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Article Title

The Implementation of the Family Hope Program as a Poverty Alleviation Instrument in Cirebon Regency

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ABSTRACT

Poverty is a multidimensional problem that concerns economic deprivation and the capacity of communities to utilize welfare-improvement opportunities. This study evaluates the implementation of the PKH as a technical instrument for poverty alleviation in Cirebon Regency through four operational dimensions of public policy: communication, resources, implementers' disposition, and bureaucratic structure. It applies a descriptive qualitative design with informants selected through purposive sampling. Primary data were collected through semi-structured interviews with structural implementers from the Social Affairs Office of Cirebon Regency and PKH facilitators, while secondary data were obtained from statistics, regional regulations, and relevant literature. Data trustworthiness was examined through source triangulation. The findings show that the decline in the regional poverty rate is consistent with the decrease in KPM and with implementers' efforts to support KPM socio-economic self-reliance through education and facilitation. However, program implementation still faces constraints related to limited financial infrastructure literacy, rigid digital systems, and the concentration of administrative workload on facilitators. This study recommends strengthening the digital validation system, improving workload distribution, and institutionalizing local potential mapping to support sustainable KPM self-reliance.

Keywords: *Bureaucratic Structure; Family Hope Program; Policy Implementation; Poverty Alleviation; Socio-Economic Self-Reliance.*

INTRODUCTION

Poverty is a multidimensional problem that does not merely represent the inability to meet material needs. It is also related to communities' capacity to utilize the social and economic opportunities in their surrounding environment ([Irawati et al., 2026](#)). Within this framework, public policy intervention should not be limited to the distribution of material assistance. It should also be directed toward strengthening achievement motivation and the capacity of target groups to improve their self-reliance gradually ([McClelland, 1967](#)).

As part of its poverty alleviation policy, the central government implements the Family Hope Program (*Program Keluarga Harapan/PKH*), which is integrated with the Integrated Social Welfare Data. This program functions as a conditional cash transfer instrument for poor and vulnerable families. The ministry's provisions and program classification position PKH as a conditional social assistance program aimed at improving living standards, reducing expenditure burdens, increasing income, encouraging behavioral change, strengthening self-reliance, and reducing poverty and inequality ([Kemensos, 2025](#)).

The achievement of poverty alleviation objectives through PKH requires beneficiaries' compliance with conditional obligations related to health and education services. These obligations do not merely function as administrative requirements for assistance disbursement but also serve as instruments for improving the quality of life of target families. Improved access to education and health is closely linked to enhanced human well-being and may contribute to a sustainable decline in poverty levels ([Sinurat, 2023](#)).

The implementation of PKH in Cirebon Regency can be situated within the framework of Cirebon Regent Regulation Number 68 of 2018 on Poverty Alleviation in Cirebon Regency. In this study, the regional regulation is not positioned as an object of juridical analysis but as a formal basis for implementing poverty alleviation policy at the regional level. At the macro level, statistical data show a downward trend in the poverty rate from 11.00% in 2024 to 10.23% in 2025 ([BPS, 2025](#)). This trend is consistent with the decline in the number of PKH beneficiaries from 100,000 to 94,369 Beneficiary Families (*Keluarga Penerima Manfaat/KPM*), as reported by structural implementers from the Social Affairs Office of Cirebon Regency. In addition, Cirebon Regency's Human Development Index (HDI) in 2025 was 73.27. This figure shows improvements in human development indicators in the region ([Rahman, 2025](#)).

Although statistical data show a downward trend in poverty, the Public Service Administration requires examination at the operational level. Policy implementation does not occur automatically simply because norms and programs have been established. Implementation success needs to be analyzed through communication mechanisms, resource availability, implementers' disposition, and bureaucratic structure that support program execution ([Edwards, 1980](#)). Therefore, this study not only analyzes macro-level poverty figures but also examines the mechanisms through which structural implementers and operational facilitators implement the program, address technical constraints, and promote KPM self-reliance.

The use of the four dimensions of public policy implementation has a robust academic basis for assessing the clarity of the governance apparatus, the quality of instruction transmission, implementers' capacity to respond to problems, and potential overlaps in bureaucratic structure ([Arafat et al., 2022](#); [Said et al., 2024](#)). In the context of PKH, these four dimensions enable the study to analyze the relationship among central policy, regional implementers, facilitators, village apparatus, and KPM. Thus, implementation evaluation does not only assess the existence of the program but also examines program execution through bureaucratic levels and public service interactions.

The novelty of this study lies in its analysis of the consistency between macro-level statistical achievements and operational realities at the micro level. This study examines whether the downward trend in poverty and the decline in the number of KPM are consistent with implementers' efforts in conducting coordination, data validation, facilitation, education, and the handling of coordination, data validation, and administrative procedural constraints. The novelty of this study is not intended to prove PKH as the sole cause of poverty decline. Rather, it examines how administrative procedures at the lowest implementing unit support such achievement.

Previous studies show that implementing social protection programs often encounters challenges related to communication, resource limitations, implementers'

commitment, and bureaucratic structures. In the communication dimension, coordination meetings and tiered supervision serve as important instruments for ensuring consistent instruction transmission to the lowest implementers (Husaini, 2022). In the resource dimension, apparatus competence and the capacity to respond to technical constraints are essential requirements for program success at the regional level (Khumayah et al., 2020), including when beneficiaries face limited literacy regarding assistance infrastructure (Rachma et al., 2022). Meanwhile, studies on empowerment emphasize the need to distinguish between the provision of physical facilities and the development of target groups' agency capacity (Rasyid et al., 2025), while studies on social program implementation highlight challenges posed by bureaucratic structures and cross-authority coordination during program implementation (Tanjung et al., 2026).

