



Evaluation of The Social Family's Hope Program (PKH): In Argasunya Village, Harjamukti District Cirebon City

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ABSTRACT

The Ministry of Social Affairs of Indonesia launched the Family Hope Program (PKH), a conditional cash transfer aimed at improving the welfare of vulnerable groups. This study evaluates PKH implementation in Argasunya Village, Harjamukti Subdistrict, Cirebon City, due to mismatches between recipients and actual field conditions. Using a descriptive qualitative method, data were collected through participatory observation and literature review. Analysis refers to William N. Dunn's Evaluation Theory, covering six indicators: Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Accuracy. Findings show that PKH implementation remains suboptimal due to limited public understanding, non-compliance among beneficiaries, and data discrepancies. Facilitators address these issues through persuasive efforts and staged reporting to the Social Service Office, the Mayor, and the Ministry.

INTRODUCTION

The high population density in Indonesia is a factor that exacerbates social issues, particularly in terms of poverty. Poverty is one of the social issues that is constantly being studied and is a major focus of the central and regional governments. High poverty rates are considered to hinder the pace of development and progress of the country (Nurrohmah & Rahaju, 2019). Poverty has significant multiplier effects on all aspects of social life, often serving as the root cause of various other social problems (Nurrohmah & Rahaju, 2019). The government is responsible for efforts to improve the welfare of the community, one of which is through poverty alleviation with effective social assistance programs as a strategy to improve the standard of living and welfare of the community.

The Indonesian Ministry of Social Affairs responded to this issue by launching a social assistance program called the Social Family's Hope Program (PKH), which aims to improve the standard of living of vulnerable groups (Edu & Rohman, 2019). This program is under the auspices of the Ministry of Social Affairs in accordance with the Minister of Social Affairs Regulation (PERMENSOS) No. 01 of 2018 concerning the Social Family's Hope Program (PERMENSOS NUMBER 1 OF 2018, 2025). This program is a conditional social assistance program for verified low-income families in the Integrated Social Welfare Data (DTKS), and its recipients are designated as Beneficiary Families (KPM) (KEMENSOS, 2022). Within the social protection framework, the PKH is categorized as a conditional cash transfer (CCT) program (Kemensos, 2025). The implementation of this program also refers to the Decree of the Director General of Social Protection and Security Number 9/3/HK.01/1/2025 concerning Technical Guidelines for the Implementation of the Social Family's Hope Program (KEPDIRJEN NUMBER 9/3/HK.01/1/2025, 2025). The Ministry of Social Affairs of the Republic of Indonesia also coordinates with the Indonesian Central Statistics Agency (BPS) to synchronize data to support the updating of the DTKS. The DTKS is data managed by the Ministry of Social Affairs to determine recipients of social assistance such as PKH and BPNT.

Participation in this program requires the fulfillment of several specific criteria (KEMENSOS, 2022). This program provides access for poor families, especially pregnant women, toddlers, and school-age children, to utilize health and education services in their neighborhood. In addition, PKH also targets people with disabilities and the elderly to maintain their social welfare (KEMENSOS, 2024). Referring to this, the program has a number of objectives, including:

1. To improve the standard of living of beneficiary families through access to education, health, and social welfare services;
2. Reducing expenditure burdens and increasing income for poor and vulnerable families;
3. Creating behavioral change and independence among beneficiary families in accessing health and education services and social welfare;
4. Reducing poverty and inequality; and

5. Introducing the benefits of formal financial products and services to beneficiary families.

Beneficiary Families (KPM) must also meet certain requirements to participate in PKH. First, the health component covers pregnant or breastfeeding women and children aged 0 to 6 years. Second, the education component provides assistance to school-aged children from elementary to high school – including those aged 6 to 21 who have not completed their 12 years of compulsory education. The third component, the welfare component, covers seniors aged 60 and above and people with disabilities, with priority given to those with severe disabilities. The distribution of PKH social assistance involves the provision of cash assistance to poor, unable, or socially vulnerable families based on official determinations by the authorities. Distribution is carried out in stages over one year through Bank HIMBARA or PT Pos Indonesia, both in cash and non-cash forms (KEMENSOS RI, 2025).

