

# Optimization of the Family Hope Program (PKH) in Batu Bara Regency, Indonesia: Cultural Poverty in Coastal Communities

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*Abstract*: This study aims to identify challenges hindering PKH's effectiveness and propose strategies for improvement. Employing a qualitative research methodology, the study integrates literature review and comparative analysis, focusing on key performance indicators (KPIs) such as eligibility, education, healthcare impact, and overall effectiveness. Findings highlight the need for a culturally sensitive approach, involving local leaders, accurate targeting, and integrating education and healthcare initiatives. Recommendations include community engagement, addressing socio-economic disparities, and robust monitoring for continuous improvement. These strategies aim to enhance PKH's impact on poverty reduction and social welfare in Batu Bara's Regency coastal communities of North Sumatra Province, Indonesia.

*Keywords*: optimization, family hope program, cultural poverty, symbolic interactionism, social protection.

## 1. Introduction

## A. Background

The Family Hope Program, known as Program Keluarga Harapan (PKH), is a conditional cash transfer initiative aimed at providing social assistance to poor families (Keluarga Miskin, KM) designated as program beneficiaries. Since its inception in 2007, the Indonesian government has utilized PKH to accelerate poverty alleviation [5]. Internationally recognized as Conditional Cash Transfers (CCT), such programs have proven effective in addressing chronic poverty in various countries.

As a conditional social assistance program, PKH grants poor families, particularly pregnant women and children, access to essential health and education services available in their vicinity. The program's benefits have been extended to include support for individuals with disabilities and the elderly, ensuring their social welfare in line with constitutional mandates and the Nawacita vision of the Indonesian President [5], [12], [13].

Through PKH, poor families are encouraged to access and utilize basic social services in health, education, nutrition, and welfare, along with other complementary social protection programs. PKH aims to become a center of excellence in poverty alleviation by synergizing various national social protection and empowerment programs.

The significant mission of PKH is underscored by Indonesia's poverty statistics, which, as of February 2024, indicated that 9.36% of the population (25.9 million people) lived in poverty [3]. The government set a target to reduce poverty to 6-7% by 2025, as outlined in the RKP 2025. PKH is expected to significantly contribute to reducing the number of poor people, decreasing the gini ratio, and improving the Human Development Index (HDI) [3].

In 2023, Batu Bara Regency had 49.18 thousand people living in poverty, accounting for 11.42% of its population. This number decreased compare to 2022, 49.39 thousand people or 11.47% in 2022 [3].

Batu Bara Regency is characterized by relatively flat topography, with elevations ranging from 0 to 80 meters above sea level. Situated along the coast of Sumatra (North Sumatra), the area is a low-lying coastal plain bordered to the north by the Strait of Malacca, featuring a coastline of approximately 110 kilometers. This region is suitable for settlements, plantations, paddy farming, trade, industry, and services [2].

# B. Research Problem

Despite the implementation of the Family Hope Program (PKH) aimed at alleviating poverty and improving access to education, health, and social welfare services in various regions of Indonesia, several challenges persist that hinder its effectiveness [14]. Key issues include inconsistent data collection methods, inadequate socialization efforts, and insufficient program supervision. These problems result in the misidentification of beneficiaries, limited community participation, and ineffective monitoring, ultimately reducing the program's impact on improving the quality of life for poor households. This study seeks to analyze the underlying issues in the execution of PKH and propose strategies for optimizing its implementation to ensure it effectively targets and supports the intended beneficiaries.

# C. Objectives of the Study

The study aims to identify the main challenges hindering the

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effective implementation of the Family Hope Program (PKH) in Batu Bara Regency and analyze their impact on poverty alleviation in coastal communities. It seeks to propose strategies for optimizing data collection, socialization efforts, and program supervision to enhance PKH's impact. Key research questions include identifying primary challenges, understanding their effects on the program's effectiveness, and proposing optimization strategies.

The study holds significance for several stakeholders. Policymakers can use the findings to develop more effective poverty alleviation strategies and improve program implementation. Social workers will gain a better understanding of the challenges in executing the program and identifying areas for improvement. Additionally, the academic community will benefit from the study's contribution to the body of knowledge on social protection programs and their impact on poverty alleviation, especially in coastal communities.

