

Implementation of Community Welfare Improvement Policy through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency

ABSTRACT

Poverty is a complex social problem that continues to be a concern, especially in developing countries such as Indonesia. This study aims to determine the implementation of the policy to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency. This research was conducted in Tibawa Sub-district of Gorontalo Regency with the main locus at the Social Service Office of Gorontalo Regency. The method and approach used in this research is qualitative. Data collection was conducted using interview, observation, and documentation study techniques. Data analysis techniques in this study were carried out by data reduction, data presentation and conclusion drawing/verification. The results of the study that 1) The communication aspect has not been running optimally because there are still inconsistencies in the terms and conditions of the recipients of the Family Hope Programme which are not in accordance with the requirements of the Permensos No. 1 of 2018 concerning the Family Hope Programme and the Guidebook for the Implementation of the Family Hope Programme for 2021-2024; 2) The resource aspect has not been running optimally because the companion officers have not been adequate in quantity and quality, there are still people using the Family Hope Program funds that are not in accordance with their designation, the equipment used by the assistants is still mostly privately owned; 3) The disposition aspect has been running well because the parties involved show positive attitudes and behaviour, enthusiasm, and enthusiasm in carrying out their duties; 4) The bureaucratic structure aspect has not been running optimally because the implementation of fragmentation as an effort to spread responsibility for Family Hope Program activities or activities has not been strengthened by coordination between implementers in terms of uniformity and consistency of Beneficiary Group data.

Keywords: [Policy Implementation; Family Hope Programme; Tibawa Sub-district]

1. INTRODUCTION

[Poverty is a complex social problem that continues to be a concern, especially in developing countries such as Indonesia. As a relevant issue, the study of poverty attracts the attention of various groups, both academics and practitioners. Various theories, concepts, and approaches continue to be developed to understand the root causes of poverty (Suharto,

2009). In Indonesia, poverty is a strategic issue that requires continuous attention to find effective solutions.

Welfare is the main goal of every family, which includes the ability to fulfil basic needs in a decent, healthy and productive manner. However, data from the Central Statistics Agency in 2020 shows that 10.19% of Indonesia's population, or around 27.55 million people, still live below the poverty line. Most of these poor people are located in rural areas, with their main livelihood in the agricultural sector. Factors that influence family welfare include socio-economic conditions, the structure of economic activities, regional potential, and institutions that support economic and production activities (Iskandar et al., 2010).

Community empowerment is one approach to overcoming poverty. The concept of empowerment includes two main trends: (1) the granting or transferring of power, capabilities, and strength to the community to increase their confidence and independence, and (2) the process of motivation through dialogue to encourage individuals to make their life choices (Hikmat, 2001). These two processes are interrelated and necessary to create significant change.

Poverty not only involves the economic inability to fulfil basic needs such as clothing, food, and shelter, but also includes a lack of access to education, health, technology, and information. Therefore, the government has a responsibility as mandated in the Preamble of the 1945 Constitution to promote the general welfare and intellectual life of the nation.

One of the government's efforts in overcoming poverty is through the Family Hope Programme. This programme was launched in 2007 as a collaboration between the National Development Planning Agency and the World Bank. The Family Hope Programme is designed to break the chain of intergenerational poverty by providing conditional assistance to poor families, especially pregnant women, school children, the elderly, and people with disabilities (PKH Guidelines, 2021). Since its introduction, the Family Hope Programme has evolved into a national programme covering all provinces in Indonesia.

Tibawa Sub-district, Gorontalo Regency, is one of the areas identified as having a high poverty rate. Based on data from the Central Statistics Agency in 2021, there are 2,673 families in Tibawa Sub-district who are registered as PKH beneficiaries. However, the implementation of this programme faces various challenges, such as data validity issues, coordination between agencies, and limited supporting resources.

The context of policy implementation, based on Edward III's theory, identifies four main variables that influence policy success: communication, resources, implementer disposition, and bureaucratic structure (Lelangona et al., 2024). Based on initial observations, the implementation of the Family Hope Programme in Tibawa Sub-district shows a number of problems in these four aspects. For example, there is no consistency in the requirements for beneficiaries, the workload of assistants is too high, there is limited supporting equipment, a lack of commitment from implementers, and weak coordination between agencies.

