

INDONESIA'S EFFORTS TO ACHIEVE A UNIVERSAL WELFARE STATE THROUGH THE FAMILY HOPE PROGRAM (PKH) IN BANDUNG REGENCY, WEST JAVA INDONESIA

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ABSTRACT

This study aims to analyze the impact of the implementation of the Family Hope Program (*PKH*) in West Java, focusing on factors that influence its effectiveness and efficiency. Using a qualitative approach, this study explores various dimensions that play a role in the success of the program, such as organizational capacity, coordination between institutions, communication, and the role of the community in the implementation process. This study combines primary data obtained through in-depth interviews with key informants, such as Village Heads, *PKH* Coordinators, and Beneficiary Families (*KPM*), as well as field observations, with secondary data collected from related documents and previous studies. The results of the study indicate that various challenges in the implementation of *PKH* in West Java, such as inaccuracy in determining the target of beneficiaries, the length of time required for registration, and difficulties in graduating *KPM*, are greatly influenced by the dimensions of Organization, Interpretation and Application. In addition, the lack of coordination between institutions and limited resource capacity at the local level have slowed down the program implementation process. This study provides insight into the need for reform in the management and evaluation of *PKH* so that this program can be more effective in achieving its goals of empowering poor communities and improving the welfare of beneficiary families in West Java.

Keywords: *Family Hope Program (PKH), Welfare State, Indonesia*

A. INTRODUCTION

Sustainable development serves as a fundamental framework for achieving long-term social welfare. In *The Future We Want*, the foundational document for the post-2015 Sustainable Development Goals (SDGs), it is emphasized that

strengthening the green economy, establishing sustainable development institutional frameworks, and concrete action instruments are essential to addressing global poverty and inequality (Alisjahbana & Murniningtyas, 2021).

A central issue in this global agenda is reducing inequality, both between and within countries. High social inequality, particularly among the poorest 40% of the population, poses a serious challenge that must be addressed through inclusive policies and effective social protection. In Indonesia, poverty and inequality remain complex structural problems. Data from the Central Statistics Agency (*BPS*) show that although the national poverty rate has declined year by year, regional disparities and limited access to basic services for the poor remain significant obstacles to achieving equitable welfare. Poverty is not merely an economic issue but is also closely linked to low human resource quality, inadequate social infrastructure, and weaknesses in social protection program governance. West Java Province is one of many regions in Indonesia facing these challenges.

West Java Province experienced an initial increase in poverty, followed by a declining trend. The table above details the number of poor people across West Java from 2020 to 2023, covering both provincial and district/city levels. In West Java as a whole, the number of poor people increased from 3,920.2 thousand in 2020 to 4,195.3 thousand in 2021, before gradually declining to 3,888.6 thousand in 2023, indicating progress in poverty alleviation efforts. Specifically, in Bandung Regency, the number of poor people rose from 263.6 thousand in 2020 to 269.2 thousand in 2021 before decreasing to 245.5 thousand in 2023 (West Java Central Statistics Agency, 2023).

One of the government's strategic efforts to address poverty and promote social justice is the Family Hope Program (*PKH*). Launched in 2007, *PKH* has become the primary conditional social assistance program, combining economic and human development interventions. By providing cash transfers to extremely poor households based on health, education, and social welfare components, *PKH* is designed to break the cycle of intergenerational poverty and encourage active participation of beneficiary families in development processes.

Conceptually, this program is part of the policy framework toward a welfare state, where the state is responsible for providing minimum guarantees to its citizens, particularly vulnerable and marginalized groups. Through a comprehensive approach, *PKH* aims not only to alleviate the economic burden of poor families but also to strengthen their capabilities and opportunities for long-term social mobility. This effort aligns with Indonesia's vision of becoming a universal welfare state that upholds the principle of social justice for all.

However, *PKH* implementation in the field still faces significant challenges, such as inaccurate targeting, limited capacity of social facilitators, complex bureaucracy, and lack of inter-agency data integration. These issues highlight the gap between policy design and implementation, which may hinder the program's optimal outcomes. Therefore, a critical analysis of *PKH* as a welfare policy instrument is essential not only to evaluate the program's effectiveness but also to formulate future improvement strategies. Thus, this study aims to examine how *PKH* can contribute to Indonesia's achievement as a universal welfare state and

identify the inhibiting and supporting factors in program implementation at the community level. The findings are expected to provide scientific and practical contributions to strengthening a just and sustainable national social protection system.

