

The Effectiveness of *Keluarga Harapan* Program: Efforts to Change the Behavior of the Poor

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Abstract— *Keluarga Harapan* Program is a social protection system for very poor families that are carried out in a sustainable manner. The program is a government strategy in alleviating poverty specifically for health and education. The fact that the distribution of aid was not right on target was because the recipient's data contained errors. There are two research questions: How to collect data for mapping the families of beneficiaries? What is the behavior of beneficiaries of the Family Hope Program assistance in accessing education and health? The purpose of this study was first to analyze how to map in determining poor families as beneficiaries; secondly to analyze the behavior of beneficiaries of the *Keluarga Harapan* Program in utilizing these funds to improve access to education and health. The research method used a qualitative approach with data collection techniques through in-depth interviews and observation. Two key informants were identified from the Manado City Social Service, six beneficiaries, and two companions. We found that the method of determining the beneficiaries of the *Keluarga Harapan* Program initial data was based on secondary data published by the Central Bureau of Statistics. These data still have families that are not poor but get help while very poor families are not recorded to get help. The second finding of the behavior of beneficiaries has not shown the changes that are expected by the government even though they have received assistance from the *Keluarga Harapan* Program for several years. Behavioral change requires a long process that requires the empowerment of beneficiary families to get out of poverty.

Keywords— Effectiveness, *Keluarga Harapan* Program, Behaviour of the poor people.

I. INTRODUCTION

The issue of poverty is currently being discussed because it has not been completed year after year. The Government of the Republic of Indonesia is working hard to reduce poverty throughout the archipelago. Ironically, the government is increasingly trying to program various numbers of poor people not to decrease but increase. The number of poor people in the city of Manado in 2016 amounted to 214,734 people while women 213,172 people. The total number of 427,906 people. The percentage of poor people in 2013 was 4.88 percent, 2014 was 4.74 percent, 2015 was 5.63 percent and 2016 5.24 percent. Data shows that the percentage of poor people increases every year.

Government efforts to alleviate poverty are in line with No. 1 Sustainable Development Goals, namely No Poverty. One of the poverty alleviation programs is the Family Hope Program. The program aims to improve the quality of

human resources by providing conditional cash assistance for poor families in accessing certain health and education services. The Family Hope Program helps reduce the burden of very poor family expenses (the impact of direct consumption) while investing in future generations by improving health and education (the impact of developing human capital).

Government programs to reduce poverty levels have actually been done a lot but why is the level of poverty still high. These programs include Direct Cash Assistance, very cheap houses, public transport vehicles and cheap electricity, clean water, improving the lives of fishermen, and urban marginal communities. School Operational Assistance (BOS), subsidized rice or rice for poor households (Raskin) 15 kg / RTS / month at a price of Rp1,600 / kg, the family hope program (PKH)

From 2007 to 2015 the membership requirements of the Family Hope Program were seen from the aspects of health and education. The poor who get help from the Family Hope Program for the health component must have family members: pregnant/ postpartum mothers and toddlers while for the education component must have family members: children who are attending school (Primary / Equivalent, Junior High School, Middle School / Equal). If you have one of the health or education components, you can be determined as a beneficiary participant. Since 2016 the membership requirements of the Family Hope Program have been extended to the poor who have family members with disabilities and elderly > 70 years. So, if there are poor families but do not have components: Pregnant / Postpartum and Toddlers; children who are in school (elementary school/equivalent, junior high school/equivalent, high school/equivalent); Disability and Elderly, automatically cannot be a participant in the Family Hope Program because they do not meet the membership requirements..

This study is interesting and relatively new because it is more focused on analyzing how the behavior of beneficiaries of the Family Hope Program. The beneficiaries should be struggling to get out of poverty because it has been facilitated for the education of their children.

The Sustainable Development Goals stipulate that by 2030 there are no poor people in the world. Poverty is a global problem that concerns human life. Some people understand this term subjectively and comparatively, while others see it in terms of moral and evaluative and others understand it from an established scientific angle. According to the Big Indonesian Dictionary, absolute poverty is the

situation of the population or part of the population that can only fulfill food, clothing, and housing that is needed to maintain a minimum level of life. This study is interesting and relatively new because it is more focused on analyzing how the behavior of beneficiaries of the Family Hope Program. The beneficiaries should be struggling to get out of poverty because it has been facilitated for the education of their children.

Lotter defines poverty as a lack of economic capacity (both resources and competence to use it appropriately) in humans which has two different effects, differing in degrees. He emphasized extreme and middle poverty to show the seriousness of specific cases of poverty in terms of harmful consequences for human welfare (2016).

