

Implementation of the Family Hope Program (PKH) in Supporting Community Access to Education in Botuboluo Village, Biluhu District, Gorontalo Regency

Acun H. Tooli¹, Yakob Noho Nani², Rahmatia Pakaya³

^{1,2,3} Gorontalo State University, Indonesia

Correspondence email: acunhendriksan3@gmail.com

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Abstract

This study examines the implementation of the Family Hope Program (PKH) in supporting community access to education in Botuboluo Village, Biluhu District, Gorontalo Regency. Poverty remains a major social issue in Indonesia, limiting people's access to basic needs, particularly education and health services. Therefore, PKH was implemented as a conditional cash transfer program to improve the welfare of poor households and increase access to education. The purpose of this study was to analyze the planning, implementation, and evaluation of PKH management in supporting educational access for beneficiary families. This research employed a qualitative approach using primary and secondary data obtained through interviews, observation, and documentation. Informants included village government officials, PKH facilitators, and beneficiary families. Data were analyzed using qualitative data reduction, display, and conclusion drawing techniques. The findings revealed that PKH implementation in Botuboluo Village has contributed positively to improving school attendance, educational access, and community welfare. However, several challenges remain, including inaccuracies in beneficiary targeting, limited coordination, administrative constraints, and the potential dependency of beneficiaries on social assistance. The study concludes that the effectiveness of PKH is influenced by the integration of formal data systems, local social validation, implementation capacity, and continuous monitoring mechanisms.

Keywords

community welfare, educational access, family hope program, policy implementation, social assistance.



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INTRODUCTION

In Indonesia, as one of the developing countries, poverty is an important and serious problem. Poverty causes many Indonesians to experience difficulties in meeting basic living needs, such as clothing, food, board, education, and health (Bhinadi, 2017). There are several internal factors that cause the low welfare of the poor, including low education, skills,

motivation for life, and willingness to develop themselves (Kadji, 2012). These factors need to receive great attention in an effort to change the conditions of the poor for the better.

Since its launch in 200, the number of KPM PKH has increased gradually. PKH was carried out on a sustainable basis which began in 2007 in 7 provinces. As of 2020, PKH has been implemented in 34 provinces and covers 514 districts/cities and 6,709 sub-districts. In the Long-Term Development (PJP) in 2010-2014, there was an increase in the target beneficiaries and PKH budget allocation, exceeding the baseline of the planning target. The number of PKH recipients in 2016 is 6 million KPM with a budget of Rp.10 trillion. Then in 2017, KPM PKH increased to 6,228,810 families with a social assistance budget of Rp.11.5 trillion. In 2018, there was a significant increase in the target number of KPM PKH to 10 million KPM with the realization of 10,000,232 families with a budget allocation of Rp.19.4 trillion. At the end of 2019, there was a decrease in the number of KPM to 9,841,270 families with a budget allocation of Rp.34.2 trillion. In 2020, the achievement was 10,000,000 families with a budget allocation of Rp.36.9 trillion (Ministry of Social Affairs of the Republic of Indonesia, 2021).

On the other hand, social protection policies do not seem to be a priority in Indonesia. This can be seen, among other things, from the small budget allocation for protection or social assistance. Indonesia allocates only 0.5% of GDP for social assistance, which is relatively low when compared to other countries in the same region or other middle-income countries. Family Hope Program as a Conditional Cash Transfer in Indonesia (Hanif et al., 2020).

PKH is a social assistance and protection program that is included in cluster one, namely Pro-Poor (based on Poverty Alleviation) in Indonesia. The Harapan family program is a program to provide conditional social assistance to vulnerable poor families registered in the integrated data on poor care (Article 1 of the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 10 of 2017). This program provides conditional cash assistance related to education and health requirements (Anjela, 2019). The long-term goal of the implementation of PKH is to break the chain of poverty, improve the quality of human resources, and change the behavior of poor households (RTM) that do not support the improvement of welfare. This goal also supports efforts to accelerate the achievement of the Millennium Development Goals (MDGs) targets.

The Family Hope Program (PKH) has five components that will indirectly help, namely: reducing poverty and hunger, basic education, gender equality, reducing infant and toddler mortality, and reducing maternal mortality. In particular, the purpose of PKH is to improve access to and services for education and health, improve the education level of PKH participants, and improve the health and nutrition status of pregnant women/postpartum women and toddlers under five years old, including pre-school children from poor households (RTM) or PKH participants (Najidah & Lestari, 2019). The main focus components are the health and education sectors.