B. LITERATURE REVIEW

The Concept of the Welfare State

The concept of the *welfare state* refers to a system in which the government assumes a central role in ensuring the economic and social well-being of its citizens. In such a system, the state actively intervenes to provide public services, social security, and economic redistribution to reduce inequalities. This model emerged as a response to the adverse effects of *laissez-faire* capitalism in the 19th century, which had led to widespread poverty and social stratification. A welfare state does not merely uphold law and order but also guarantees basic rights such as education, healthcare, and employment opportunities to all citizens (Midgley, 1997).

The typology of welfare states has been elaborated by Gøsta Esping-Andersen, who classifies them into three main categories: liberal, conservative (corporatist), and social-democratic. The liberal model is characterized by means-tested assistance, minimal state intervention, and market-driven welfare; the conservative model is based on employment status and traditional family structures; while the social-democratic model emphasizes universalism and equality in welfare provision (Esping-Andersen, 1990). These classifications highlight how ideological orientations and institutional histories shape the welfare policies of different nations.

In the Indonesian context, the idea of a welfare state is rooted in the 1945 Constitution, particularly in the Preamble, which mandates the state to “promote the general welfare.” However, the realization of this constitutional goal remains uneven due to persistent issues such as poverty, social inequality, and limited access to essential public services across regions (Nugroho, 2009). This suggests that Indonesia, despite its normative commitment to social justice, has yet to fully institutionalize a robust welfare state framework.

Practically, building a welfare state requires progressive fiscal policies, equitable taxation, and significant investment in social infrastructure such as education and health care. It also entails creating a regulatory environment that ensures fair labor practices and social protection mechanisms. A welfare state is not merely about distributing aid, but about establishing systemic and sustainable social justice that transcends generations (Prasetyo, 2011).

Public Policy

Public policy refers to the decisions and actions taken by the government to address public problems or needs. It includes laws, regulations, programs, and actions that are designed to solve specific issues in society. Public policy is made through a process that involves identifying problems, setting goals, creating plans, and implementing solutions (Dye, 2013). One of the most common definitions of public policy comes from Thomas R. Dye, who stated that “public policy is whatever governments choose to do or not to do” (Dye, 2013). This means public

policy is not just about action, but also includes the government's decision to not act on certain issues. Public policy can be made at different levels of government—national, regional, or local and often involves many actors, including politicians, bureaucrats, interest groups, and the public.

According to William Dunn, public policy is both a product and a process. It involves policy formulation, implementation, and evaluation. Good public policy should be based on careful analysis and supported by data to make sure it effectively addresses the needs of the people (Dunn, 2016). In Indonesia, the process of public policy is influenced by political, economic, and social factors. The government plays a central role in making and executing policies, but public participation has also become more important, especially in the era of decentralization (Nugroho, 2009). Public policy in Indonesia often faces challenges such as lack of coordination, weak implementation, and limited resources. Overall, public policy is an essential tool for governments to manage society and improve public welfare. Understanding how policies are made and implemented helps ensure they are effective and meet the needs of the community (Saputra, 2020).

C. RESEARCH METHOD

This study uses a descriptive qualitative approach to analyze the implementation of the Family Hope Program (*PKH*) as part of Indonesia's efforts to become a universal welfare state. The qualitative approach was chosen to holistically and contextually understand the program's implementation dynamics and stakeholders' perceptions. Data sources consist of primary and secondary data. Primary data were obtained through direct field observations and in-depth interviews with purposively selected informants (Creswell, 2010). Key informants included the Head of the Bandung Regency Social Service, *PKH* Coordinator, Village Heads or Social Welfare Center (*Puskesmas*) managers in West Java, and *PKH* Beneficiary Families (*KPM*). Informants were selected based on their direct involvement in program implementation and the relevance of their insights for policy analysis.

Secondary data were collected from official documents, media reports, and previous relevant studies to enrich and support primary data analysis. Data were analyzed descriptively and qualitatively by reducing, presenting, and drawing conclusions from the data, aligned with the research focus on *PKH*'s contribution to social welfare development in Indonesia.

To ensure data validity, this study employed data triangulation techniques to confirm and strengthen findings. Triangulation was conducted through three main methods: (1) in-depth interviews with policymakers and program implementers, (2) field observations of *PKH* implementation, and (3) document analysis covering regulations, program reports, and supporting data. Data validity was also tested based on credibility and dependability criteria (Moleong, 2014), assessed through information reliability, consistency with real conditions, and alignment with official documents and regulations. Through this approach, the study is expected to provide a comprehensive overview of *PKH*'s implementation effectiveness and its contribution to Indonesia's vision of an inclusive and

sustainable welfare state.