## 2. Methodology

### A. Data Collection and Analysis

This study employs a qualitative research methodology, integrating a literature study with narrative and descriptive analysis to explore the optimization of the Family Hope Program (PKH) in Batu Bara Regency. A literature study was conducted to gather secondary data from various reputable sources. Data from the Indonesian Statistical Bureau (BPS) were reviewed to understand the demographic and socioeconomic context of Batu Bara Regency and to analyze trends in poverty rates and social welfare indicators [3]. Peer-reviewed journal articles were examined to identify theoretical perspectives, empirical findings, and best practices related to Conditional Cash Transfer (CCT) programs and their implementation [9]. Additionally, relevant studies on the PKH program and similar initiatives in other regions and countries were analyzed to draw comparisons and extract insights applicable to the current study [11]. This literature study provided a foundational understanding of the theoretical frameworks, programmatic approaches, and contextual factors influencing the effectiveness of PKH.

The collected data were analyzed to identify key themes and insights relevant to optimizing the PKH program. A comparative analysis was conducted, comparing the implementation and outcomes of PKH with similar CCT programs in other contexts to identify best practices and common challenges [27]. Contextual analysis examined the specific socio-cultural and economic factors in Batu Bara Regency that influence the program's effectiveness. Furthermore, relevant sociological theories, such as Symbolic Interactionism, were applied to understand community interactions, perceptions, and behaviors related to the PKH program [4]. This analysis aimed to provide a comprehensive understanding of the factors that facilitate or hinder the successful implementation of PKH and to propose strategies for optimizing its impact on poverty alleviation and social welfare in Batu Bara Regency.

#### B. Measuring the Optimization of PKH

To evaluate the optimization of the PKH (Program Keluarga Harapan) program in Batu Bara Regency, we defined key performance indicators (KPIs) including eligibility and targeting (proportion of ineligible recipients), education impact (school attendance rates), healthcare impact (health check-up and vaccination rates), and overall effectiveness (poverty reduction and socio-economic improvements) [24]. Secondary data from three existing studies were collected and each KPI was assigned a score from 0 to 10, with higher scores indicating better performance. These scores were then summed to produce a total score for each study, allowing for a comparative analysis to determine which implementation of the PKH program was the most optimal. This method provides a standardized and objective assessment of the program's performance using available secondary data.

# 3. Literature Review

#### A. Cash Transfer Program

Conditional Cash Transfer (CCT) programs, such as the Family Hope Program (PKH), are rooted in sociological theories of poverty and social welfare [18]. These programs operate on the premise that poverty is not just a result of individual shortcomings but is often perpetuated by systemic inequalities and structural barriers. By providing financial assistance to poor households conditional on certain behaviors, CCT programs aim to address both the immediate needs of impoverished families and the underlying factors contributing to their poverty.

#### 1) Overview of Conditional Cash Transfer Programs

CCT programs are grounded in sociological perspectives that recognize poverty as a multifaceted issue influenced by economic, social, and cultural factors [9]. Drawing on theories of social capital and human capital development, CCT programs like PKH seek to empower individuals and communities by investing in their education, health, and wellbeing [21]. By incentivizing behaviors such as school attendance and regular health check-ups, CCT programs not only alleviate immediate financial burdens but also foster longterm social mobility and empowerment.

## 2) Success Stories of PKH and Similar Programs

Empirical studies have demonstrated the effectiveness of CCT programs like PKH in addressing poverty and improving social welfare outcomes [1]. Drawing on sociological research methodologies, these studies have highlighted the positive impacts of CCT programs on poverty reduction, educational attainment, and healthcare utilization. For example, research on Mexico's "Oportunidades" and Brazil's "Bolsa Família" has documented significant improvements in school enrollment rates, child nutrition, and maternal health outcomes among program beneficiaries [8].