In several studies conducted as Stefiana et al. (2021) did and Andriani and Asri (2024) stated that the implementation of PKH policies is one of the lack of socialization in the implementation of the program so that it can cause vulnerability to abuse by beneficiaries. This

study recommends the importance of synergy and coordination of programs through implementation by local governments and village leaders. On the other hand, there are technical obstacles such as distribution problems where the recipient's ATM has been blocked. In accordance with research conducted by (Sawitri & Rahmat, 2025) There are some people who are not registered as recipients of assistance who feel that they want to get PKH assistance while these people are classified as people who can and do not deserve social assistance.

However, the Family Hope Program (PKH) in Gorontalo Regency also experienced several problems, especially in terms of program coordination and supervision. This is indicated by the accuracy in setting the target of beneficiaries. Based on several interviews with informants, it was stated that there were several complaints from the community showing that the distribution of PKH funds was not on target, so that many eligible residents did not receive assistance.

Botuboluo Village, Biluhu District, Gorontalo Regency is one of the villages with 48 PKH program recipients. The population of Botuboluo Village is 741 people with a total of 237 families with a number of poor families of 78 families in the sense that this village is classified as a village with a poor family of 32.77%. Meanwhile, PKH recipients are only 48 people or only 38% of poor families. So as many as 12% have not been touched by the PKH program.

On the other hand, the main problem that occurs in the field is that there is a lack of attention from the government, both local and village governments, in the aspect of implementing coordination and supervision, which is also seen as less than optimal for efforts to achieve the objectives of the PKH policy effectively and has not been maximized. The lack of socialization and coordination for the success of the program caused some people to abuse the assistance. The high rate of community poverty is the main indicator that shows the ineffective management of social assistance, especially in the implementation of PKH in Botuboluo Village, Biluhu District, Gorontalo Regency.

METHODS

The research description is very important to assist researchers in determining research steps systematically. Research design is a research design that will be carried out (Abdussamad, 2021)

The types of data obtained in this study are primary and secondary data that are qualitative and quantitative, as follows:

1. **Primary Data:** Data obtained directly from informants in the field, covering all phenomena that occur in the implementation of the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency. The key informants are the head of the village government, PKH companions and the beneficiary community of the PKH program in Botuboluo village, Biluhu District, Gorontalo Regency
2. **Secondary Data:** Data obtained through reports, books, and records that are closely related to the problem being researched, such as document data related to the Implementation of the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency.

The main instrument in this study is the researcher himself, with a tool in the form of interview guidelines, both structured and unstructured, to obtain the necessary information from the respondents.

Data collection in this study uses several techniques:

1. Interview: structured, in-depth and structured interview techniques to obtain a detailed explanation of the Implementation of the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency.
2. Observation: This technique is used to collect primary data through observation during the research process. The observation covers all documents and phenomena that occur in the process of Implementing the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency
3. Documentation: This technique is used to obtain secondary data by examining documents and literature related to research, such as laws and regulations, archives, and reports.

Data analysis after the data validity process is carried out. This is important because in any scientific research, a deep understanding of the components involved is essential to ensure the integrity and validity of the results(Rachman et al., 2024)

Qualitative analysis is used based on Ridder's approach (Ridder, 2014), which simplifies the research process as shown in the following figure:

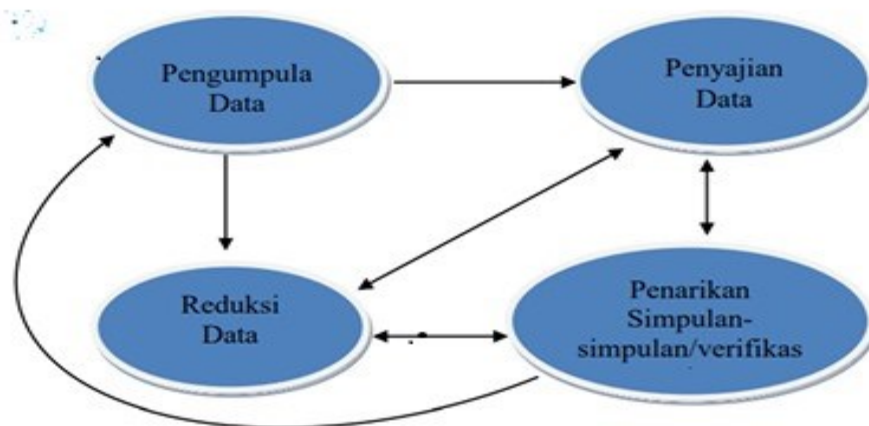


Figure 1. Data Analysis Conclusion Drawing/verification

Ultimately, the goal of any type of research is to produce science that is legitimate, true, honest, and ethical, according to Bachri (2010:54). In qualitative research, the three elements of description, interpretation, and theory should be considered as requirements for truth or validity. Examination techniques are required to ensure the validity of the data. Therefore, the basis used to examine the data of this study is as follows:

1. The researcher wanted to increase the amount of time spent examining the overall phenomenon in the process of Implementing the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency, to ensure a high level of validity.
2. The researcher conducted informal discussions with peers and people from various walks of life who understood the problem of this research. These discussions provide criticism, input, and meaningful information to researchers to develop next steps and to test the validity of the research.
3. The researcher will provide an explanation to the reader by explaining the research results in the research report.
4. Participatory Observation: Observation guides are the data collection tools. Conducting observations and field investigations on the Governance System in the Implementation of the Family Hope Program (PKH) in Botuboluo Village, Biluhu District, Gorontalo Regency.
5. Extension of Observation: This study conducted interviews more than once. Not only the subject, but also some significant informants were interviewed.
6. Triangulation: This is achieved through triangulation of techniques, time, and resources. Technique triangulation means asking the same questions about primary data sources through various techniques, such as interviews, observations, and documentation. Time triangulation means that data collection is done at various times, such as morning, noon, and evening. Source triangulation means querying the same thing through the same data source.

RESULTS AND DISCUSSION

The planning, implementation and evaluation of PKH management in Botuboluo Village shows complex characteristics, where the effectiveness of the policy is not only determined by one factor, but by the interaction between the accuracy of targeting and policy design as well as relatively active and continuous monitoring mechanisms, such as monthly reporting and post-distribution data reconciliation and indicates that accountability in PKH is not only administrative, but also operational and more importantly the target of the goal. Meanwhile, the monitoring carried out still tends to be oriented to administrative procedures so that it has not fully developed into a performance-based evaluation.

PKH Management Planning in Botuboluo Village, Biluhu District

The findings of the study show that PKH management planning in Botuboluo Village relies on the use of DTKS/DTSEN data which is then verified through administrative mechanisms and field checks. This process indicates that beneficiary targeting has been designed to be data-driven, but in practice still requires social validation to ensure the fit between the data and the real conditions of society.

From a policy theory perspective, this condition is in line with policy design theory which emphasizes that the effectiveness of policies is largely determined by the quality of the initial design, especially in determining target targets (Howlett & Mukherjee, 2018). Targeting accuracy is the main prerequisite for the success of social policy, because mistakes in this stage

will result in *inclusion errors* and *exclusion errors*. In addition, this approach is also related to the concept of **street-level bureaucracy** (Lipsky, 2010), where field actors such as PKH companions have discretion in validating data and determining the feasibility of recipients.

These findings reinforce the results of previous research that showed that the main problem in the implementation of PKH lies in the inaccuracy of the data. Arlina et al. (2021) found that the implementation of PKH was less than optimal due to non-updated recipient data, while Mahmud et al. (2020) identified that the lack of understanding and validation of data at the local level was a major inhibiting factor. Similar findings were also conveyed by Weni (2021) who showed that weaknesses in communication and data have an impact on the inaccuracy of program targets.

However, this study provides a different nuance compared to previous studies. While most previous studies have only highlighted data problems as implementation weaknesses, the findings in this study suggest that there are corrective efforts through field verification conducted by facilitators and village governments. This suggests the existence of adaptive mechanisms in policy practice, which are not fully reflected in the formal design of policies.

Analytically, this condition shows a gap where data-driven policy design has not been able to fully capture social dynamics at the local level. Therefore, field verification is an informal mechanism that functions to close the gap. These findings reinforce the argument that in data-driven social policy, accuracy is not only determined by information systems, but also by the capacity of local actors to perform social interpretation and validation.

In addition to the targeting aspect, the findings of the study show that PKH planning in Botuboluo Village does not involve determining the budget locally, but follows a policy design that has been determined centrally. The village government plays a role in ensuring administrative and operational readiness, while the budget structure and distribution mechanism are determined by the central government.