Given the relevance of these problems, this study aims to analyse the implementation of policies to improve community welfare through PKH in Kecamatan Tibawa using the Edward III theoretical framework. This analysis is expected to provide a comprehensive picture of the constraints and opportunities in the implementation of the programme, so that it can be used as evaluation material to improve the effectiveness of PKH. Based on the explanation above, this research will examine 'Policy Implementation of Improving Community Welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency.']

2. MATERIAL AND METHODS

[2.1 Place and Time of Research

This research was conducted in Tibawa Sub-district, Gorontalo Regency with the main locus at the Social Service Office, Gorontalo Regency. The research was conducted for 5 (five) months.

Research Approach, Type, and Procedure

The approach used in this research is qualitative research. The type of research is descriptive qualitative, one type of research that is widely used in research that aims to explain an event. This type of descriptive qualitative research is a problem formulation that guides researchers to explore or portray the social situation to be studied thoroughly, broadly and deeply. Descriptive research is the right method because by using this method researchers can describe in detail about the Implementation of Policies to Improve Community Welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency. The qualitative descriptive research procedure of this research consists of 1) Problem Identification, 2) Determination of Research Objectives, 3) Data Collection, 4) Development of Research Instruments, 5) Data Analysis, 6) Triangulation, and 7) Reporting Results. Reporting Results.

2.1 Data and Data Sources

The data sources in this study consist of two sources, namely primary data and secondary data. Primary data is data obtained directly from the respondent or object under study or has something to do with the object under study. The data can be obtained directly from the personnel under study or can also come from the field. In this case, the data is obtained by interviewing people who are authorised to answer the issue of Policy Implementation for Improving Community Welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency. Secondary data is data obtained from agency reports, supporting data related to research problems, and other sources through books, theories, journals, thesis research results, and others.

2.3 Data Collection Technique

Data collection techniques are carried out by means of observation, interviews and document studies. Observation is carried out by looking directly at the research location about the conditions and phenomena that occur in the field related to the implementation of the Family Hope Programme. during the observation, interviews will be conducted with parties who have a direct relationship with the Family Hope Programme, both from the government and the community. In-depth interviews to collect data on information about the Implementation of Policies to Improve Community Welfare through the Family Hope Programme in Gorontalo Regency. Document study or literature study is a search for data regarding records, documents, transcripts, books, newspapers, magazines, meeting minutes or agendas. These data are expected to be able to enrich theories, opinions and thoughts related to the impact of the implementation of the Community Welfare Improvement Policy through the Family Hope Programme on the Beneficiary Group.

2.3 Data Analysis Technique

The data analysis technique used by researchers is an interactive model (Miles et al., 2014) with component stages, namely Data Reduction, Data Presentation and Conclusion Drawing. Data reduction refers to the process of selecting, focusing, simplifying, abstracting, and transforming data that approaches the entire section of written field notes, interview transcripts, documents and empirical materials. Data presentation is an organisation, unification, and information that is concluded. Drawing conclusions here is carried out by researchers from the beginning of researchers collecting data such as looking for

understanding that does not have a pattern, noting the regularity of explanations, and causal flow, which in the final stage is concluded from all the data obtained by researchers.]

3. RESULTS AND DISCUSSION

[The results of the research on the Policy to Improve Community Welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency are presented below.

3.1 Communication

Communication is the process of conveying the policy of improving community welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency to policy actors so that policy actors can know what to prepare and do to carry out the policy, so that the goals and objectives of the policy can be achieved as expected. The research findings that the communication aspect in the implementation of the policy to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency has not run optimally. This is because there are still inconsistencies in the terms and conditions of the recipients of the Family Hope Programme, which are not in accordance with the policy requirements of Permensos No. 1 of 2018 concerning the Family Hope Programme and the Guidebook for the Implementation of the Family Hope Programme for 2021-2024.

The research findings above, when associated with Edward III's theory (Lelangona et al., 2024), show that the communication process plays an important role in determining the success of achieving goals. Thus, it can be concluded that communication in the implementation of policies to improve community welfare through the Family Hope Programme (PKH) has not run optimally, which has the potential to hinder the achievement of the programme's objectives in Tibawa Sub-district, Gorontalo Regency. Therefore, a smooth communication process is necessary so that policy makers and implementers can be more consistent in implementing every plan that has been prepared. The communication process to the beneficiary families of the Family Hope Programme plays an important role in the successful implementation of the policy.

