinafter referred to as Beneficiary Families. Beneficiary Families are families receiving social assistance from the Family Hope Program who have met the requirements and stipulated in the decision (Permensos Number 1 of 2018).

The criteria for Family Beneficiaries of the Family Hope Program are: (1) Health Criteria, consisting of pregnant/lactating mothers and children aged zero to six years; (2) Education Criteria, consisting of children of elementary school/*madrasah* ibtidaiyah or equivalent, children of junior high school/*madrasah tsanawiyah* or equivalent, children of high school/*madrasah* aliyah or equivalent and children aged six to 21 years who have not completed 12 years of compulsory education; (3) Social welfare criteria, consisting of the elderly starting from 70 years old and persons with disabilities who are prioritized by persons with severe disabilities (Permensos Number 1 of 2018). Then, if in a family there are many children with different age categories, then the priority is early childhood (Vishnubroto, 2021).

The social assistance obtained by the Beneficiary Families of the Family Hope Program is cash of Rp. 900,000 to Rp. 3,000,000 per year. The distribution of aid was carried out in four stages. In addition, there are also other assistance that is adjusted to predetermined criteria, namely: (1) Health Components, pregnant women/puerperium and early childhood each get Rp. 3,000,000 per year; (2) Education Component, Elementary School Children/equivalent: Rp. 900,000 per year; Junior high school children/equivalent: Rp. 1,500,000 per year; and High school children/equivalent: Rp. 2,000,000 million per year; (3) Social Welfare Component, Severe Disability/Elderly Rp. 2,400,000 per year (Vishnubroto, 2021).

Public policy implementation theory

Goeorge C. Edward III named his public policy implementation theory the term direct and indirect impact on implementation. In the approach applied by Edward III, there are four variables that determine the success of the successful implementation of a policy, namely: (1) Communication; (2) Resources; (3) Disposition; and (4) Bureaucratic structure.

Communication

The first variable that affects the successful implementation of a policy, according to Edward III, is communication. According to him, communication largely determines the success of achieving the goals of the implementation of public policy. Effective implementation occurs when decision-makers already know what they are going to do. Knowledge of what they will do can work if communication goes well so that any policy decisions and implementing regulations must be transmitted (communicated) to the appropriate personnel department. In addition, the policies communicated must also be precise, accurate, and consistent. Communication (transmission of information) is needed so that decision makers and implementors will be more consistent in implementing every policy that will be implemented in society.

According to Edward III (in Agustino, 2016), there are indicators that can be used in measuring the success of the communication variables mentioned above, namely: (1) Transmission; Good communication distribution will be able to produce a good implementation as well. Often what happens in the distribution of communication is the existence of misunderstandings (miscommunications). This is because communication has gone through several levels of bureaucracy so that what is being harsed is distorted halfway through; (2) Clarity; The communication received by the policy implementers must be clear and not confusing; (3) Consistency; The commands given in the execution of a communication must be consistent (to be applied and executed) because if the commands given are often arbitrary, it can cause confusion for the executor in the field.

According to Edward III (in Widodo, 2010), communication is defined as "the process of conveying communicator information to communicants". Information about public policy, according to Edward III,

needs to be conveyed to policy actors so that policy actors can know what they must prepare and do to carry out the policy so that policy goals and objectives can be achieved as expected.

According to Edward III (in Winarno, 2005), there are some common obstacles that are common in the transmission of communication, namely: "First, there is a conflict between policy implementers and orders issued by policymakers. Conflicts like this will result in immediate distortions and obstacles to policy communication. Second, information is conveyed through layers of bureaucratic hierarchy. Communication distortions can occur due to the length of the information chain which can result in information bias. Third, the problem of capturing information is also caused by the perception and inability of implementers to understand the requirements of a policy".

Resources

The second variable that affects the successful implementation of a policy is "resources". According to Edward III (in Agustino, 2016), in implementing policies, resource indicators consist of several elements, namely: (1) Staff, the main resource in policy implementation is staff or human resources. Failures that often occur in policy implementation are caused by insufficient, adequate, or incompetent staff in their fields. The increase in the number of staff or implementors alone is not sufficient, but it is also necessary to have sufficient staff with the necessary skills and abilities (competent and capable) in implementing policies or carrying out tasks desired by the policy itself; (2) Information, in the implementation of policies, information has two forms, namely information related to how to implement policies. Impendeurs must know what they should do when they are given orders to perform actions; and information on compliance data from implementers to established government rules and regulations. The implementor must know whether other people involved in the implementation of the policy are in compliance with the law; (3) Authority, generally the authority must be formal in order for the order to be implemented. Authority is the authority or legitimacy for implementers in carrying out politically determined policies. Effectiveness is necessary in the implementation of policy implementation, but on the other hand, effectiveness will recede when authority is perverted by the implementers for their own interests or for the benefit of their group.