Previous research was conducted by (Edu & Rohman, 2019) and published in the Journal of Social and Political Sciences entitled "Evaluation of the Social Family's Hope (PKH) for the Welfare of the Community in Batu City," this program has proven effective in breaking the cycle of poverty by facilitating the fulfillment of daily needs and encouraging recipients' compliance with program requirements as an educational effort. However, the main challenge still faced is the accuracy of recipient targeting, as data from the central government or the Central Statistics Agency (BPS) often does not align with on-the-ground realities.

The main issues that are the focus of this research include: how is the PKH implemented in Argasunya Village, Harjamukti District, Cirebon City? What are the obstacles faced in implementing the PKH in Argasunya Village, Harjamukti District, Cirebon City? And what efforts have been made by the Cirebon City Social Service to overcome these obstacles?

LITERATURE REVIEW

In an era of increased social protection and poverty alleviation, various countries, including Indonesia, have developed more structured and sustainable assistance schemes. One of the government's concrete efforts to support community welfare is through PKH, a conditional social assistance program that aims to improve the quality of life of underprivileged families in the areas of education, health, and social welfare (KEMENSOS RI, 2025). Since its launch in 2007, PKH has become an integral part of the national strategy for poverty reduction and human resource development.

At the local level, the implementation of this program is influenced by social dynamics, institutional capacity, and the geographical conditions of each region. Therefore, evaluating the implementation of PKH is important to see the extent to which this program is effective and on target (Putra et al., 2024).

This study, entitled "Evaluation of the Social Family's Hope Program (PKH): in Argasunya Village, Harjamukti District, Cirebon City," explores four key interrelated aspects:

Public Policy

Harold Laswell and Abraham Kaplan in the book *Public Policy Theory* by (Iriawan, 2024) define public policy as a program that is planned with specific goals, values, and practices. This definition emphasizes that public policy is not just a decision made suddenly, but a carefully designed program to achieve predetermined goals. A relevant previous study was conducted by (Rianto et al., 2021) entitled "Public Policy on Tourism Villages as an Economic Solution During the Covid-19 Pandemic to Support the Defense Economy." The research shows that central and regional economic management has not been integrated and is supported by weak communication. The case of corruption involving the Minister of Social Affairs highlights the weakness of transparency, control, and accountability. The tourism village program is considered strategic for rural economic recovery, but it needs to be accompanied by national defense values. Referring to Kasih Prihantoro's theory, the success of the program depends on effective networks and strong driving actors.

Policy Evaluation

William N. Dunn in his book (Firyal Akbar & Kurniati Mohi, 2018) states that policy evaluation is an effort to generate information about the value or benefits of policy outcomes. Policy evaluation is carried out to assess whether the implementation of a policy has gone according to plan. The results of this evaluation form the basis for deciding whether to continue the policy (Firyal Akbar & Kurniati Mohi, 2018). Previous research related to this topic has been conducted by (Nuraida et al., 2019) with the title "Evaluation of the Policy on Accelerating Poverty Alleviation in Subang District." The study shows that the effectiveness, efficiency, and utilization of resources in the poverty alleviation program in Subang District are not yet optimal. Low responsiveness due to weak control, uneven distribution, and failure to achieve the target. The main obstacles include authorization, efficiency, effectiveness, discipline, and initiative. Overall, the impact of the policy on beneficiaries is still minimal.

Evaluation Theory

Policy evaluation theory is an important approach for assessing the implementation of public programs comprehensively, not only in terms of final results but also in terms of the implementation process. William N. Dunn (2003) offers six comprehensive dimensions of evaluation, namely effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. Research by (Tri et al., 2024) on the evaluation of the Social Family's Hope Program (PKH) in Sumberrejo Village shows that the use of Dunn's theory is relevant in identifying various problems, such as discrepancies in recipient data and obstacles in the distribution of aid.