# 3) Challenges in Implementing CCT Programs

Despite their successes, CCT programs face a range of challenges that can hinder their effectiveness and equitable distribution of benefits [11]. From a sociological perspective, these challenges stem from systemic inequalities, cultural barriers, and bureaucratic hurdles that impede access to program resources and services. Issues such as inaccurate targeting of beneficiaries, insufficient infrastructure for program delivery, and lack of awareness and understanding among marginalized communities underscore the need for a more nuanced and context-specific approach to CCT program implementation [21]. Additionally, sociological theories of stigma and social exclusion shed light on the barriers faced by marginalized groups in accessing and benefiting from CCT programs, emphasizing the importance of addressing structural inequalities and promoting social inclusion in program design and implementation [6].

## B. Poverty

Conditional Cash Transfer (CCT) programs, such as the Family Hope Program (PKH), operate within a broader sociological context encompassing various theories of poverty, cultural dynamics, and social welfare [7]. This section delves into these concepts and theories to provide a comprehensive understanding of the socio-economic landscape in which PKH operates.

# 1) Concept of Poverty

Poverty is a complex and multifaceted social phenomenon that can be understood through various lenses, encompassing not only a lack of material resources but also social exclusion and deprivation [28]. Sociologists distinguish between different types of poverty, including absolute poverty, relative poverty, and cultural poverty. Absolute poverty refers to the inability to meet basic human needs, while relative poverty is defined in relation to the standards of living within a particular society. Cultural poverty reflects socio-cultural factors that contribute to and perpetuate poverty, such as attitudes and behaviors hindering social and economic advancement.

# 2) Cultural Poverty

Cultural poverty refers to the transmission of values, attitudes, and behaviors within marginalized communities that perpetuate cycles of poverty [16]. This concept gained prominence through the work of sociologist Oscar Lewis, who introduced the idea of the "Culture of Poverty." Characteristics of cultural poverty include limited educational opportunities, low aspirations and expectations, and institutional distrust. The Culture of Poverty theory suggests that these cultural patterns are passed down through generations, creating entrenched cycles of disadvantage.

# C. Social Welfare Programs

Social welfare programs, including cash transfers, healthcare services, and educational subsidies, are crucial for addressing poverty and promoting social equity. The Family Hope Program (PKH) in Indonesia targets poor households, providing conditional cash transfers to recipients who meet specific criteria such as ensuring children attend school and receive regular health check-ups [32]. By incentivizing behaviors that promote human capital development, PKH aims to break the cycle of poverty and improve overall well-being [21]. Research indicates that social welfare programs like PKH can significantly impact poverty alleviation by providing

essential resources and services to marginalized communities [12]. However, their effectiveness depends on factors such as program design, implementation strategies, and broader socioeconomic conditions, highlighting the importance of evaluating their impact for informed policy decisions.

# D. Theoretical Framework

The theoretical framework of this study incorporates insights from Symbolic Interactionism, developed by Herbert Blumer, a sociological perspective focusing on how individuals interpret and assign meaning to symbols, interactions, and social processes in their everyday lives. Symbolic Interactionism posits that individuals actively construct meaning through social interaction and interpretation of symbols, shaping their identities, behaviors, and perceptions [4]. Applied to poverty and social welfare programs like PKH, Symbolic Interactionism offers insights into community interactions and perceptions, exploring how individuals construct realities and navigate social relationships within this context.

# 4. Research Findings

# A. Previous Studies

A comprehensive analysis of the Family Hope Program (PKH) and its impact on social welfare in Batu Bara Regency has been conducted through various studies. These studies provide insights into the effectiveness, implementation, and challenges associated with the PKH program.

Elvira Santi and Mbina Pinem [25] investigated the implementation of the PKH in Bandar Sono Village, Nibung Hangus Sub-District, Batu Bara Regency. Their study aimed to evaluate the eligibility criteria for PKH recipients, the program's impact on education, and its effects on healthcare. The research revealed that while the program generally complied with its guidelines, there were discrepancies in recipient eligibility, with 12 out of 442 beneficiary families (KPM) not fitting the criteria of poor households. Despite this, the program showed positive results in education, with over 85% school attendance, and in healthcare, where participants successfully met their health needs through the program's support.

Dara Citra Pratiwi and Imsar [23] focused on the distribution of PKH and Non-Cash Food Assistance (BPNT) in Batu Bara Regency. Their research emphasized the procedural adherence by the Batu Bara Social Service in distributing aid. However, they highlighted a critical issue: despite following procedures, a significant number of people in the area continued to live in poverty. This finding underscores the need for more accurate data collection to ensure aid reaches the truly needy and addresses the root causes of poverty more effectively.

