

## **Evaluation of the Impact of the Program Keluarga Harapan Through Pertemuan Peningkatan Kemampuan Keluargas**

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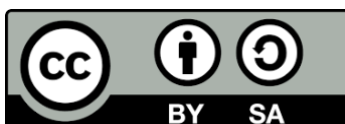
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### **Abstract**

The study aims to evaluate the impact of the Program Keluarga Harapan (PKH) through Family Development Session (FDS/P2K2) in Kubu Raya Regency, present a relevant and significant area of research. This poverty alleviation initiative is expected to contribute to efforts in reducing poverty rates and improving the capabilities of low income families. The initial problems identified include changes in the mindset and behavior of beneficiaries in accessing health and education services before and after participating the PKH program, limited participation of beneficiaries in fulfilling their obligations to attend Family Development Session (FDS/P2K2), the tendency of beneficiaries to use PKH assistance primarily for consumptive needs and to remain dependent on the assistance, also the emerging impacts of P2K2 implementation in Kubu Raya Regency. The writing of this thesis aims to determine the impact of P2K2 on changes the mindset and behavior of beneficiaries through P2K2 in Kubu Raya Regency. Data were obtained through interviews conducted with various predetermined subjects, namely PKH beneficiaries, PKH social assistants, social assistance coordinators, and the head of the Social Service Office of Kubu Raya Regency. The results of this study indicate that the impact of P2K2 requires further optimization to ensure that beneficiaries can consistently access health and education services. Beneficiaries attendance in P2K2 activities is generally satisfactory; however, participation of elderly beneficiaries remains low and requires improvement. Beneficiaries remain dependent on PKH assistance; therefore, training and empowerment programs are necessary to promote self reliance. In the short term, the impact of PKH is primarily limited to fulfilling consumptive needs, whereas medium and long-term impacts require sustained efforts through the collaboration of all PKH implementing stakeholders in Kubu Raya Regency.

**Keywords:** Impact Evaluation, Program Keluarga Harapan (PKH), Cognitive and Behavioral Transformation



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## INTRODUCTION

Poverty alleviation is an urgent agenda and a top priority for development policies in Indonesia and globally. The Indonesian government is responding to this challenge through the Program Keluarga Harapan (PKH), a conditional social assistance scheme that has aimed to structurally break the cycle of poverty since 2007. The main objective of PKH is not only to reduce the burden of expenditure on Keluarga Penerima Manfaat (KPM), but also to encourage behavioral changes in accessing health and education services. This program is crucial for ensuring that the poor have access to basic resources to achieve sustainable economic empowerment.

The national implementation of the Program Keluarga Harapan (PKH) has demonstrated success in reducing poverty, as reflected in Kubu Raya Regency, which saw a decline in the percentage of the poor population from 4.42% in 2020 to 4.08% in 2024. However, structural challenges to achieving beneficiary independence remain significant. Data shows that the independent graduation rate in Kubu Raya is very low, reaching only 0.39% of the total 17,518 beneficiary zbeneficiaries as of September 2024, far below the ideal target of 10%. This gap indicates that cash transfers alone are insufficient to comprehensively and sustainably transform the socio-economic status of beneficiaries.

The need for in-depth evaluation of program effectiveness is becoming increasingly urgent. According to William N. Dunn (2003), policy evaluations should be assessed based on six criteria, including effectiveness, adequacy, and responsiveness, which measure the extent to which program outcomes meet the underlying needs. In line with this, Jonathan Morduch's (1999) study of microfinance also highlights the persistent tension between a program's financial sustainability and achieving real social impact. This concept emphasizes that long-term social programs require evidence-based impact evaluation to ensure the sustainability of benefits beyond subsidies.

A literature review shows that previous studies, such as those conducted by Rima Eliza (2019), tend to focus on the general impact of PKH on the economic well-being of beneficiaries. However, these studies are limited by the lack of attention to mechanisms designed for non-economic behavioral change, namely the Pertemuan Peningkatan Kemampuan Keluarga (P2K2). Identification of specific gaps (The Gap) indicates that the effectiveness of P2K2 is threatened by low beneficiary participation, which is only around 30.95% in Kubu Raya, and is exacerbated by the dominant level of education of beneficiaries, where 67.04% have not/have not attended school.

This study aims to analyze the impact of the Program Keluarga Harapan (PKH) on changing the mindset and behavior of beneficiaries through the implementation of P2K2 in Kubu Raya Regency. The novelty of this study lies in its in-depth exploration of the dynamics of P2K2, taking into account unique structural factors such as low educational background and diverse geographic conditions. This study will fill a gap in the literature by evaluating the short- and long-term impacts of P2K2 on achieving beneficiary independence. The results are expected to provide more adaptive and targeted policy recommendations for empowerment-based poverty alleviation programs.