The government strives to alleviate poverty and improve the welfare of poor or vulnerable communities through coordination with the Ministry of Social Affairs (Kemensos) by launching the Social Family's Hope Program (PKH), a social assistance program (conditional cash assistance) aimed at poor and vulnerable families. One relevant previous study was conducted by Nurrohmah & Rahaju (2019) entitled "Evaluation of the Social Family's Hope Program (PKH)

in Balongmasin Village, Pungging District, Mojokerto Regency.” The study showed that the implementation of PKH in Balongmasin Village was not yet optimal. Out of six evaluation indicators—effectiveness, efficiency, adequacy, equity, accuracy, and responsiveness—only the responsiveness indicator was met. It was recommended to conduct entrepreneurship simulations, innovate FDS materials and schedules, and update participant data to make the program more targeted and easier to implement.

METHODOLOGY

This study uses a descriptive qualitative approach to present an in-depth and comprehensive description of the situation and phenomena under investigation (Nadilla et al., 2022). According to Mulyana (2008), qualitative research utilizes scientific methods to uncover phenomena by describing data and facts comprehensively in the form of words related to the subject being studied (Hamdan, 2022). Through the use of descriptive qualitative research methods, the researcher aims to describe or explain an event or phenomenon based on what happened at the scene and information received in oral and written form in the community, as well as observed behavior related to the implementation of PKH in Argasunya Village, Harjamukti District, Cirebon City.

The data in this study were not obtained using a single method but rather by combining techniques such as in-depth interviews, focused group discussions, and participatory observation to obtain comprehensive data (Hasan, 2025). In addition, a literature study was conducted by reviewing various relevant sources such as scientific journals, books, and previous research results related to the implementation of the Social Family's Hope Program (PKH). To support data analysis, this study uses the Policy Evaluation Theory proposed by William N. Dunn in his book (Firyal Akbar & Kurniati Mohi, 2018), which includes six main indicators for assessing program success: Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Accuracy. Two types of data sources were used in this study, namely primary data obtained directly from the field by researchers or parties involved in the study, and secondary data obtained through literature reviews or other documents (Fikma et al., 2021).

This study involved several key informants selected based on their relevance to the research, including: First, the main informant, who is one of the PKH Coordinators in Argasunya Village, Harjamukti District, Cirebon City. Second, supporting informants, who are one of the PKH Regional Coordinators in Cirebon City, one of the Sub-Coordinators of Protection and Social Security at the Cirebon City Social Service, and three beneficiary families (KPM) or community members in Argasunya Village, Harjamukti District, Cirebon City.

RESULTS AND DISCUSSION

The Social Service Agency of Cirebon City plays an important role in supporting the success of the Social Family's Hope Program (PKH) at the regional level. As the policy implementer of the Ministry of Social Affairs, the Social Service Agency is responsible for ensuring that the program runs according to its objectives, namely to improve the welfare of poor families through conditional

assistance. This role includes coordinating across sectors with local government agencies, social workers, and basic service providers such as schools and health facilities. The Cirebon City Social Services Department also conducts verification and validation of data for Beneficiary Families (KPM) to ensure assistance is targeted accurately based on the DTKS database. Additionally, the Social Affairs Office of Cirebon City trains PKH social workers and educates the public about the benefits and terms of the program to encourage active participation and avoid misunderstandings. This was stated by the Deputy Coordinator for Protection and Social Security at the Cirebon City Social Affairs Office (Interview, May 9, 2025).

This program has been implemented continuously since 2007 in seven provinces. In Cirebon City, its implementation began in 2014 and has become part of the social security system managed by the Cirebon City Social Affairs Office. Each sub-district in Cirebon City has a Sub-District Coordinator (Korcam) for the PKH program responsible for monitoring program implementation, while at the village level, there is a Village Coordinator who also serves as a PKH companion, directly assisting Beneficiary Families (PKM) through the Family Development Session (FDS) program, or known as the Family Capacity Building Meeting (P2K2), which is a mandatory activity for all PKH social assistance recipients (Wijaya, 2019). In this activity, Beneficiary Families (KPM) receive various educational materials covering topics such as health, nutrition, financial management, business planning, prevention and handling of stunting, child-rearing patterns, and the importance of education. Through this activity, it is hoped that beneficiary families can understand the structured materials presented by the PKH Coordinator, thereby encouraging positive behavioral changes in their daily lives. (Nadilla et al., 2022).