Edward III (in Widodo, 2010) stated that resource factors have an important role in policy implementation. According to Edward III that these resources include human resources, budget resources, and equipment resources as well as authority resources.

Disposition

The third variable that affects the success rate of public policy implementation, for Edward III (in Agustino, 2016) is: the attitude (disposition) of the policy implementer is the third important factor in the implementation of a public policy. If the implementation of a policy is to be effective, then the policy implementers must not only know what will be done but must also have the ability to implement it, so that in practice there is no bias.

According to Edward III (in Agustino, 2016), regarding disposition in the implementation of policy consists of: (1) Bureaucratic appointment. The disposition or attitude of the implementer will create real obstacles to the implementation of the policy if the existing personnel do not carry out the policy desired by the upper officials. Therefore, the appointment and selection of policy implementing personnel must be people who have a dedication to the established policy, more specifically to the interests of the citizens of the community; (2) Incentives are one of the recommended techniques for addressing the problem of attitudes of policy implementers by manipulating incentives. Basically, people move based on their own interests, so manipulating incentives by policymakers affects the actions of policy implementers. By adding certain profits or costs, it may be a driving factor that makes the executors execute the order well. This is done as an effort to meet personal or organizational interests.

Important things that need to be observed in the disposition variable, according to Edward III (in Agustino, 2016) are: (1) The effect of the disposition, disposition or attitude of the implementers will create real obstacles to the implementation of the policy if the existing personnel do not carry out the policies desired by high-ranking officials; (2) Staffing the bureaucracy in this context Edward III requires that the implementation of policies should be viewed also in terms of bureaucratic arrangements. It refers to the appointment and appointment of staff in the bureaucracy in accordance with their capabilities, capabilities, and competencies. In addition, bureaucratic regulation also boils down to the 'formation' of an optimal public service system, the assessment of personnel in work; (3) Incentives, Edward III stated that one of the suggested techniques for addressing the problem of the propensity of executors is to manipulate incentives. In general, people act according to their own interests, so manipulating incentives by policymakers affects the actions of policy implementers. By adding certain profits or costs, it will be a driving factor that makes policy implementers carry out orders properly. This is done as an effort to meet personal or organizational interests.

Bureaucratic structure

The fourth variable, according to Edward III (in Agustino, 2016), that affects the success rate of public policy implementation is the bureaucratic structure. Although resources for implementing a policy are available, or policy implementers know what should be done, and have a desire to implement a policy, it is likely that the policy cannot be implemented or realized due to weaknesses in the bureaucratic structure.

Two characteristics, according to Edward III (in Agustino, 2016) that can boost the performance of bureaucratic or organizational structures in a better direction are: (a) Making standard operating procedures (SOPs) more flexible, SOPs are routine planned procedures or activities that allow employees (or policy implementers such as apparatus, administrators, or bureaucrats) to carry out their activities on a daily basis in accordance with predetermined standards (or the minimum standards that citizens need). (b) Carrying out fragmentation, the purpose is to spread the responsibility of various activities, activities, or programs in several work units in accordance with their respective fields, with the fragmentation of the bureaucratic structure, the implementation will be more effective because it is carried out by a competent and capable organization.

Edward III (in Winarno, 2005) explains that SOPs are very likely to be an obstacle to the implementation of new policies that require new ways of working or new types of personnel to implement policies. That way, the greater the policy requires change in the ways that are prevalent in an organization, the greater the probability of SOPs hindering.

Welfare theory

Sayogyo (1984) examines welfare and defines family welfare as the elaboration of eight paths of equity in the development trilogy since Repelita III, namely: business opportunities; employment opportunities; income level; the level of food, clothing, housing; level of education and health; participation; equality between regions, villages/cities; and similarities in law.