Wahyudi Ade Utama [33] examined the socio-economic impact of the PKH in Sei Muka Village, Talawi Sub-District, Batu Bara Regency. His study highlighted poverty as a persistent social issue and analyzed how the PKH aimed to alleviate it by improving access to health and education services for very poor households. Utama's findings suggested that the PKH had a positive impact on the socio-economic conditions of participants by enhancing their opportunities for better health and education, thereby contributing to poverty reduction.

The above three previous studies were used as a case study to measure the effectiveness of the PKH program and to analyze the impact of PKH towards poverty reduction in coastal communities. A Symbolic Structuralism theory is applied to describe factors interaction in Batu Bara Regency. A cultural welfare theory was also used to understand the influence of culture of Bataknese in the effectiveness of PKH implementation.

## B. Comparative Analysis and Conclusion

The three studies collectively underscore the multifaceted impact of the PKH in Batu Bara Regency. Santi and Pinem's research points to the program's success in education and healthcare despite some issues with recipient eligibility. Pratiwi and Imsar's study highlights procedural adherence but raises concerns about persistent poverty, indicating the need for better-targeted assistance. Utama's analysis corroborates the positive socio-economic outcomes facilitated by the PKH, particularly in enhancing health and education for the poorest households.

In conclusion, while the Family Hope Program (PKH) has demonstrated effectiveness in areas such as education and healthcare, significant challenges remain that impede its overall success. One of the primary issues is ensuring the accurate targeting of aid, as improper beneficiary identification can lead to resources not reaching those most in need. This misallocation can undermine the program's goals and reduce its impact. Additionally, addressing the underlying causes of poverty requires a comprehensive approach that goes beyond immediate financial assistance.

For the PKH program in Batu Bara Regency to achieve optimal performance, there must be continuous improvement in data collection and recipient verification processes. Accurate and up-to-date data are essential for identifying and reaching the right beneficiaries, ensuring that aid is effectively distributed. This involves leveraging advanced technologies and methodologies for data gathering and analysis, as well as regular audits to maintain data integrity.

# C. Measuring Level of Program Optimization

Each study provides insights into different aspects of the PKH program, allowing us to use several key performance

indicators (KPIs) for a comparative analysis. Firstly, the eligibility and targeting of the program can be assessed by examining the proportion of ineligible recipients. Secondly, the education impact of the PKH program can be evaluated by looking at school attendance rates among children from beneficiary families. Thirdly, the healthcare impact can be measured by considering the rates of health check-ups and vaccinations among the program participants. Finally, the overall effectiveness of the PKH program can be determined by analyzing indicators related to poverty reduction and socio-economic improvements in the beneficiary households. These KPIs provide a comprehensive framework to compare and assess the performance and optimality of the PKH program as discussed in the three studies. The summary of measurement is presented in Table 1.

Based on the standardized scoring of available KPIs from the three studies, [25] analysis reflects the most optimal implementation of the PKH program, achieving a total score of 34. Their study highlights effective targeting with only minor issues, as evidenced by a small proportion of ineligible recipients (2.7%). Furthermore, their findings show high school attendance rates, exceeding 85%, which indicates significant educational benefits for the children of beneficiary families. Additionally, the program's impact on healthcare is notable, with all participants meeting their healthcare needs, demonstrating successful outcomes in this area.

[33] Study also reveals significant positive impacts, particularly in education and healthcare, with a total score of 31. This study emphasizes improved access to education and healthcare services for the poorest households in Sei Muka Village, Talawi Sub District, Batu Bara Regency. However, it lacks specific data on the eligibility and targeting of recipients, which is a critical aspect of program evaluation. Despite this, the positive socio-economic changes reported, such as enhanced opportunities and better living conditions for beneficiary families, underscore the program's effectiveness in addressing poverty.