The city of Cirebon is divided into five subdistricts, namely Harjamukti, Lemahwungkuk, Pekalipan, Kejaksan, and Kesambi. One of the subdistricts that has shown success in implementing the Social Family's Hope Program (PKH) is Harjamukti Subdistrict. This success is reflected in the number of residents who have graduated from the program due to improved economic conditions and no longer meet the eligibility criteria as participants. Harjamukti District consists of five villages: Argasunya, Harjamukti, Kalijaga, Kecapi, and Larangan. However, based on observations during research and practice activities at the Cirebon City Social Affairs Office, complaints were found regarding the implementation of this program in Argasunya Village, Harjamukti Subdistrict. One of the prominent issues is that the data verification process for recipients has not been fully optimized. This has sparked protests from the community, who feel that the data on aid recipients does not align with on-the-ground conditions and that the distribution of aid funds lacks transparency. This was stated by the Deputy Coordinator for Protection and Social Security at the Cirebon City Office (Interview, 9 Mei 2025).

Evaluation of the Social Family's Hope Program (PKH) in Argasunya Village, Harjamukti District, Cirebon City
Policy Evaluation Theory

Effectiveness relates to the success of a goal, which depends on whether the alternative can achieve the predetermined goal (Sulisthiawati et al., 2025). The specific objectives of the PKH Program include: improving the welfare of Beneficiary Families (KPM) through access to education, health, and social services; alleviating the economic burden and increasing the income of poor and vulnerable families; and encouraging behavioral change and self-reliance among KPM in utilizing available services.

Based on interviews and field findings in Argasunya Village, Harjamukti District, Cirebon City, this program is considered quite effective in improving access to education for beneficiaries. Many residents feel the real benefits, one of which is in the education component, where the program helps finance children's education up to high school level. In terms of access to health services, PKH facilitators in Argasunya Village revealed that there are still obstacles arising from the attitudes of KPM themselves. Some beneficiaries are reluctant to participate in family planning and immunization programs due to beliefs or local traditions. However, active participation in health services is a key requirement in PKH, such as infant immunization, prenatal check-ups, and participation in *posyandu* (community health posts). Additionally, the local PKH coordinator mentioned that the stunting rate in the area remains high, partly due to the assistance not being utilized optimally for children's nutritional needs.

Efficiency here refers to the amount of effort required to achieve a certain level of effectiveness. Efficiency criteria are assessed based on how much resources are used to achieve the desired goals (Nurrohmah & Rahaju, 2019). The PKH program in Argasunya Village involves 11 facilitators, each handling one to two RWs. This number is considered sufficient to support the efficiency of program implementation, ensuring tasks are carried out on time and on target. The PKH program has a monthly routine activity called the Family Capacity Building Meeting (P2K2) or Family Development Session (FDS), facilitated by the Social Affairs Office and facilitators together with KPM. This activity aims to enhance KPM's understanding of education, health, finance, as well as the rights of the elderly and people with disabilities through structured modules, while also serving as a means of community literacy in the implementation of PKH social assistance.

Adequacy, Dunn explains that adequacy is closely related to effectiveness, which measures the extent to which the results of a program can truly address existing problems (Sulisthiawati et al., 2025). In the context of this program, adequacy refers to the extent to which the assistance provided can deliver appropriate and sufficient benefits to recipients (Edu & Rohman, 2019). The PKH policy can be said to have met the adequacy criteria if the assistance provided is able to alleviate the financial burden on the community.

The Regional Coordinator stated that the amount of assistance for each component was in accordance with applicable regulations. However, interviews with one of the KPM showed that the assistance funds, especially for the education component, were still insufficient. The assistance is only able to cover basic needs such as books, stationery, bags, and school shoes, but cannot cover tuition fees, re-registration fees, and examination costs. Despite this, the

assistance for other components is considered sufficient to meet the basic needs of families. Additionally, field officers are responsible for ensuring that the assistance is utilized in accordance with the program's objectives. However, although the assistance is considered sufficient, some recipients have not managed it optimally and still feel it is insufficient.