D. RESULT AND DISCUSSION

The Family Hope Program (*PKH*) is a government social assistance initiative aimed at improving the welfare of low-income families through conditional cash transfers. Its implementation in Bandung Regency, West Java, plays a crucial role in poverty alleviation. The program's success depends heavily on the quality of human resources, technology, funding, and management effectiveness. Key Factors Supporting *PKH*'s Success:

1. Human Resources (HR): The competence of field officers in data collection, aid distribution, and monitoring significantly determines the program's effectiveness.
2. Technology Utilization: Integrated management information systems and digital payments enhance the efficiency and transparency of aid distribution.
3. Financial Capacity: Adequate funding is required for intensive mentoring, socialization, and periodic evaluations.
4. Management and Collaboration: Coordination with village governments, educational and health institutions, and related agencies ensures data accuracy and effective distribution.

From Charles O. Jones' perspective, the program's implementation consists of three main dimensions:

1. Organization
2. Interpretation
3. Application

By optimizing these aspects, *PKH* is expected to operate effectively and contribute to improving community welfare in Bandung Regency, West Java. This research involves various data collection and analysis activities. The Family Hope Program (*PKH*) is implemented with a clear and structured legal basis, encompassing various regulations to support the execution of this program. The legal foundation for *PKH* includes the *Undang-Undang Nomor 11 Tahun 2009* concerning Social Welfare, the *Undang-Undang Nomor 13 Tahun 2011* concerning the Handling of the Poor, the *Peraturan Pemerintah Nomor 39 Tahun 2012* concerning the Implementation of Social Welfare, as well as various other regulations, such as the *Peraturan Presiden Nomor 63 Tahun 2017* concerning Non-Cash Social Assistance Distribution and the *Peraturan Menteri Sosial Nomor 1 Tahun 2018* which regulates *PKH*. These regulations provide a strong legal basis for implementing this large-scale social program.

The implementation of *PKH* itself focuses on poor and vulnerable families registered in the Integrated Social Welfare Data (*DTKS*), with beneficiary targets (*KPM*) consisting of pregnant/nursing mothers, early childhood children, school-age children, the elderly, or individuals with severe disabilities. *PKH* provides conditional social assistance in the form of cash disbursed through financial institutions, using non-cash mechanisms, to ensure transparency and efficiency in distribution. Through this assistance, it is hoped that the community can fulfill basic needs, such as education for children, maternal and child health, as well as participate in social mentoring activities beneficial for their welfare.

This program involves various policy actors who coordinate with each other to ensure smooth implementation. At the central level, coordination is carried out by the Indonesian Ministry of Social Affairs, which is then delegated to the provincial and district/city levels. At the village level, social facilitators play an important role in directly reaching beneficiary families. In addition, local governments, the education sector, and the health sector also contribute to the success of this program. In terms of policy outcomes, this program is expected to achieve several important results. These include increased access to education and health for beneficiary families, poverty reduction and social inequality, as well as encouraging behavioral changes and family independence. Thus, the long-term goal of *PKH* is to create a more independent, prosperous society that does not depend on social assistance.

The sustainability of this program is maintained through monitoring conducted by social facilitators and the Ministry of Social Affairs, ensuring compliance with program requirements and success in achieving welfare outcomes. Social facilitators are not only tasked with providing assistance but also conducting continuous evaluation and monitoring to ensure that the assistance provided can have maximum impact for beneficiary families. Overall, *PKH* is not just a social assistance program, but a structured effort involving many parties to create positive social change in society, especially for families in need. With a strong legal basis, well-coordinated implementation, and continuous monitoring and evaluation, this program is expected to be more effective and provide significant benefits for beneficiaries.

Analysis Matrix of *PKH* Implementation Issues in West Jawa

<i>Problem Indication</i>	<i>Inaccurate Graduation</i>	<i>Graduation Assesment</i>	<i>Lengthy Process</i>
<i>Organization</i>	Verification System Improvements	Facilitator Capacity Building	Inter-level Coordination
	Cross – Level Collaboration	Tech-assisted Evaluation Tools	Bureaucracy Reduction
	<i>Interpretation</i>	Eligibility Criteria Alignment	Evaluation Process Analysis
Needs-based Data Verification		Assessment Standardization	
<i>Application</i>		Integrated Information Systems	Socioeconomic Monitoring System
	GIS Implementation	Data-driven Graduation Procedures	Efficient Data Systems
	Targeting		
	Training		