Communication plays an important role in building commitment among policy implementation actors. Effective communication channels are needed to convey roles, responsibilities, and expectations to implementers. In addition, feedback in communication serves to help adjust policies to better suit field conditions. A policy cannot be implemented properly if there is no smooth communication between decision makers and implementers, as well as among the implementers themselves (Mubarok, 2020).

The transmission dimension in the communication process in the implementation of policies to improve community welfare through the Family Hope Program in Tibawa District, Gorontalo Regency is manifested through the delivery of the Minister of Social Affairs Regulation No. 1 of 2018 concerning the Family Hope Program and the Guidebook for the Implementation of the Family Hope Program for 2021-2024 which is conveyed to policy implementors, such as Family Hope Program assistants and also conveyed to policy target groups, as well as other interested parties either directly or indirectly. Chasanah, et al. (2021) argues that the success of the Family Hope Program is determined by the transmission of information, communication between policy makers and policy implementers is carried out through coordination meetings, in addition to communication established through coordination meetings, Family Hope Program assistants also coordinate in the form of socialisation related to the delivery of the Family Hope Program which is carried out in sub-districts or at the homes of willing residents. With this, the communication established from the Minister of Social Affairs to the Beneficiary Families can run well.

The dimension of clarity in the communication process in the implementation of policies to improve community welfare through the Family Hope Program in Tibawa District, Gorontalo Regency is manifested through the clarity of the Permensos No. 1 of 2018 concerning the Family Hope Program and the Guidebook for the Implementation of the Family Hope Program for 2021-2024 which is transmitted to the implementers, namely the Family Hope Program assistants and the target group, namely the Beneficiary Family Community, so that they know what the intent, purpose, objectives, and substance of the existing policies are. Chasanah, et al (2021) stated that the Family Hope Programme coordinator has provided clarity in the delivery of communication to the Family Hope Programme assistants.

The consistency dimension in the communication process in the implementation of policies to improve community welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency is not optimal. This is evidenced by the inconsistency of the terms and conditions of the Family Hope Program recipients, which are not in accordance with the policy requirements of Permensos No. 1 of 2018 concerning the Family Hope Program and the Guidebook for the Implementation of the Family Hope Program for 2021-2024. Chasanah, et al (2021) state that the directions given by both the ministry of social affairs, social services, the coordinator of the family hope program and the family hope program assistants are sought to be consistent so that they can support the success of the programme.

Inconsistencies in the terms and conditions of Family Hope Programme recipients require serious efforts to improve communication consistency to ensure that Family Hope Programme data remains accurate and reliable. Efforts that can be made include regular field verification to ensure data conformity with real conditions, regular data validation to detect and correct errors, and cross-checking data with other sources, such as population data. In addition, it is necessary to develop an integrated data collection system by utilising a centralised information system to manage Family Hope Program data and information more efficiently and effectively.

3.2 Resources

Resources in the context of the implementation of the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency, refer to everything that is needed to run this programme effectively and efficiently. These resources include human resources, financial resources, and equipment resources. Based on the research results, it is known that the aspects of human resources, financial resources, and equipment resources to support the implementation of policies to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency are not yet optimal. This is because the assistants have not been able to oversee the use of the programme funds, where there are still people who use the Family Hope Programme funds that are not in accordance with their allocation, and the equipment used by the assistants is still mostly private property.

Based on the results of the study, it is considered that the allocation of resources is not in accordance with Edward III's theory, where the success of the policy implementation process is highly dependent on the ability to utilise available resources (Khasanah, 2018). Londah et al, (2018) asserted that resources have an important role in policy implementation. The resources referred to here are related to all sources that can be used to support the success of policy implementation. In an effort to increase the success of the Family Hope Programme in Tibawa District, Gorontalo Regency in an effort to alleviate poverty in the community, it should be supported by adequate human, financial and facility resources.

Based on Van Meter & Van Horn's theory, adequate resources are an important condition for successful policy implementation (Hartawan & Kosasih, 2023). Resource capacity must be in accordance with the demands of the implemented policy. If resource needs are not met, the policy of improving community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency will not run as expected, even though the planning and policy objectives are very good. Apart from financial resources, organisational capacity and political support also play a role in determining the success of policy implementation.