Within the framework of policy theory, this condition can be explained through the top-down implementation model approach (Pressman & Wildavsky, 1973), which places the central government as the main actor in policy formulation, while local actors function as implementers. However, this approach often faces limitations in complex local contexts, requiring adaptation in implementation.

This finding is in line with the research of Albar and Syamsudin (2014) which shows that the implementation of PKH is not optimal due to the gap between policy design and field conditions. Andriani and Asri (2024) also found that the governance of social protection policies still needs improvement to increase the effectiveness of the program. Meanwhile, Stefiana et al. (2021) emphasized that the governance of aid distribution is still inefficient due to the lack of integration between policy systems and field practices.

On the other hand, Fitria et al.'s (2020) research shows that resource constraints are a major factor in the implementation of PKH, which indicates that policy design often does not fully consider implementation capacity at the local level. This is also reinforced by Tawaang

et al. (2023) who found that the lack of organizational support and resources is an obstacle in the implementation of PKH.

However, this study shows that although policy design is centralistic, there is room for adaptation at the local level through the role of facilitators and village governments in validating and coordinating. This shows that policy implementation is not entirely linear, but dynamic and contextual.

Critically, this condition indicates a tension between policy standardization and local flexibility. On the one hand, standardization is needed to maintain the consistency of programs nationally. But on the other hand, local flexibility is needed to adjust policies to the socio-economic conditions of the community.

These findings contribute by showing that the effectiveness of PKH planning is not only determined by the quality of policy design, but also by the ability of the system to accommodate local adaptations. In other words, effective planning is one that is not only normative, but also responsive to the context of implementation.

Based on the overall discussion, it can be concluded that PKH management planning in Botuboluo Village shows complex characteristics, where the effectiveness of policies is not only determined by one factor, but by the interaction between targeting accuracy and policy design. Thus, this study makes a conceptual contribution by showing that the accuracy of targeting in PKH is integrated, which is a combination of formal data systems and social validation by field actors. These findings complement previous literature that tends to look at data issues technically, by adding a social dimension as a determining factor for the effectiveness of policy planning.

Implementation of PKH Management in the Perspective of Policy Implementation Effectiveness

The findings of the study show that the implementation of PKH in Botuboluo Village is highly determined by the implementation capacity which includes the role of companions, the readiness of the distribution system, and administrative support at the village level. Although formally the distribution mechanism has been structured through a non-cash system, the effectiveness of implementation still depends on the ability of local actors to carry out operational and coordinating functions.

From a policy theory perspective, this condition is in line with implementation theory (Pressman & Wildavsky, 1973) which asserts that the success of a policy is not only determined by design, but by the ability of the implementation system to execute policies consistently. In addition, the concept of street-level bureaucracy (Lipsky, 2010) explains that field actors such as PKH assistants have a strategic role in translating policies into practice, including in dealing with limited resources and the complexity of community conditions.

These findings reinforce the research results of Fitria et al. (2020) who emphasized that resources are a key factor in the implementation of PKH, and Tawaang et al. (2023) who showed that limited organizational support and institutional capacity are the main obstacles

in program implementation. Mahmud et al. (2020) and Weni (2021) also identified that low public understanding and limited access are factors that hinder effective implementation.

Nevertheless, this study shows more complex dynamics. On the one hand, the non-cash distribution system through banks and local agents (Brilink, PT Pos) has increased the transparency and efficiency of aid distribution. This suggests an increase in systemic capacity compared to the findings of previous studies that tend to highlight the weaknesses of distribution. On the other hand, there are still technical and administrative obstacles such as identity data mismatches and infrastructure disruptions that indicate that the implementation capacity is not fully optimal.

Analytically, this condition indicates that the implementation capacity of PKH is multi-layered, that is, it is not only determined by the formal system, but also by the readiness of local infrastructure, data quality, and the capacity of field actors. Thus, the effectiveness of implementation cannot be understood in a linear manner, but rather as a result of the interaction between various elements of the system.

The main contribution of this study lies in the affirmation that the implementation capacity of PKH is not static, but adaptive and contextual, where the success of implementation depends on the system's ability to integrate formal structures with local dynamics.

Other research findings show that the implementation of PKH in Botuboluo Village is not only oriented towards the distribution of aid, but also on the fulfillment of requirements by KPM, especially in the aspects of education and health. Verification of school attendance and health checks are the main instruments in ensuring the compliance of beneficiaries.