Classification and types of poverty in society in general area. Absolute poverty, which is a situation where the monthly gross income is insufficient to buy minimum needs; Absolute or absolute poverty is related to the minimum standard of living of a society which is realized in the form of a poverty line which is fixed without being influenced by the economic condition of a society. The poverty line is the ability of a person or family to meet the needs of a standard life at a certain time and location to survive. The establishment of a poverty line depends on the definition of a minimum standard of living. So that this absolute poverty can be interpreted from seeing how far the difference between a person's income level and the level of income needed to meet their basic needs. Income level [1].

- b. Relative poverty, which is poverty which is seen based on a comparison between a need and another level of income;
- c. Structural poverty is a condition in which a group of people is in a poverty area, and there is no opportunity for them to get out of poverty;
- d. Cultural poverty is a culture that makes poor people, who in the anthropology of poverty as a poor culture. Taking into account the concepts and approaches of various poverty reduction and community empowerment programs carried out by the Government conceptually all of them have prioritized community participation and prioritized empowerment in every step of their activities.

Various government programs that have been and temporarily implemented have not been able to reduce the number of poor people in our country in Indonesia. Is the program or policy that is less touching the community or the community itself that does not want to get out of poverty. This means that the behavior of the community itself does not try hard to utilize program assistance to get out of poverty.

There are several recommendations from Brock's research that policies in poverty alleviation. Brock's conclusion that the poverty alleviation program must be right on target means that the recipient is really in dire need because he is poor. Furthermore, the program can change the situation of the country which is given poverty alleviation programs to the vulnerable and the marginalized and also produces very good consequences for other aspects of favorable development (positive acceleration)[2].

Other research results criticizing Lotter's book give a conclusion that efforts to eradicate poverty must focus more on aid and more on institutions, policies and structural constraints. Both state and international policies are important. Even if there are social equality limits that we

can expect, there are good moral reasons to continue pushing forward, because we do not know how far the struggle for justice can work [3].

The definition of empowerment itself is the concern of many parties from various fields, disciplines and various approaches. Women's empowerment is an indicator of social change and priority of Sustainable Development Goals. According to reference [4] the concept of women's empowerment can be seen from three dimensions, namely Agency, Resources, and Achievements. Agency is a person's potential or ability to act in their life choices. Resources are the medium through which the agency is exercised. They are distributed through various institutions and relationships in a society. The term "achievements" refers to the potential that is realized or fails to be realized; that is, to the outcomes of people's efforts.

According to reference [5] empowerment is best seen as a process of "replacing the domination of circumstances and chance by domination of individuals over chance and circumstances. Reference [6] states that education does empower women in middle-income countries like Indonesia. Education can increase the bargaining power of women in their households because with the knowledge, skills, and resources to make life choices to improve their welfare..

Seeing the ability of women, it is appropriate for women whose bargaining position is still low to be empowered including women who receive the Family Hope Program.

Mayling Oey-Gardiner said that women tend to work in the informal sector or unprotected sectors. What can change the weakness of women's status is education. Education is meant not only formal but also non-formal education. Education is one of the main factors contributing to women's empowerment, as highlighted in the 'Gender Equality and Development Report 2012' (World Bank, 2011) in [7]. Education increases the overall access of individuals to life opportunities and is considered a key debate correlated with empowerment.

II. RESEARCH METHODS

The research method uses a qualitative approach with phenomenological methods. Researchers observed the phenomenon of the behavior of the poor who became the object of research. The poor referred to in this study are the daily lives of Beneficiary Families (KPM) conditional assistance in the Hope Family Program in Manado City. The informants who were taken in purpose were determined by two people from the Manado City Social Service, six beneficiaries and two companions. Data was collected using in-depth interview techniques, and observation. Data analysis uses interactive models from Miles and Hubberman. The process consists of data reduction activities, data presentation and drawing and drawing and verifying a conclusion. The validity of the data was carried out including credibility test (internal validity), transferability (external validity), dependability (reabikitas) and confirmability (objectivity).

III. RESULTS AND DISCUSSION

A. Mapping

The Family Hope Program since 2007 until now (2018) is determined by the central data from the Ministry of Social Affairs of the Republic of Indonesia which is adjusted to the State Budget (APBN) each year. Since the assistance of the Family Hope Program in Indonesia in 2007 to date it is clearly seen that this assistance is the government's flagship product for poverty eradication, from time to time in the implementation of the Family Hope Program there is an additional quota of the number of Beneficiary Families and expansion of the area for Program assistance Family Hope. In the following table, the number of beneficiaries of the Family Hope Program is the last 2 (two) years received by the Family of Beneficiaries of the Family Hope Program in Manado City.