Based on the analysis and explanations that have been presented, the main conclusion to improve the implementation of the Family Hope Program (*PKH*) in West Java, Bandung Regency, is the need for greater attention to the three dimensions of Charles O. Jones, namely Organization, Interpretation, and Application. The problems found, such as inaccuracy in beneficiary targeting, difficulties in the graduation process of Beneficiary Families (*KPM*), and lengthy application processes, indicate weaknesses in inter-agency coordination, policy understanding, as well as inefficient procedure implementation. To address these problems, the steps that need to be taken are as follows:

1. Improving the Organizational System: Strengthening coordination between institutions involved in *PKH* to ensure more efficient workflows and synergy in program implementation.
2. Restructuring Procedures and Evaluation Criteria: Developing clearer procedures and more accurate evaluation criteria to ensure proper beneficiary targeting. This will reduce targeting inaccuracies and ensure assistance is received by families who truly need it.
3. Implementing Efficient Technology: Integrating technology to accelerate data verification and application processes, so the program can run faster and more timely.

With improvements focused on these three dimensions, it is hoped that *PKH* implementation can become more effective, accurately targeted, and efficient in processing time.

Organization

Thus more families in need can promptly receive the benefits of this program. In the implementation of the Family Hope Program (*PKH*) in West Java, a well-structured organization is crucial to ensure the program runs smoothly and on target. The data management process begins with the collection of information and documents by *RT/RW* (neighborhood units), which is then verified at the village and district levels. Although structured, targeting inaccuracies often occur due to data accuracy issues, making good coordination between *PKH* facilitators, village governments, and sub-district administrations critical.

The assistance application process takes a long time, up to two years, due to layered data verification and lack of coordination between institutions. This problem is exacerbated by data discrepancies between villages and districts, as well as inefficient administrative procedures. To address these issues, technological improvements in data management are needed, such as implementing e-government systems and integrated databases. This is expected to speed up the verification process, improve accuracy, and minimize data collection errors. In addition, human resource training in information technology is also an important step to support the digitization process.

Improved inter-agency coordination is also required, through regular meetings and the use of digital platforms to accelerate data updates and information synchronization. Periodic evaluations of administrative procedures and feedback from the community and field officers will help improve the application process to make it more effective and efficient. With these reforms, it is hoped that the implementation of *PKH* in Bandung Regency, West Java will become more timely, efficient, and have a real impact on reducing poverty and improving social welfare in the region.

Interpretation

The implementation of the Family Hope Program (*PKH*) in West Java, faces significant challenges in the lengthy application process, which can take up to two years. The prolonged process results in delays in distributing assistance to poor families in urgent need. The layered and still manual data verification process is one of the main causes of delays, compounded by ineffective coordination between village, sub-district, and district governments. As a result, many families who should have received assistance are forced to wait longer, increasing their economic vulnerability.

Improvement efforts have been made through training and capacity building for officers, as well as the introduction of better monitoring systems. However, without data synchronization and more solid coordination between government levels, the delay issues persist. Proposed solutions include:

1. **Data Processing Digitization:** Implementation of e-government systems and integrated databases to speed up the verification process and ensure transparency.
2. **Human Resource Capacity Building:** Intensive training for field officers to improve accuracy and efficiency in data collection and verification.
3. **Inter-Agency Coordination:** Strengthening communication and synchronization between villages, sub-districts, and districts through digital platforms.
4. **Periodic Evaluation:** Regular monitoring of the application and distribution process to identify obstacles and expedite problem resolution.

Additionally, the graduation process for Beneficiary Families (*KPM*) is also a major issue. Many families who should no longer be receiving assistance remain registered due to the lack of objective and standardized assessment mechanisms. Infrequent data updates lead to inaccurate assessments, hindering the distribution of assistance to families in greater need. Solutions for the graduation issue include:

1. **Regular Data Updates:** Routine and structured field data collection to update the economic conditions of *KPM*.
2. **Objective Evaluation Criteria:** Standardization of economic indicators such as income, education access, and health to determine *KPM* eligibility.
3. **Continuous Mentoring:** Training for facilitators to improve their capacity in evaluation and data verification.
4. **Information Technology Application:** Utilization of information systems to facilitate assessments and accelerate the graduation process.

With these measures, it is hoped that the implementation of *PKH* in Bandung Regency, West Java can be more effective, efficient, and on target, delivering tangible impacts on poverty alleviation and sustainable community welfare improvement.

Application

The implementation of the Family Hope Program (*PKH*) in West Java, heavily depends on efficient and timely assistance distribution. One of the main issues identified is the lengthy application process, which can take up to two years. The primary cause of this delay is the lack of coordination between village and district levels, as well as the time-consuming recipient data verification process. Slow verification hinders access for families eligible for assistance, reduces the program's effectiveness, and obstructs the primary goal of poverty alleviation.