[23] Focus on procedural adherence in the distribution of PKH and Non-Cash Food Assistance (BPNT) in Batu Bara Regency. While their study confirms that the local government follows established procedures, it also highlights ongoing poverty issues among the population, resulting in a lower total score of 27. The lack of detailed data on education and healthcare impacts limits the ability to fully assess the

			Table 1			
Summary of optimization level in each study						
Case Studies		Eligibility and Targeting	Education Impact	Health Care Impact	<b>Overall Rating</b>	Total Score
Elvira Santi and Mbina Pinem (2020)	Assessment Result	12 out of 442 KPM were ineligible (2.7% ineligibility rate)	Over 85% school attendance rate	Program effectively met healthcare needs	Three KPIs have been satisfactorily achieved	
	Score	8	9	9	8	34
Dara Citra Pratiwi and Imsar (2022)	Assessment Result	Procedure followed but significant poverty persists (no specific rate provided)	Access to education through PKH facilitator	Access to health service, especially for mothers and elderlies	Need for better data collection due to ongoing poverty	
	Score	8	6	7	6	27
Wahyudi Ade	Assessment	Follows government	Improved access to	Improved access to	Positive socio-	
Utama (2019)	Result Score	procedures and requirement 7	education 8	health services 8	economic impact 8	31

program's effectiveness in these areas. This study underscores the need for more accurate data collection and a more nuanced understanding of the program's impact on poverty alleviation.

# D. Discussion in Relation to Symbolic Interactionism

The differences in the optimality of the PKH program as reported in these studies can be further understood through the lens of Symbolic Interactionism, a sociological perspective developed by Herbert Blumer. Symbolic Interactionism focuses on the meanings and interpretations that individuals and groups assign to their social interactions and how these shape their behavior and society at large.

In the context of the PKH program, Symbolic Interactionism can help explain how the program's implementation and outcomes are perceived and interpreted by different stakeholders, including beneficiaries, administrators, and the community. For instance, the high school attendance rates and successful healthcare outcomes reported by [25] can be seen as a result of the positive meanings and importance that beneficiary families assign to education and health, facilitated by the PKH program. These families may view the program as a valuable opportunity to improve their children's future, leading to higher engagement and participation.

[33] Findings of improved socio-economic conditions can be interpreted as a reflection of how the program empowers very poor households, providing them with the necessary support to navigate their social environment more effectively. The program's provision of access to education and healthcare can change the way beneficiaries interact with these institutions, fostering a sense of agency and hope that contributes to their overall well-being.

Conversely, [23] observation of ongoing poverty issues despite procedural adherence highlights the complex social dynamics and meanings surrounding poverty and aid. This suggests that simply following procedures may not be sufficient if the deeper social and cultural contexts are not adequately addressed. The persistent poverty might indicate that the beneficiaries' interaction with the program and the meanings they assign to it are influenced by other socio-economic factors that the program has not fully addressed.

Through the lens of Symbolic Interactionism, it becomes clear that the success of the PKH program is not solely dependent on procedural adherence or resource allocation but also on the social meanings and interactions that shape its implementation and reception. For the PKH program in Batu Bara Regency to be truly optimal, it is essential to understand and engage with the symbolic and interactional contexts of the beneficiaries, ensuring that the program not only provides material support but also fosters meaningful and empowering social interactions.

# *E.* Influence of Cultural Aspects on the PKH Program in Batu Bara Regency

Cultural aspects significantly shape the implementation and effectiveness of social programs like the PKH (Program Keluarga Harapan) in Batu Bara Regency. Located in North Sumatra, the region is home to diverse ethnic groups, including a significant Bataknese population, each with unique cultural practices and social norms. The Bataknese culture, in particular, has distinct characteristics that can influence the outcomes of such programs.

The Bataknese culture is known for its strong kinship ties and community support systems. This collectivist orientation can facilitate the dissemination of information about the PKH program and support compliance with program requirements, as community members often look out for one another. However, the same strong family bonds can also lead to challenges in resource allocation. There may be pressures to support extended family members, potentially diverting resources intended for the most vulnerable households, thus affecting the program's targeting efficiency [29].