Table 3.1. Jumlah Keluarga Penerima Manfaat (KPM) di Kota Manado

NO	NAME OF DISTRICTS	TOTAL MEMBER OF KPM 2016	JUMLAH KPM 2017
1	Malalayang	553	497
2	Sario	189	213
3	Wanea	636	1.109
4	Tikala	820	954
5	Paal 2	556	1.094
6	Wenang	200	384
7	Mapanget	1.160	1.323
8	Singkil	815	1.248
9	Tuminting	371	731

10	Bunaken	600	829
11	Bunaken Kepulauan	119	116
TOTAL		6.019	8.498

Sumber: Kantor UPPKH Dinas Sosial Kota Manado, 2017

The amount of conditional cash assistance for the Family Hope Program from 2007 to 2016 is not the same for every Beneficiary Family because the amount of assistance received is in accordance with the health and education components in each Beneficiary Family.

Table 3.2. Scheme Alteration of PKH Aid from year to year

Aid Scheme	Year 2007	Year 2013	Year 2015	Year 2016	Year 2017
Permanent aid	Rp.200.000,-	Rp.300.000,-	Rp.500.000,-	Rp.500.000,-	-
PKH aid component					
a. Pregnant /Childhood/infant	Rp.800.000,-	Rp.1.000.000,-	Rp.1.000.000	Rp.1.200.000,	-
b. Kid/Equivalent	Rp.400.000,-	Rp.500.000,-	Rp.450.000,-	Rp.450.000,-	-
c. Teens/Equivalent	Rp.800.000,-	Rp.1.000.000,-	Rp.750.000,-	Rp.750.000,-	-
d. Youth/Equivalent	-	- Equivalent	Rp.1.000.000	Rp.1.000.000,	-
e. Disability	-	-	-	Rp.3.600.000,	-
f. Grandparents >70 years old	-	-	-	Rp.2.400.000,	-
Minimal aid	Rp.600.000,-	Rp.800.000,-	Rp.950.000,-	Rp.950.000,-	Rp.1.900.000
Maximal aid	Rp.2.200.000,	Rp.2.800.000,-	Rp.3.700.000	Rp.9.900.000,	Rp.1.900.000

Data source: Dinas Sosial Kota Manado (UPPKH Kota Manado)

PKH assistance schemes change as the development of PKH implementation and assistance received is expected to bring change to Beneficiary Families, with the intervention of Beneficiary Families through PKH assistance is expected to increase purchasing power, while verification and compliance interventions in schools and posyandu are expected to have an impact on the quality of resources human. With the good quality of human resources, it is expected that the Beneficiary Families have the same future as the Indonesian population in general.

Based on the data of 2017 Beneficiary Families of 8,498. a relatively large number but it can be unfortunate that the distribution of aid can be said to have not been fully effective. Why is that, this is because data that is the basis for determining to be a target is relatively inaccurate. This means that the data is based on data taken from BPS. Data inaccuracies are found in both Exclusion Error and Inclusion

Error, so data validation and data verification are needed at least every six months. Inclusion Error is a non-poor family but there is a participant in the Family Hope Program while Exclusion Error is a poor family who is not registered as a participant in the Family Hope Program. Problems with existing data must be updated at any time because the data used so far has not always been static. This is because there is an increase in the number of beneficiaries through regional expansion because there are still poor people who have not received conditional cash assistance.

As time goes by, the implementation of the Family Hope Program in the city of Manado is inseparable from the problems of Data Inclusion Error and Exclusion Error so that a new concept is needed regarding the data collection mechanism carried out by the Central Statistics Agency (BPS) to minimize the occurrence of data inaccuracies. In addition, problems were also found regarding the use of aid that was not right on target after the distribution of aid. The results of observations and interviews found that there were still wrong targets in determining the beneficiaries. Why can this happen because there is a factor of inaccuracy in updating data from each village?. Another obstacle in verifying data is that officers do not collect data directly in the field but through village officials. There are irregularities when collecting data on poor people according to the criteria that have been established as a requirement for recipients of the Outcome Hope Program.

Reference [2] concludes in his research and recommends that to implement poverty alleviation programs must be right on target, meaning that the recipient is really in dire need because he is poor. So that the results of the program can really reduce poverty.