To address this issue, integrated and efficient information system-based data management is required. Faster and more transparent verification processes will accelerate assistance distribution. Additionally, field monitoring and regular evaluations are crucial to measure the program's impact on the economic and social conditions of beneficiaries. These evaluations enable facilitators to assess whether families still need assistance or can be "graduated" from the program.

Delays are also caused by poor inter-agency coordination, lack of operational procedure adjustments, and inaccurate recipient data. Therefore, better communication and simplified verification procedures are needed. *PKH* facilitators also require intensive training to conduct evaluations effectively and ensure assistance reaches families who truly need it. From an administrative perspective, adjustments to faster and technology-based systems are needed at both village and district levels. The use of mobile-based applications is also recommended to facilitate direct monitoring of recipient families. Community involvement in ensuring data completeness is also key to speeding up the application process.

Table 2: Analysis Matrix of Implementation of Family Hope Program (*PKH*) in West Java

<i>No</i>	<i>Problem Indication</i>	<i>Organization</i>	<i>Interpretation</i>	<i>Aplication</i>
1	<i>PKH</i> recipient targets are not appropriate	The importance of improving the verification system and updating data to ensure accurate and precise recipient data. Collaboration between villages, sub-districts, and	Ensure that beneficiaries meet existing criteria, and ensure that the data used in determining aid recipients is accurate and in accordance with existing needs.	Implementation of technology-based systems, such as integrated information systems and the use of GIS, as well as training to ensure more targeted data.

		districts, and the use of an integrated information system.		
2	Unable to Graduate <i>KPM</i> based on companion assessment	Improvements in the training system and capacity of <i>PKH</i> assistants who function to carry out appropriate evaluation and assessment of recipients, by utilizing technology to facilitate assessment.	Identifying problems in the beneficiary evaluation process and ensuring that the mentoring team has a good understanding and sufficient tools to determine the eligibility of <i>KPM</i> graduation.	Regular evaluation of the economic and social conditions of beneficiaries, as well as a data-based assessment system that facilitates accurate and transparent <i>KPM</i> graduation.
3	Applications that take a very long time (approximately 2 years)	Improved coordination between village and district levels, as well as the use of technology that facilitates data processing and accelerates submissions by reducing bureaucratic barriers.	Identifying factors that cause slow application processes and utilizing technology to increase speed and accuracy in data collection and verification.	Implementation of systems that allow for faster data verification and validation, as well as reducing the time required for submission through the use of more efficient data management systems.

Based on the analysis and explanation that has been outlined, the main conclusion to improve the implementation of the Family Hope Program (*PKH*) in West Java, Bandung Regency, is the need for greater attention to the three dimensions of Charles O. Jones, namely Organization, Interpretation, and Application. The problems found, such as inaccuracy in targeting aid recipients, difficulties in the "graduation" process of Beneficiary Families (*KPM*), and the long application process, indicate weaknesses in coordination between agencies, understanding of policies, and the implementation of inefficient procedures. To overcome these problems, the steps that need to be taken are as follows:

1. Improve the Organizational System

Strengthen coordination between agencies involved in *PKH* to ensure a more efficient workflow and synergy in program implementation.

2. Reorganize Procedures and Evaluation Criteria

Develop clearer procedures and accurate evaluation criteria to ensure that the determination of beneficiaries is right on target. This will reduce inaccuracy in targeting and ensure that assistance is received by families who really need it.

3. Implementing Efficient Technology

Integrating technology to accelerate the data verification and submission process, so that the program can run faster and more timely.

With improvements that focus on these three dimensions, it is hoped that the implementation of *PKH* can be more effective, targeted, and efficient in submission time. So that more families in need can immediately receive benefits from this program.

E. CONCLUSION

This study concludes that the implementation of the Family Hope Program (*PKH*) requires improvements in three main dimensions, namely Organization, Interpretation, and Application, based on Charles O. Jones' theory. Organization: *PKH* management requires a clear structure and better coordination between villages and districts. Delays in applications and inaccuracies in beneficiary targeting can be addressed through more structured data management.

Interpretation: Better policy understanding at all government levels is needed to avoid delays and discrepancies in beneficiary verification and applications. Application: Efficient verification processes, continuous monitoring, and regular evaluations will ensure assistance is provided to families who truly need it. It is also important to improve the data updating system and "graduation" of beneficiaries who no longer require assistance. Overall, with improvements in coordination, policy understanding, and more efficient program implementation, *PKH* in Bandung Regency, West Java is expected to be more precisely targeted and effective in poverty reduction.

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