In the theoretical framework, this condition is in line with the concept of Conditional Cash Transfer (CCT) which places social assistance as an instrument to encourage behavior change (Fiszbein & Schady, 2009). PKH is designed not just as financial assistance, but as a mechanism to increase household investment in education and health. In addition, compliance theory in public policy shows that compliance is influenced by a combination of supervision, incentives, and sanctions.

These findings reinforce the research of Purwanto et al. (2013) and Liahati & Larasati (2018) which showed that PKH contributes to improving welfare and breaking the chain of poverty through increased access to education and health. Sawitri and Rahmat (2025) also found that PKH helps alleviate poverty, despite obstacles in communication and public understanding.

However, the study also identified a critical dimension that was underhighlighted in previous studies, namely potential dependence on aid. These findings are in line with Hanif et al. (2020) who show that the impact of PKH is not always uniform and can be influenced by social factors, including gender and household dynamics.

Analytically, conditional compliance in PKH shows a dual effect character, namely as an empowerment mechanism and at the same time has the potential to create dependency if it is not accompanied by an effective graduation strategy. Thus, the success of PKH is not only

determined by the level of compliance, but by the extent to which it is able to produce sustainable behavior change.

The contribution of this research lies in the affirmation that conditional compliance in PKH is transformational but vulnerable to distortion, so it requires strengthening the role of companions as agents of social change, not just administrative supervisors.

On the other hand, the findings of the study also show that the governance of PKH assistance distribution in Botuboluo Village has adopted a relatively transparent and structured system, with the use of non-cash mechanisms and the support of various distribution channels. In addition, program socialization and community participation are also important elements in the implementation of policies.

From the perspective of governance theory, this condition is related to the concept of good governance which emphasizes transparency, accountability, and participation as the main principles in the implementation of public policies. In addition, the network governance approach shows that policy implementation involves various actors interacting with each other, including village governments, companions, and communities.

This finding is in line with Andriani and Asri (2024) who show that the governance of social protection policies still needs improvement to increase effectiveness. Stefiana et al. (2021) also emphasized that the governance of PKH aid distribution has not been fully efficient, especially in terms of coordination and system integration.

However, this study shows that at the local level there has been an increase in the transparency and accessibility of aid distribution. The use of a cashless system and the existence of local agents such as Brilink show an innovation in the governance of aid distribution. On the other hand, community participation in socialization shows that policy implementation is not completely top-down, but involves interaction between the government and the community.

Critically, this condition shows a shift from administrative governance to participatory governance, although it is not yet fully optimal. Community participation is still informative and not fully deliberative, where the community is not yet involved in decision-making, but rather as a recipient of information.

The contribution of this research lies in the identification that PKH governance at the village level is in a transition phase, from a bureaucratic model to a more participatory and adaptive model, which opens up space for strengthening governance in the future.

Therefore, as a whole, the implementation of PKH in Botuboluo Village shows that the effectiveness of policy implementation is determined by the interaction between implementation capacity, conditional compliance, and distribution governance.

Evaluation of PKH Management in the Perspective of Policy Implementation Effectiveness

The findings of the study show that the evaluation of the implementation of PKH in Botuboluo Village is carried out through routine monitoring mechanisms and periodic reporting, which involves companions, village governments, and program administrative

systems. Monitoring is carried out not only to ensure the distribution of aid, but also to identify recipients who have not obtained their rights and verify the suitability of the data.

From a policy theory perspective, this condition is in line with the policy evaluation approach which emphasizes the importance of monitoring as an instrument to ensure that implementation runs according to the goals (Vedung, 2017). In addition, the concept of accountability governance shows that the reporting and monitoring system is part of the control mechanism to ensure transparency and accountability in public policy.

These findings strengthen the results of research by Stefiana et al. (2021) which show that the governance of PKH assistance distribution still needs to be strengthened in terms of monitoring and evaluation. Andriani and Asri (2024) also emphasized that the effectiveness of social protection policies is highly dependent on the quality of governance and the supervisory system implemented. Meanwhile, Tawaang et al. (2023) found that weak organizational support and reporting systems are one of the factors that hinder the implementation of PKH policies.

However, this study shows that at the local level there have been relatively active and continuous monitoring mechanisms, such as monthly reporting and post-distribution data reconciliation. This shows an increase in evaluative capacity compared to the findings of previous studies that tend to highlight weaknesses in the surveillance system.