Cultural attitudes towards aid and dependency also play a critical role in how the PKH program is received [25]. In communities with a strong sense of pride and self-reliance, such as those influenced by Bataknese values, there might be a stigma associated with receiving government assistance. This stigma can lead to underreporting of needs or reluctance to participate in the program, limiting its reach and effectiveness [17]. Overcoming such cultural barriers requires sensitization and community engagement to reframe the perception of aid as a temporary support mechanism rather than a sign of weakness.

Traditional beliefs and practices surrounding education and health can impact the outcomes of the PKH program [25]. For instance, if certain communities place less emphasis on formal education or prefer traditional medicine over modern healthcare, the program's initiatives to improve school attendance and health check-ups might face resistance or lower engagement. In such cases, integrating cultural competence into program design, such as involving local leaders and incorporating culturally relevant health education, can enhance acceptance and participation [31].

# F. Cultural Influence on Poverty in Batu Bara Regency

The persistence of poverty in Batu Bara Regency can be partly attributed to cultural factors. Traditional economic activities, such as farming and fishing, are prevalent in North Sumatra. These sectors often provide unstable and low incomes, contributing to ongoing poverty. The cultural attachment to these traditional livelihoods might hinder the adoption of more diverse and potentially lucrative economic activities. Diversification of livelihoods and skills training programs need to be culturally sensitive to encourage acceptance and participation among the local population [20].

Educational attainment is another crucial factor influenced by cultural values. In some Bataknese communities, there may be a preference for children to contribute to household income rather than pursuing extended education. This can limit opportunities for higher-paying jobs and perpetuate the cycle of poverty. Programs aiming to improve educational outcomes must address these cultural attitudes and provide incentives or support systems that make schooling more accessible and valuable to families [30].

Traditional gender roles and family dynamics also influence poverty levels. In cultures where women have less access to education and employment, households may have fewer income earners, exacerbating poverty. Additionally, cultural expectations regarding family size and child-rearing can strain household resources. Addressing gender disparities through targeted interventions, such as women's education and empowerment programs, is essential for breaking the cycle of poverty [18].

#### 5. Conclusions and Recommendations

#### A. Conclusions

The optimization of the Family Hope Program (PKH) in Batu Bara Regency requires a nuanced understanding of the cultural dynamics and socio-economic conditions of its coastal communities. The analysis of key performance indicators (KPIs) from various studies highlights that effective targeting, high school attendance rates, and successful healthcare outcomes are critical for the program's success. However, cultural aspects significantly influence the program's implementation and outcomes.

In Bataknese communities, strong kinship ties and collectivist values can both support and challenge the PKH program. These cultural attributes facilitate community support and information dissemination but also lead to potential misallocation of resources due to extended family obligations. Additionally, cultural attitudes towards aid, education, and healthcare affect participation and engagement with the program. Overcoming stigma associated with receiving assistance and aligning the program's goals with local cultural values are essential for enhancing its effectiveness.

Poverty in Batu Bara Regency is partly perpetuated by traditional economic activities, limited educational attainment, and entrenched gender roles. These cultural factors contribute to the persistence of poverty and pose challenges to the PKH program's goals of poverty alleviation and socio-economic improvement. Addressing these issues through culturally sensitive program design, community engagement, and targeted interventions can significantly enhance the program's impact.

In conclusion, optimizing the implementation of the PKH program in Batu Bara Regency requires an integrated approach that considers the cultural context of coastal communities. By aligning the program with local cultural values and addressing socio-economic disparities, the PKH program can more effectively reduce poverty and improve the well-being of the region's residents. This culturally informed approach is crucial for achieving sustainable development and social welfare in Batu Bara Regency.

#### B. Recommendations

To optimize the PKH program in Batu Bara Regency, a culturally sensitive and community-engaged approach is essential. Training and involving local leaders can build trust and acceptance. Accurate targeting and regular feedback mechanisms are crucial for effective resource allocation. Integrating education and healthcare initiatives with culturally relevant campaigns and incentives will enhance participation. Addressing gender and economic disparities through empowerment and livelihood diversification programs can reduce poverty. Reducing aid stigma and promoting success stories will improve perceptions and engagement. Finally, robust monitoring and evaluation involving community members will ensure continuous program improvement. These recommendations aim to make the PKH program more effective in reducing poverty and improving the well-being of coastal communities in Batu Bara Regency.

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