B. The Behavior of Beneficiary Families

The Recipient of the Family Hope Program is responsible for monitoring the beneficiary family members in the aspects of education and health. Educational indicators include several children from recipient families School attendance benefits are less than 85 percent. While the health indicators are still many families who have not conducted health checks at healthcare facilities. Observations show that the beneficiary families have not been able to regulate the financial resources for education and health. Most of them only allocate for food and drink needs. Education and health are important so that the government cares for the poor, their children who cannot access education facilities. Child education will improve the quality of human resources so that children can get out of poverty as experienced by their parents. Health is also important for the beneficiary family, especially if the mother is pregnant must pay attention to nutrition to the fetus. The facts show that according to the results of the interview, the money they received was deviant, there were those who gave less attention to the children who were in school, there were also those who gave less attention to the health of pregnant women or elderly family members.

Overlapping behavior in managing finances whose goal is to break the chain of poverty (through education) is not easily achieved. Children if not provided with adequate education, the quality will not be guaranteed. And the wrong thing is found through interview data, that a mother has not

been able to make a decision not to use the money outside of education and health needs. Sometimes the head of the household is more dominant to decide on the use of the funds.

A Lifestyle of Beneficiary Families in the Help of the Family Hope Program which is so difficult to get out of the family tradition or the old ways of life that are difficult to leave smoking habits, consumption of alcoholic beverages and a wasteful lifestyle. Family Program Assistance The hope they receive is only assuming that the children are diligent in going to school and visiting the health center to control the health of toddlers, then assistance will still be received when they remain committed, so that when the PKH assistance is distributed, the money that they should be able to save is spent for the fulfillment of daily needs for eating, drinking clothes instead of school uniforms, and other needs that have not been too urgent in the sense that as a Beneficiary Family cannot properly manage the available finances, there is no saving nature, prioritizing economic needs or lifestyle.

Afraid behavior towards the situation, lack of enthusiasm to get out of poverty because of their assumption that poverty is their destiny "indeed we have been poor for a long time, the important thing is to be able to eat and send children to know how to read. A small proportion of children beneficiary families The Family Hope Program that has dropped out of school is due to several factors including: / internal family / lazy factors, free promiscuity/child delinquency, child criminal behavior and the use of addictive substances such as Chabon glue and even consumption of liquor.

Looking at the behavior above, it is very necessary to provide continuous assistance to change the behavior of the Family of Beneficiaries of the Family Hope Program in the direction expected by the government. One solution is needed empowerment through adult education for women because as recipients and managers of assistance for families. The objective of empowerment is essential: "Empowerment aims to increase the power of disadvantage." Reference [8] explain empowerment can be done through three approaches, namely: 1) micro approach. Empowerment is carried out on individuals through guidance, counseling, crisis intervention. The main goal is to guide or train individuals in carrying out their daily tasks. This model is often referred to as a task-centered approach; 2) Mezzo closure. Empowerment is carried out on community groups, empowerment is carried out using a group approach as a medium of intervention. Education, training, group dynamics are usually used as a strategy to increase awareness, knowledge, skills, and attitudes of the group in order to have the ability to solve problems faced. 3) Macro approach. This approach is often referred to as a large-system strategy because the target of change is directed at a broad environmental system. Policy formulation, social planning, campaigning, social action, organizing and community development are some of the strategies in this approach. Researchers assume that if these women (PKH beneficiaries) are empowered by both the facilitator and the government or in collaboration with academics, the ability to manage PKH funds can be increased. Why is that, because women have several advantages as stated by Murniati in [9]:

1. Women's strength (opportunities that come from within)
2. The ability to listen and inform something that is adjusted to the action to respond to it (a good communicator)
3. Ability to pay attention and learn the results of actions
4. Ability to adjust actions to situations that embody wisdom.
5. The ability to meet conflicting ideas, so that they can find a reason to solve problems.
6. Able to tolerate
7. The ability to think long in making judgments because it takes into account reason and taste (intuition)
8. Realistic problem-solving ability, not long-winded
9. The ability to love and nurture, because it is rich in intuition.
10. Women's opportunities (opportunities that come from outside the person)

Growing public awareness about the role of women's economy, which means they want to respect and provide opportunities for women to develop personally.

More and more women are aware of their potential, so women leaders appear in various fields

The opening of opportunities for women to increase their knowledge through education.

There is a broader collaboration for women's development, so women are more confident that they are not alone.

IV CONCLUSION

The Purpose of the Family Program Hope is very noble because it is to change the status of poor families into non-poor families through the education of children and the health of mothers and children. The effectiveness of the implementation of this program depends on the implementer by setting the target appropriately so that the assistance can be felt by poor families according to the required criteria. The right data will have a positive impact on the success of

the program not only in terms of output but also on outcomes. The behavior of recipient family members needs to be changed through empowerment so that they realize that their current status needs to be changed to become independent so that it does not depend on financial assistance from the government. Resigned behavior to the situation must be abandoned and the behavior to get out of poverty must be increased.

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