## RESEARCH METHODS

This study is a qualitative evaluation, using an impact research design with comparisons with vs without comparisons, focusing on the impact of the Program Keluarga Harapan (PKH) on the Independence of Beneficiaries in Kubu Raya Regency. The research subjects were determined purposively, consisting of 9 PKH beneficiaries, 1 PKH beneficiary who had graduated independently, 5 Social Assistants, 1 PKH Social Assistant District Coordinator, and 1 Head of the Kubu Raya Regency Social Service. Data were collected through interviews, observations, and documentation. The data analysis technique used qualitative analysis which

included the stages of Reduction, Presentation, and Verification, and data validity testing was carried out by source triangulation.

## RESULT AND DISCUSSION

The object of the study is Kubu Raya Regency, the youngest regency in West Kalimantan Province, newly established in 2007. Geographically, its relatively flat area has a total area of 6,985.24 km<sup>2</sup> and is administratively divided into 9 sub-districts and 123 villages. Demographic aspects show that in mid-2024, Kubu Raya was inhabited by 649,870 people with a density of 76 people/km<sup>2</sup>. This population is dominated by the productive age population (15-64 years) at 68.77%, which contributes to the dependency ratio of 45.41% with a decreasing trend in the dependency ratio from year to year. In the employment sector, the Tingkat Partisipasi Angkatan Kerja (TPAK) was 65.83%, with the service sector being the largest absorber of labor (42.16%), while the percentage of poor people in Kubu Raya Regency in March 2024 was recorded at 4.08%.

The Pertemuan Peningkatan Kemampuan Keluarga (P2K2) within the Program Keluarga Harapan (PKH) has been shown to increase the independence of beneficiaries in Kubu Raya Regency. Data shows a decrease in the number of beneficiaries in deciles 1–4 from 17,918 (2019) to 17,518 (2024), with a more even distribution in deciles 3 and 4, indicating improved welfare. P2K2, which focuses on childcare, health, nutrition, financial management, and stunting, has also encouraged changes in beneficiary behavior in accessing education and health services. This aligns with Notoatmodjo's (2014) theory of six levels of knowledge, where increased understanding results in changes in attitudes, mindsets, and social behavior.

**Table 1.** Decile Categories of PKH Beneficiaries in Kubu Raya Regency

| No           | Subdistrict          | 2019 (Desil 1–4) | 2024 (Desil 1–4) |
|--------------|----------------------|------------------|------------------|
| 1            | Sungai Raya          | 4.897            | 4.837            |
| 2            | Sungai Kakap         | 6.913            | 6.812            |
| 3            | Teluk Pakedai        | 2.134            | 2.092            |
| 4            | Rasau Jaya           | 1.960            | 1.930            |
| 5            | Kubu                 | 2.735            | 2.702            |
| 6            | Batu Ampar           | 3.180            | 3.045            |
| 7            | Terentang            | 2.728            | 2.699            |
| 8            | Sungai Ambawang      | 4.468            | 4.293            |
| 9            | Kuala Mandor B       | 3.912            | 3.827            |
| <b>Total</b> | <b>All Districts</b> | <b>32.927</b>    | <b>32.237</b>    |

**Sumber:** Dinas Sosial Kabupaten Kubu Raya, 2019 & 2024

The Program Keluarga Harapan (PKH) through its P2K2 activities has been proven to increase beneficiary awareness in Kubu Raya Regency. While in 2019 the average commitment to education was only 61.48% and health 61.93%, by 2024, the figures had significantly increased to 92.86% for education and 91.91% for health. This indicates a behavioral shift toward independence, marked by compliance with access to basic services. Key success factors are social assistance, family empowerment, and the beneficiary's willingness to transform.

**Table 2.** Percentage of Beneficiary Attendance Commitment at Health Facilities and Educational Facilities in Kubu Raya Regency

| Year | Total KPM | Education Commitment | Health Commitment |
|------|-----------|----------------------|-------------------|
| 2019 | 17.918    | 61,48%               | 61,93%            |
| 2024 | 17.518    | 92,86%               | 91,91%            |

**Sumber:** Dinas Sosial Kabupaten Kubu Raya, 2019 & 2024

The implementation of Pertemuan Peningkatan Kemampuan Keluargas (P2K2) within the Program Keluarga Harapan (PKH) in Kubu Raya Regency plays a crucial role in fostering awareness and compliance among beneficiaries. P2K2 serves as an educational tool to encourage changes in mindset and behavior, particularly in access to education and healthcare. Data shows that the participation rate of Keluarga Penerima Manfaat remains low. In 2019, attendance was recorded at 30.26%, while in 2024, it increased to 46.99%. Although not yet optimal, this increase demonstrates the positive impact of PKH social assistance. Active participation in P2K2 is crucial for the program's success in guiding families towards independence and prosperity.