According to Whithaker and Federico, the notion of social welfare is a nation's system of benefits and services to help people to obtain social, economic, educational, and health needs that are important for the survival of the community. A person who has a lack of ability may have low welfare, lack of ability can mean less able to achieve certain functions so less prosperous. There are various notions of well-being, because it is more subjective where everyone with different guidelines, goals and ways of life will provide different values about well-being and the factors that determine the level of well-being (Sianipar, 2009).

According to Sumarti (1999), differences in socio-cultural status and work specialization will result in different perceptions of well-being. There are groups of people who use welfare measures based on cultural-political symbols of power, while economic monetization leads people in general to use measures of economic well-being more than measures of social welfare.

According to Sugiharto (2007), there are eight indicators used by the Central Bureau of Statistics (BPS) to determine the level of welfare, namely family income, consumption or expenditure, housing conditions, housing facilities, health of family members, ease of obtaining health services, ease of including children to the level of education, and ease of obtaining transportation facilities.

The National Family Planning Coordinating Board (BKKBN) uses criteria for family welfare stages to measure well-being. The five groupings of the stages of prosperous families according to BKKBN are: underprivileged families, phase I prosperous families, phase II prosperous families, phase III prosperous families, and phase III plus prosperous families (Sugiharto, 2007).

3. Methods

Research approach

The approach in this study is a "qualitative" approach. According to Sugiyono (2015), the qualitative approach is a research approach used to examine the condition of natural objects, where the researcher is a key instrument, data collection techniques are carried out in a triangulation (combined) manner, the data analysis is inductive, and the results of his research emphasize meaning rather than generalization. Objects in qualitative research are natural objects, or natural settings, so this research method is often referred to as the naturalistic method. A natural object is an object that is as it is, not manipulated by the researcher so that the conditions at the time the researcher enters the object, once it is in the object and after exiting the object are relatively unchanged. In qualitative research, data collection is not guided by theory, but guided by facts found at the time of research in the field.

Therefore, the analysis of the data carried out is inductive based on the facts found and can then be constructed into a theory, there are: (1) Research focus. With research focus, there are: (a) Implementation

of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency (using communication variables, resources, dispositions, and bureaucratic structures); (b) Supporting and inhibiting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency (by using variables of internal and external supporting factors, as well as internal and external inhibiting factors); (2) Data Collection Technique. With this, there are: (a) In-depth interview techniques are carried out by asking a number of in-depth oral questions to informants that have been determined using interview guideline instruments; (b) Participatory observation techniques are carried out by involving the researcher directly with the observed object, with the intention that the researcher can get complete and accurate data; (c) The documentation technique is carried out by examining various documents, both in the form of books, journals, and documents related to the implementation of the Family Hope Program; (3) Data Analysis. This study uses the data analysis model proposed by Miles, Huberman & Saldana (2014: 10-19), which includes the stages of data condensation, data presentation, and drawing conclusions/verification. Data condensation in this study refers to the process of selecting, focusing, simplifying, abstracting, and transforming data contained in field notes and transcripts. Data presentation is carried out in the form of briefs, tables, and charts. Data presentation in the form of tables and charts that show an overview of the social context designed to combine information arranged in an existing and easily achievable form. Drawing conclusions/verifications are put forward to answer the predetermined formulation of the problem. The data that have been described are generally inferred. These conclusions include the element of transivity, the relationship of the element of transivity with the social context, and the element of transivity used in the social context. Once inferred, analyze the data back at an early stage until all the data is complex.

4. Results

Policy implementation

In the focus of research on the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, it uses research variables, namely communication, resources, disposition, and bureaucratic structure.

Communication

In this communication variable, it uses the indicators of "channeling" and "clarity". In terms of the "distribution" indicators, communication on the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency has not been distributed evenly so that information about the policy has not reached remote areas.

Meanwhile, in terms of "clarity" indicators, communication on the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency has been carried out clearly and transparently so that the information received by the public about the policy can be understood.

Thus, it can be concluded that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is communication that has not been distributed evenly to the target group so that it has not been able to reach remote areas. However, communication in the implementation of the policy has been conveyed clearly and transparently so that it can be understood by the target group.

Resources

This resource variable uses the indicators "human resources", information resources", and "budget resources". In terms of the "human resources" indicator, in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is still a shortage of quality human resources.

Meanwhile, in terms of the "information resources" indicator, in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of

the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is already a strong regulation as a legal basis for policy.

Meanwhile, in terms of the "budget resources" indicator, the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there are sufficient budget resources available.