3.3 Disposition

Disposition in the implementation of policies to improve community welfare through the Family Hope Program in Tibawa Sub-district, Gorontalo Regency is the attitude of implementers in this context referring to the behaviour, actions, and commitment of individuals directly involved in the implementation of the program at the sub-district level. Based on the research results, the disposition or attitude aspect of implementers in policy implementation has gone well. The role of the Gorontalo Regency Social Service, the Tibawa Sub-District Head, and the Family Hope Program assistants as the parties directly involved in the implementation of the Family Hope Program at the sub-district level have shown positive attitudes and behaviour, enthusiasm, and enthusiasm in carrying out their duties.

Based on Edward III's theory that the attitude of implementers determines the success of policy implementation. Disposition concerns the willingness of implementers to carry out these public policies. Proficiency alone is insufficient, without the willingness and commitment to implement the policy (Londah, et al, 2018). The behavioural tendencies or characteristics of policy implementers play an important role in realising the implementation of policies to improve community welfare through the Family Hope Program in Tibawa District, Gorontalo Regency in accordance with the objectives or targets. Important characters that must be owned by policy implementers such as honesty and high commitment. Honesty directs the implementor to stay within the expectations of the programme that has been outlined, while the high commitment of policy implementers will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities in accordance with established regulations.

Mazmanian & Sabatier's theory emphasises that policy implementers must have a commitment and attitude that supports the policy. The success of policy implementation depends on political and administrative support, implementers must believe that the policy is politically important and supported by relevant authorities (Mubarok, 2020). If implementers feel that the policy benefits them personally or at least does not hinder their interests, they will be more likely to implement it with full commitment. The importance of consensus between various implementing actors to achieve success in the implementation of policies to improve community welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency.

Grindle suggests focusing on how implementers' attitudes are influenced by political and bureaucratic dynamics. Policy implementers are often influenced not only by the policy itself, but also by their interaction with the existing political, organisational and social pressure environment. The willingness and willingness of implementers to implement policies is highly dependent on the political support received by the policy where if the policy is supported by political leaders or parties in power, implementers tend to be more cooperative in implementing the policy. If there are attractive incentives or clear sanctions, implementers will be more motivated to carry out the policy seriously (Mubarok, 2020).

Van Meter & Van Horn's theory emphasises the importance of implementer disposition in the policy implementation model. Implementers' attitudes towards policies are determined by their perceptions of the compatibility of policies with personal values and organisational goals where implementers who feel that policies are in line with their personal values or organisational interests tend to implement these policies well. If implementers do not clearly understand the objectives and content of the policy, this can lead to resistance or half-hearted implementation. If implementers feel that the role expected of them is too heavy or unrealistic, then they will be less committed to the policy (Hartawan & Kosasih, 2023). Based on the research results, it is known that the willingness and ability of implementers to implement the policy of improving community welfare through the Family Hope Programme in Tibawa District, Gorontalo Regency is strongly influenced by their attitudes and dispositions towards the policy.

According to the researcher, to strengthen the disposition or enthusiastic attitude of the implementers in the implementation of the Family Hope Programme in Tibawa District, Gorontalo Regency, several strategic steps are needed. The Gorontalo District Government made efforts to increase the motivation and welfare of implementers by providing tangible rewards and appreciation for the good performance of the implementers. Recognition of their contributions will increase work motivation. Training and development through regular training needs to be done to increase the capacity and competence of the implementers. This training can include communication techniques, time management, and an in-depth understanding of the Family Hope Programme. Adequate work facilities should be provided to implementers, such as stationery, transport, and internet access. In addition, welfare guarantees are provided in the form of decent salaries, allowances, and adequate health facilities.

3.4 Bureaucratic Structure

The bureaucratic structure in the implementation of the Family Hope Program in Tibawa Sub-district, Gorontalo Regency refers to the organisational structure and the division of tasks and responsibilities in running the program. This structure determines how each related party interacts and contributes to achieving the objectives of the Family Hope Programme, namely improving family welfare. Based on the research results, the bureaucratic structure aspect in the implementation of the policy to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency has not run optimally. This is because the implementation of fragmentation as an effort to spread responsibility for the activities of the Family Hope Programme has not been strengthened by coordination between implementers in terms of uniformity and consistency of Beneficiary Family data.