Analytically, this condition indicates that accountability in PKH is not only administrative, but also operational. However, the monitoring carried out still tends to be oriented towards procedural compliance (compliance-based monitoring), has not fully developed into a performance-based evaluation.

.Related to impact, other findings show that PKH has a positive impact on improving people's welfare, especially in the aspects of education and health. The assistance provided is able to increase access to basic services, as well as help meet the needs of KPM households. However, the findings also show the potential for dependence on aid that can hinder the independence of recipients.

In the theoretical framework, this condition is related to the concepts of policy outcomes and policy learning, where policies are not only assessed from outputs (aid distribution), but also from outcomes (welfare changes) and long-term impacts. Argyris and Schön (1978) distinguish between single-loop learning (procedural improvement) and double-loop learning (fundamental change in policy), which are relevant in understanding how PKH is evaluated and developed.

These findings are in line with the research of Purwanto et al. (2013) and Liahati & Larasati (2018) which shows that PKH contributes to poverty alleviation, although there are still various challenges in its implementation. Sawitri and Rahmat (2025) also found that PKH helps alleviate poverty, but faces obstacles in communication and public understanding.

On the other hand, the findings regarding potential dependency reinforce the research results of Hanif et al. (2020) which show that the impact of PKH is not always linear and can

be influenced by social dynamics, including gender relations and household structure. This shows that policy impacts are contextual and cannot be generalized simply.

Critically, this condition shows that PKH has succeeded in achieving short-term outcomes, but still faces challenges in creating long-term outcomes in the form of economic independence. Thus, policy evaluation cannot stop at welfare indicators, but must consider the sustainability of the program's impact.

Based on the overall discussion, the evaluation of PKH management in Botuboluo Village shows that the effectiveness of the policy is not only determined by the success of implementation, but also by the system's ability to monitor, evaluate, and learn policies in an ongoing manner.

The contribution of this study is to show that policy learning in PKH is still limited (single-loop), which focuses on technical improvements such as data updates, but has not fully led to policy design transformation, such as graduation strategies or more systematic economic empowerment. The contribution lies in the affirmation that accountability in PKH is in a transitional stage, from mere administrative reporting to a more substantive evaluation system, even though this transformation has not been fully achieved

CONCLUSION

Based on the results of the research and discussion above, the researcher can conclude that: 1) That PKH management planning in Botuboluo Village relies on the use of DTKS/DTSN data which is then verified through administrative mechanisms and field checks. This process indicates that beneficiary targeting has been designed to be data-driven, but in practice still requires social validation to ensure the fit between the data and the real conditions of society. This contributes by showing that the effectiveness of PKH planning is not only determined by the quality of policy design, but also by the ability of the system to accommodate local adaptations. In other words, effective planning is one that is not only normative, but also responsive to the context of implementation. 2) That the implementation of PKH in Botuboluo Village is highly determined by the implementation capacity which includes the role of companions, the readiness of the distribution system, and administrative support at the village level. Although formally the distribution mechanism has been structured through a non-cash system, the effectiveness of implementation still depends on the ability of local actors to carry out operational and coordination functions. Analytically, this condition indicates that the implementation capacity of PKH is multi-layered, that is, it is not only determined by the formal system, but also by the readiness of local infrastructure, data quality, and the capacity of field actors. Thus, the effectiveness of implementation cannot be understood in a linear manner, but rather as a result of the interaction between various elements of the system. The main contribution of this study lies in the affirmation that the implementation capacity of PKH is not static, but adaptive and contextual, where the success of implementation depends on the system's ability to integrate formal structures with local dynamics. 3) That the evaluation of PKH management in Botuboluo Village shows that the

effectiveness of policies is not only determined by the success of implementation, but also by the system's ability to monitor, evaluation, and policy learning on an ongoing basis.

The contribution of this research is to show that policy learning in PKH is still limited (single-loop), which focuses on technical improvements such as data updates, but has not fully led to policy design transformation, such as graduation strategies or more systematic economic empowerment. The contribution lies in the affirmation that accountability in PKH is in the transition stage, from mere administrative reporting to a more substantive evaluation system, even though the transformation has not been fully achieved. This condition shows that PKH has succeeded in achieving short-term outcomes, but still faces challenges in creating long-term outcomes in the form of economic independence. Thus, policy evaluation cannot stop at welfare indicators, but must consider the sustainability of the program's impact.

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