The following is the PKH social assistance index for 2025:

No	Kategori	Indek/Tahun Rp.	Indeks/3 bulan Rp.
1.	Ibu Hamil	3.000.000	750.000
2.	Anak Usia Dini	3.000.000	750.000
3.	Anak SD/Sederajat	900.000	225.000
4.	Anak SMP/Sederajat	1.500.000	375.000
5.	Anak SMA/Sederajat	2.000.000	500.000
6.	Penyandang Disabilitas	2.400.000	600.000
7.	Lanjut Usia	2.400.000	600.000
8.	Korban Pelanggaran HAM Berat	10.800.000	2.700.000

Keterangan : SK Direktur Jaminan Sosial Nomor : 59/3/BS.01.00/1/2025

Source: PKH Handbook for 2025
Figure 1. PKH Social Assistance Index for 2025

Equalization in the context of policy aims to distribute benefits fairly, as stated by Dunn. A program is considered effective if the costs and benefits are distributed evenly to all parties involved (Warman et al., 2023). In this context, equity refers to fair distribution among all recipients, ensuring that no party is unduly advantaged or disadvantaged (Marchania & Prabawati, 2024).

The criteria for equal distribution in the implementation of the Social Family's Hope Program (PKH) in Argasunya Village are reflected in the distribution of social assistance to the poor. All program provisions, including the determination of beneficiaries and the mechanism for distributing assistance, are regulated in a handbook and determined by the central government. Interview results indicate that there are still economically capable residents receiving assistance, while some poor communities are not receiving their entitlements because they are not registered in the Integrated Social Welfare Data (DTKS). Additionally, assistance is discontinued for recipients not listed in the DTKS, and some residents lose their entitlements due to failing to update their participation data, which is often caused by a lack of understanding of administrative procedures.

The Argasunya Village Coordinator stated that these issues arise because the data from the central government has not been updated. As a result, there are still economically capable residents who continue to receive PKH assistance. This occurs because all program regulations, including the determination of recipients and distribution mechanisms, are based on the official guidelines and data set by the Central Statistics Agency (BPS).

The following is the distribution mechanism for PKH social assistance:



Source: PKH Handbook for 2025

Figure 2. Mechanism for Distributing PKH Social Assistance

Responsiveness, as explained by Dunn, measures the satisfaction of the target group based on the ability of policies to meet the needs and values of the target group (Marchania & Prabawati, 2024). In this context, responsiveness is reflected in the perceptions or responses of beneficiary families to the implementation of the program.

The implementation of the PKH program has received positive responses from both implementers and the community. Based on interviews with residents of Argasunya Village, this assistance is seen as a manifestation of the government's concern for the welfare of the less fortunate. Residents feel greatly assisted and hope that the program will continue with a broader scope. The village coordinator also stated that since the introduction of PKH, the dropout rate has continued to decline, although there are still residents in some Neighborhood Units (RW) who do not fully support 12 years of formal education for children.

Accuracy in the context of policy refers to the extent to which program objectives actually produce meaningful and valuable benefits, as stated by Dunn in (Marchania & Prabawati, 2024). The level of accuracy can be measured by assessing whether the results achieved are in line with the needs of the beneficiaries, so that the program is considered to be on target (Marchania & Prabawati, 2024).

The implementation of the PKH program in Argasunya Village is considered to have not fully met the accuracy indicators. The results of interviews show that there are still wealthy residents receiving assistance, while less fortunate residents are not accommodated. This issue is not due to the program not functioning but rather due to low data accuracy. The District Coordinator of Harjamukti explained that PKH is a program of the Ministry of Social Affairs, not the local government. The local government only acts as an implementer, without authority over the determination of beneficiary data set by the Central Statistics Agency (BPS). As a result, central data often does not reflect the actual conditions on the ground. For example, there are families deemed ineligible because they were detected to have members with incomes above Rp2.5 million, even though

that is not the case. Additionally, according to the Argasunya Village Coordinator, the data used still refers to conditions during the COVID-19 pandemic and has not been updated, leading to inclusion errors and exclusion errors.