Thus, it can be concluded that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is still a lack of quality human resources. However, in the implementation of the policy, there are already information resources in the form of strong regulations as the legal basis for the policy. In addition, the implementation of such policies already provides sufficient budgetary resources.

Disposition

On this disposition variable uses the indicators "staff appointment in the bureaucracy" and "incentivization". In terms of the indicator of "staff appointment in the bureaucracy", in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there has been no appointment of staff in the bureaucracy in a selective way but only through appointment.

Meanwhile, in terms of the "incentive provision" indicator, in the implementation of the Family Hope Program as a social protection effort based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there has been an incentive for implementers in the field but the amount is not yet feasible.

Thus, it can be concluded that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there are still weaknesses in the disposition or attitude of support of implementers towards policies, which is made possible by the absence of selective staff appointments and the provision of incentives to implementers whose amount not worth it yet.

Bureaucratic structure

In this variable bureaucratic structure uses the indicators "distribution of responsibility on work units", and "coordination between work units". Judging from the indicator of "spread of responsibility to work units", in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, the distribution of responsibilities to work units has been carried out clearly based on their respective main duties and functions.

Meanwhile, in terms of the indicator of "coordination between work units", in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there has been no good coordination among existing work units.

Thus, it can be concluded that in the implementation of the Family Hope Program to improve social welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there has been a clear distribution of responsibilities to work units based on their main duties and functions. However, there has not been good coordination among the existing work units.

Supporting and inhibiting factors

In the focus of research on supporting and inhibiting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, it uses variables of supporting factors and inhibiting factors.

Supporting factors

In this supporting factor variable using the indicators "internal supporting factors" and "external supporting factors". In terms of the "internal supporting factors" indicator, the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, has been supported by the factor of communication that has been conveyed clearly and transparently so that it

can be understood by the target group, the factor of information resources in the form of strong regulations as a legal basis for policy, factor in the availability of sufficient budget resources, and the factor of the clear distribution of responsibilities to work units based on their main duties and functions.

Meanwhile, in terms of "external supporting factors" indicators, the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, has been supported by the presence of local mass media that always cover the implementation of the Family Hope Program.

Thus, it can be concluded that the supporting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency are factors of communication that has been conveyed clearly and transparently so that it can be understood by the target group, factors of information resources in the form of strong regulations as a legal basis for policy, factors of the availability of sufficient budget resources, factors of the clear distribution of responsibilities to work units based on their main duties and functions, and factors of the presence of local mass media that always cover the implementation of the Family Hope Program.

Inhibiting factors

In this inhibitory factor variable using the indicators "internal inhibitory factor" and "external inhibitory factor". In terms of the "internal inhibiting factors" indicator, the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, has been hampered by communication factors that have not been distributed evenly to the target group so that they have not been able to reach remote areas, the factor is still a shortage of quality human resources, factors of weakness in the disposition or attitude of support of implementers to policies, which is made possible by the absence of selective staff appointments and the provision of incentives to implementers whose magnitude is not yet feasible, and the factor of the absence of good coordination among existing work units.

Meanwhile, in terms of the "external inhibiting factors" indicator, in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, no external inhibiting factors were found.

Thus, it can be concluded that the inhibiting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency are communication factors that have not been distributed evenly to the target group so that they have not been able to reach remote areas, factors there is still a shortage of quality human resources, factors of weakness in the disposition or attitude of support of implementers to policies made possible by the absence of selective staff appointments and the provision of incentives to implementers whose magnitude is not yet feasible, and the factor of the absence of good coordination among existing work units.

5. Discussion

Policy Implementation

Communication

On the communication variable, the results of this study revealed that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is communication that has not been distributed evenly to the target group so that it has not been able to reach remote areas. However, communication in the implementation of the policy has been conveyed clearly and transparently so that it can be understood by the target group.

The results of the study are in line with the opinion of Edward III (in Agustino, 2016) that the success of communication variables is determined by: (1) Transmission. Good communication distribution will be able to produce a good implementation as well. Often what happens in the distribution of communication is the existence of misunderstandings (miscommunications). This is because communication has gone through several levels of bureaucracy so that what is being harsed is distorted halfway through; (2) Clarity. The communication received by the policy implementers must be clear and not confusing; (3) Consistency. The commands given in the execution of a communication must be consistent (to be applied and executed) because if the commands given are often arbitrary, it can cause confusion for the executor in the field.