Based on Edward III's theory that although the resources to implement a policy are sufficient and implementors know what and how to do it, and have the desire to do it, policy implementation may still be ineffective due to the inefficiency of the bureaucratic structure (Lelangona et al, 2024). There are two main characteristics of bureaucracy, namely Standard Operating Procedures and fragmentation. The lack of optimisation of these two characteristics will hinder the success of policy implementation. Mazmanian & Sabatier's theory states the importance of organisational structure in the top-down approach to policy implementation. Policies made at the central level are often difficult to implement at the local level without adequate adjustment, especially if the bureaucratic structure is inflexible (Mubarok, 2020).

The results of this study show that the role of Standard Operating Procedures as stipulated in the Guidebook for the Implementation of the Family Hope Programme for 2021-2024 serves as a guideline or rule of the game in the implementation of the Family Hope

Programme. This Standard Operating Procedure regulates every step that must be taken by each party, from the data collection process to monitoring and evaluation. Based on Lelangona et al, (2024) that the implementation of the bureaucratic structure in the implementation of the Family Hope Programme has been optimally carried out by the Program implementers, and has been in accordance with the procedures contained in the guidebook. The procedures or rules that exist in the implementation of the Family Hope Programme do not only apply to the implementers but also apply to the Beneficiary Families of the Family Hope Programme. The existing Standard Operating Procedures enable implementers to utilise the time available and uniform the actions of officials in implementing the policy.

Based on the results of the research, the implementation of fragmentation as an effort to spread the responsibility for the activities of the Family Hope Programme has not been strengthened by coordination between implementers in terms of uniformity and consistency of Beneficiary Family data. Fragmentation in the implementation of the Family Hope Programme is the division of responsibility for programme activities into separate parts. This division of responsibilities can be between different levels of government (central, provincial, district/city), related institutions (such as the Ministry of Social Affairs, the Social Affairs Office, and others), or even between field officers in one area. The main problem that arises from this fragmentation is the lack of coordination between implementers in terms of uniformity and consistency of beneficiary family data, which can lead to errors in decision-making, aid distribution, and programme evaluation.

This issue is very urgent considering Edward III's theory states that emphasising fragmentation is the distribution of responsibility for a policy to several different bodies, thus requiring coordination (Lelangona, et al., 2024). A fragmented bureaucratic structure can increase communication failures, because the opportunity for instructions to be distorted is very large. The more distorted the policy implementation, the more intensive coordination is required. Therefore, strengthening coordination between implementers in terms of uniformity and consistency of Beneficiary Family data requires several strategic steps through strengthening coordination between institutions by forming a coordination forum involving all relevant parties, such as the Ministry of Social Affairs, the Social Service, and other institutions. Regular meetings need to be held in order to discuss the development of Beneficiary Family data, obstacles faced, and solutions to be taken, as well as establishing a monitoring mechanism for data quality and compliance with established standards. With regular meetings, it is hoped that coordination between implementers in terms of uniformity and consistency of data on Beneficiary Families in Kecamatan Tibawa Kabupaten Gorontalo can be strengthened.]

4. CONCLUSION

[Based on the research results, the following conclusions can be drawn.

1. The communication aspect in the implementation of the policy to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency has not run optimally. This is because there is no consistency in the terms and conditions applied to recipients of the Family Hope Programme, with the policies stipulated in Permensos No. 1/2018 concerning the Family Hope Programme and the Guidebook for the Implementation of the Family Hope Programme for 2021-2024.
2. The aspects of human resources, financial resources, and equipment resources in the implementation of policies to improve community welfare through the Family Hope

Programme in Tibawa District, Gorontalo Regency have not run optimally. Where the existence of companion officers is considered inadequate in quantity and quality, the facilities and infrastructure used by the companion are private property, and the use of family hope programme funds that are not in accordance with their allocation by the community.

3. The disposition aspect or the attitude of the implementers in the implementation of the Family Hope policy in Tibawa Sub-district, Gorontalo Regency has been running well. The Gorontalo District Social Office, Tibawa Sub-District Head, and the Family Hope Program assistants as the parties directly involved in the implementation of the program have shown positive attitudes and behaviours, enthusiasm, and enthusiasm in carrying out their duties.
4. The aspect of bureaucratic structure in the implementation of the policy to improve community welfare through the Family Hope Programme in Tibawa Sub-district, Gorontalo Regency has not run optimally. The implementation of fragmentation as an effort to spread the responsibility of the Family Hope Programme activities has not been well coordinated between implementers, especially in the uniformity and consistency of Beneficiary Group data.]

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