Based on interviews with several beneficiary families, the disbursement of PKH assistance funds is considered to have been carried out on time, i.e., every two months without delays. However, there are differences in disbursement timelines among KPM. Although the funds are disbursed according to schedule, each family receives assistance on different days. This indicates that the disbursement is timely but not simultaneously received by all KPM at the same time.

Obstacles to the Implementation of the Social Family's Hope Program (PKH) in Argasunya Village

The implementation of PKH in Argasunya Village, Harjamukti District, Cirebon City has been carried out well in accordance with existing regulations. However, there are still several obstacles in its implementation, namely First, there are still people who do not fully understand the mechanism of the Social Family's Hope Program (PKH). Second, some Beneficiary Families (KPM) do not fully meet the requirements of the program. Third, there are discrepancies in the data of PKH beneficiaries in the Integrated Social Welfare Data (DTKS)

Efforts to Overcome Obstacles in the Implementation of the Social Family's Hope Program (PKH) in Argasunya Village

The Argasunya Village Coordinator has made various efforts to follow up on reports regarding the ineligibility of aid recipients. The first step was intensive coordination between the sub-district, village, and PKH facilitators to discuss the reports that had been received. Next, field surveys and home visits were conducted to verify the eligibility of recipients. If recipients were found to be ineligible, the process of revoking assistance would be submitted to the central level. Conversely, eligible residents who had not yet been registered would be assisted in the application process for assistance. The second step involved reporting data through a hierarchical channel, starting from the Cirebon City Social Services operator to the Mayor, and then submitted to the Ministry of Social Affairs of the Republic of Indonesia.

In its implementation, PKH facilitators face challenges such as low compliance among some residents with program obligations, such as infant immunization, prenatal check-ups at health posts, and participation in family planning programs. This is generally influenced by traditional values that remain strong in the community. To address these challenges, program facilitators continue to make efforts through persuasive approaches, including socialization and education for residents and community leaders, to raise awareness of the importance of health services, family planning programs, and infant immunization for family well-being.

CONCLUSION AND RECOMMENDATION

Based on field findings and analysis of the implementation of the Social Family's Hope Program (PKH) in Argasunya Village, it can be concluded that the conditional social assistance program managed by the Ministry of Social Affairs and implemented by the Cirebon City Social Service has made a significant contribution to improving the welfare of poor families. The results of this study reveal that the implementation of the Social Family's Hope Program (PKH) in Argasunya Village, Harjamukti District, Cirebon City, which was analyzed based on six policy evaluation indicators according to William N. Dunn, indicates that the indicators of Efficiency, Adequacy, and Responsiveness have met the criteria and positively support the implementation of the program. However, regarding the Effectiveness indicator, ongoing education is still needed for Program Beneficiary Families (KPM) to ensure greater compliance with program obligations. Meanwhile, the Equity and Target Accuracy indicators have not been fully achieved, indicating the need for improvements in the data collection system, particularly regarding the validity and accuracy of data in the DTKS. Although the Adequacy indicator has been met, improving program literacy among recipients is still needed so that the assistance provided can be utilized optimally and in accordance with the program's objectives.

Some of the main obstacles identified include: lack of public understanding of the PKH mechanism, non-compliance with program components, and inconsistencies in recipient data. To address these issues, PKH facilitators continue to adopt a persuasive approach through outreach and education for both recipients and non-recipients. Regarding data-related issues, facilitators report them through the appropriate channels to the Social Affairs Office of Cirebon City, which then forwards them to the Mayor and the Ministry of Social Affairs of the Republic of Indonesia.

ADVANCED RESEARCH

Further study is recommended to evaluate the long-term impact of the Family Hope Program (PKH) on beneficiary families' welfare and compliance. Future research could focus on the effectiveness of educational interventions in improving program literacy and adherence to conditional requirements. Additionally, studies should explore strategies to enhance data accuracy in the DTKS system, including the role of technology and community participation in data validation. Comparative research across regions with similar programs may also offer insights into best practices for achieving greater equity and targeting precision. These efforts will help strengthen program implementation and ensure that assistance reaches those who need it most.

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