Resources

On the resource variable, the results of this study revealed that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is still a shortage of quality human resources. However, in the implementation of the policy, there are already information resources in the form of strong regulations as the legal basis for the policy. In addition, the implementation of such policies already provides sufficient budgetary resources.

The results of the study are in line with the opinion of Edward III (in Sadhana, 2011: 203) that the sources in the implementation of the policy in question include staff who must have the expertise and ability to carry out the duties, orders, and recommendations of superiors (leaders). In addition, there must be accuracy or feasibility between the number of staff needed and the expertise that must be possessed. This includes facilities that are a means to operationalize the implementation of a policy which includes, among others: buildings (offices), equipment, and intensive funds, all of which will provide services in policy implementation.

Edward III (in Widodo, 2010: 98) stated that resource factors have an important role in policy implementation. According to Edward III, these resources include human resources, budget resources, and equipment resources and authority resources.

Disposition

In the disposition variable, the results of this study show that in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there is still a weakness in the disposition or attitude of support of implementers towards policies, which is made possible by the absence of selective staff appointments and the provision of incentives to executors whose magnitude is not yet feasible.

The results of the study are in line with the opinion of Edward III (in Agustino, 2016) that the disposition in the implementation of policy consists of: (1) The appointment of bureaucracy. The disposition or attitude of the implementer will create real obstacles to the implementation of the policy if the existing personnel do not carry out the policy desired by the upper officials. Therefore, the appointment and selection of policy implementing personnel must be people who have a dedication to the established policy, more specifically to the interests of the citizens of the community; (2) Incentives are one of the recommended techniques for addressing the problem of attitudes of policy implementers by manipulating incentives. Basically, people move based on their own interests, so manipulating incentives by policymakers affects the actions of policy implementers. By adding certain profits or costs, it may be a driving factor that makes the executors execute the order well. This is done as an effort to meet personal or organizational interests.

Bureaucratic structure

On the variable bureaucratic structure, the results of this study reveal that in the implementation of the Family Hope Program to improve social welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency, there has been a clear distribution of responsibilities to work units based on their main duties and functions. However, there has not been good coordination among the existing work units.

The results of the study are in line with the opinion of Edward III (in Agustino, 2016) that there are two characteristics that can boost the performance of bureaucratic or organizational structures in a better direction are: (1) Making standard operating procedures (SOPs) more flexible, SOPs are a routine planned procedure or activity that allows employees (or policy implementers such as apparatus, administrator, or bureaucrat) to carry out its activities on a daily basis in accordance with established standards (or minimum standards needed by residents); (2) Carrying out fragmentation, the purpose is to spread the responsibility of various activities, activities, or programs in several work units in accordance with their respective fields, with the fragmentation of the bureaucratic structure, the implementation will be more effective because it is carried out by a competent and capable organization.

Supporting and inhibiting factors

Supporting factors

On the variables of supporting factors, the results of this study reveal that the supporting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency are factors of communication that have been conveyed clearly and transparently so that they can be understood by the target group, factors of information resources in the form of regulations that strong as the legal basis of the policy, the factor of the availability of sufficient budgetary resources, the factor of the clear distribution of responsibilities to work units based on their main duties and functions, and the factor of the presence of local mass media that always cover the implementation of the Family Hope Program.

The results of this study are in line with the opinion of Edward III (1980) that communication largely determines the success of achieving the objectives of the implementation of public policies. Effective implementation occurs when decision-makers already know what they are going to do. Knowledge of what they will do can work if communication goes well so that any policy decisions and implementing regulations must be transmitted (communicated) to the appropriate personnel department. In addition, the policies communicated must also be precise, accurate, and consistent. Communication (transmission of information) is needed so that decision makers and implementors will be more consistent in implementing every policy that will be implemented in society.

The results of this study are also in accordance with the explanation of Edward III (in Agustino, 2016) which can boost the performance of bureaucratic or organizational structures in a better direction in addition to making more flexible standard operating procedures (SOPs), as well as carrying out fragmentation whose purpose is to spread the responsibility of various activities, activities, or programs in several work units in accordance with their respective fields, With the fragmentation of the bureaucratic structure, the implementation will be more effective because it is carried out by a competent and capable organization.