**Table 3.** Recapitulation of Attendance at Group Meetings/P2K2 KPM in Kubu Raya Regency in 2019

| Year | Total KPM | Attendance Percentage |
|------|-----------|-----------------------|
| 2019 | 17.518    | 30,26%                |
| 2024 | 17.518    | 46,99%                |

**Sumber:** Dinas Sosial Kabupaten Kubu Raya, 2019 & 2024

The Program Keluarga Harapan (PKH) in Kubu Raya Regency has proven to be helpful in alleviating the economic burden on poor families through cash assistance, but there is still a tendency to rely on consumer spending. Interviews indicate that the majority of funds are used for children's education and basic needs, although some have begun using them as capital for small businesses. Social workers play a crucial role through education on financial management and business planning to make assistance more productive. Challenges arise from limited local government support for training and business capital, although the PENA program from the Ministry of Social Affairs is available, although participation is low (only 5 KPM in 2024). Going forward, cross-sector synergy, skills training, and access to credit are needed to ensure that PKH is not merely for consumption but also encourages economic independence and independent graduation.

**Table 4.** Summary of Independent Graduate PKH Beneficiaries in Kubu Raya Regency 2020-2024

| Year | Jumlah KPM Graduasi Mandiri |
|------|-----------------------------|
| 2020 | 56                          |
| 2021 | 88                          |
| 2022 | 83                          |
| 2023 | 81                          |
| 2024 | 92                          |

**Sumber :** Implementation Report PKH Kab. Kubu Raya, Desember 2024

The implementation of the Program Keluarga Harapan (PKH) in Kubu Raya Regency, particularly through the Pertemuan Peningkatan Kemampuan Keluargas (P2K2), has had a positive impact on changing the mindsets and behaviors of beneficiaries. The P2K2 modules cover education, health, nutrition, financial management, and child protection, fostering a new awareness. Many families have begun to utilize the assistance productively, including starting small businesses as a step towards independence. The short-term impact is reduced expenses, while the medium-term impact is seen in increased school enrollment and increased access to healthcare. However, the achievement of independent graduation remains low: in 2024, only 92 Keluarga Penerima Manfaat (KPM) graduated, far from the target of approximately 750 people based on the number of PKH facilitators (75). This highlights the need for strengthened mentoring, skills training, and local government support to achieve sustainable independence.

The Program Keluarga Harapan (PKH) in Kubu Raya Regency has demonstrated a positive impact on behavioral changes in beneficiaries, particularly in increasing school

attendance and access to healthcare for pregnant women, toddlers, and low-income families. These findings align with Notoatmodjo's (2014) theory on behavioral change through education and social intervention, as well as Suharto's (2010) concept of community empowerment, which emphasizes the importance of family independence. The implementation of Pertemuan Peningkatan Kemampuan Keluargas (P2K2) has been shown to improve the knowledge, motivation, and skills of beneficiaries, although dependence on cash assistance and low independent graduation rates remain. This is in line with research by Budiarti & Pramono (2022) and Rima (2019), which confirms that PKH can improve access to education and healthcare, but requires strengthening economic skills training. Therefore, Dunn's (2003) theory of public policy evaluation is relevant for assessing program effectiveness, while emphasizing the need for cross-sector synergy to support family independence.

## CONCLUSIONS

The Program Keluarga Harapan (PKH) in Kubu Raya Regency has been proven to improve the welfare of poor families by increasing school attendance (above 85%) and access to healthcare services such as integrated health posts (Posyandu) and medically assisted deliveries. Recipient participation in P2K2 meetings is quite good, although elderly attendance remains low (54.21% of total Keluarga Penerima Manfaat). However, dependence on cash assistance remains high, and the independent graduation rate has not yet reached the target of 10% per year. Some beneficiaries have begun to use the assistance as capital for small businesses, but strengthening skills training and economic empowerment is urgently needed. Therefore, it is recommended that social workers, together with the local government, strengthen beneficiary commitment, provide rewards and punishments, expand training programs, and set periodic graduation targets to achieve independent, prosperous families without dependence on assistance.

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