Inhibiting factors

On the variable inhibiting factors, the results of this study reveal that the inhibiting factors in the implementation of the Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency are communication factors that have not been distributed evenly to groups. targets so that they have not been able to reach remote areas, the factor is that there is still a lack of quality human resources, the weakness factor in the disposition or attitude of support from the implementers to policies made possible by the absence of selective staff appointments and the provision of incentives to implementers whose amounts have not been feasible, and the lack of good coordination among existing work units.

The results of this study are in line with the opinion of Edward III (in Winarno, 2005), that there are several common obstacles that commonly occur in the transmission of communication, namely: "First, there is a conflict between policy implementers and orders issued by policy makers. Such contradictions will lead to distortions and direct barriers to policy communication. Second, information is conveyed through layers of bureaucratic hierarchies. Distortion of communication can occur due to the length of the information chain which can lead to information bias. Third, the problem of capturing information is also caused by the perception and inability of the implementers to understand the requirements of a policy.

The results of this study are also in accordance with the opinion of Edward III (in Agustino, 2016) that staff is the main resource in policy implementation. One of the failures that often occur in policy implementation is caused by insufficient, adequate, or incompetent staff in their fields. The addition of the number of staff or implementers is not sufficient, but it is also necessary to have sufficient staff with the necessary skills and abilities (competence and capability) in implementing the policy or carrying out the tasks desired by the policy itself.

According to Edward III (in Agustino, 2016), the important thing that needs to be observed on the disposition variable is the disposition effect. The disposition or attitude of the implementers will create real obstacles to policy implementation if the existing personnel do not implement the policies desired by high officials.

Edward III (in Sadhana, 2011) states that the successful implementation of a comprehensive policy requires good cooperation from various parties. Because the existence of a fragmented organization can hinder the coordination needed to implement a complex policy.

6. Conclusion

The Family Hope Program to improve community welfare based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency

in terms of communication variables, resources, disposition, and bureaucratic structure has been successfully implemented although it is still not optimal. In the "communication" variable, in the implementation of the policy there is communication that has not been distributed evenly to the target group so that it has not been able to reach remote areas, but the communication has been conveyed clearly and transparently so that it can be understood by the target group. In the "resources" variable, in the implementation of the policy there is still a shortage of qualified human resources, but despite this, there are already information resources in the form of strong regulations as the legal basis for policies, and adequate budgetary resources are available. In the "disposition" variable, in the implementation of the policy there is still a weakness in the disposition or attitude of the implementers to support the policy, which is made possible by the absence of selective staff appointments and the provision of incentives to implementers whose amount is not yet appropriate. And on the variable "bureaucratic structure", in the implementation of the policy there has been a clear distribution of responsibilities to work units based on their main duties and functions. However, there is no good coordination among existing work units.

Supporting factors in the implementation of the Family Hope Program to improve the welfare of the community based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 1 of 2018 in Teluk Pandan District, East Kutai Regency is the factor of communication that has been conveyed clearly and transparently so that it can be understood by the target group, the factor of the existence of information resources in the form of strong regulations as the legal basis for policies, the factor of the availability of sufficient budget resources, the factor of the distribution of responsibilities in work units clearly based on their main tasks and functions, and the factor of the existence of local mass media which always covers the implementation Hope Family Program. While the inhibiting factors in implementing the policy are the communication factor that has not been distributed evenly to the target group so that it cannot reach remote areas, the factor is that there is still a lack of quality human resources, the weakness factor of the disposition or attitude of the implementers to support the policy that is implemented. made possible by the absence of selective staff appointments and the provision of incentives to implementers whose amounts are not yet appropriate, and the factor of the lack of good coordination among existing work units.

There are imitations and suggestions for this research, there are: (1) To the Regional Coordinator of East Kutai Regency and the Social Assistance of Teluk Pandan Subdistrict, it is recommended that socialization be carried out evenly to reach remote areas; (2) To the Regional Coordinator of East Kutai Regency, it is recommended to carry out efforts to increase the capacity of the Implementing Human Resources of the Family Hope Program in Teluk Pandan District, either through Training Education activities or Technical Guidance activities according to their needs; (3) To the Regional Coordinator of East Kutai Regency, it is recommended that they recruit field implementers selectively and openly, and provide them with appropriate incentives, so that they have a strong attitude to support the implementation of the Family Hope Program in Teluk Pandan District; (4) To the social assistants of Teluk Pandan District, it is recommended that they coordinate actively and intensively with the parties involved in the implementation of the Family Hope Program in Teluk Pandan District.

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