Based on this explanation, this study aims to evaluate the implementation of PKH as a technical instrument for poverty alleviation in Cirebon Regency across four operational dimensions of public policy: communication, resources, disposition, and bureaucratic structure. Academically, this study is expected to enrich Public Service Administration scholarship on the relationship between macro-level policy achievements and technical realities of implementation. Practically, this study is expected to provide recommendations for management agencies and facilitators to improve targeting accuracy, reduce technical constraints, and strengthen the KPM socio-economic self-reliance agenda.

METHOD

This study uses a descriptive qualitative design to examine the factual reality of public policy implementation at the operational level (Sugiyono, 2025). This design was selected because the study focuses on implementation processes, implementers' experiences, and program governance mechanisms, rather than statistical testing of causal relationships. This study does not apply a normative juridical approach. Cirebon Regent Regulation Number 68 of 2018 serves as the formal basis for implementing the region's poverty alleviation policy. The research location was Cirebon Regency because this area shows a downward trend in poverty and has a PKH implementation structure involving regency-level agencies, facilitators, and village apparatus.

Informants were selected through purposive sampling (Creswell & Poth, 2018). Informants were selected based on their direct involvement in PKH implementation: structural implementers from the Social Affairs Office of Cirebon Regency and operational facilitators. Accordingly, this study analyzes program implementation from the perspectives of structural and operational implementers, not from the direct experiences of all KPM. This limitation is important because the study focuses on bureaucratic mechanisms, coordination, data validation, facilitation, and the resolution of technical constraints carried out by program-implementing actors.

Primary data were obtained through semi-structured interviews (Spradley, 2016). The interview instrument was used to collect data on the implementation of coordination meetings, communication strategies with village apparatus, recruitment and validation mechanisms for KPM, financial infrastructure literacy constraints, educational activities through the Family Capacity Building Meeting (*Pertemuan Peningkatan Kemampuan Keluarga/P2K2*), and issues related to bureaucratic structure and digital systems. Secondary data were obtained through archival documentation, including statistical data from Statistics Indonesia, human development reports, regional regulatory documents, ministry information, and relevant scholarly literature. Statistical data were positioned as baseline data for analyzing macro-level trends, while interview findings were used to examine operational realities at the implementing level.

Data analysis followed the procedure outlined by Miles et al. (2014), including data reduction, data display, and conclusion drawing. Data reduction was conducted by selecting information relevant to the four dimensions of policy implementation. Data display was carried out by classifying findings into the dimensions of communication, resources, disposition, and bureaucratic structure. The conclusion was drawn by continuously comparing primary and secondary data. Data trustworthiness was examined through source triangulation by comparing informants' statements with statistical data, policy documents, and scholarly literature. This triangulation was used to strengthen the trustworthiness of the findings, not to claim absolute objectivity.

RESULTS AND DISCUSSION

A. Consistency between Macro-Level Achievements and Operational Realities in Poverty Alleviation

The assessment of PKH implementation in Cirebon Regency should begin by examining the consistency between macro-level achievements and technical realities at the implementation level. Statistical data show a decline in the poverty rate over the last three years. BPS (2025) recorded that the poverty rate in Cirebon Regency declined from 11.20% in 2023 to 11.00% in 2024 and 10.23% in 2025.

Table 1. Poverty Rate in Cirebon Regency from 2023 to 2025

No.	Year	Percentage
1.	2023	11.20%
2.	2024	11.00%
3.	2025	10.23%

Source: BPS (2025).

The decline in the poverty rate indicates a downward trend at the macro level. In the context of PKH, this trend is relevant to the objective of conditional cash transfers, which aim to reduce the expenditure burden on poor and vulnerable

families while encouraging behavioral change through conditional obligations (Kemensos, 2025). However, statistical data cannot be directly positioned as the sole evidence of program success. These data need to be analyzed alongside operational data to determine how program implementers contribute to achieving this.

The downward trend in poverty is also consistent with regional human development achievements. Rahman (2025) recorded that the HDI of Cirebon Regency in 2025 reached 73.27. This figure indicates improvement in human development indicators relevant to social protection objectives. However, the increase in HDI and the decline in poverty still require careful analysis, as both may be influenced by factors such as education, health, regional economic structures, and social program interventions. In this context, PKH is positioned as one policy instrument that may support welfare improvement, not as the sole determining factor.

At the implementation level, the decline in poverty figures aligns with the decrease in the number of KPM managed under the program. Informant 1 explained:¹

"That is correct. The indicator can be seen from the decrease in the number of social assistance recipients, including food assistance recipients, PKH recipients, and other social assistance recipients. The decline in PKH beneficiaries can also be seen from the 2024 data, which recorded 100,000 PKH recipients. By the end of 2025, the number had decreased to 94,369 KPM. We also emphasize to PKH facilitators that they should guide KPM to reduce dependence on assistance and seek solutions to improve family welfare."

This statement indicates a decline in the number of KPM from 100,000 to 94,369 between 2024 and 2025. In this study, the decline is presented as an administrative output consistent with the macro-level poverty rate, rather than as the sole indicator of poverty alleviation success. This interpretation is important to ensure the analysis does not make an excessive causal claim. The decline in the number of beneficiaries may indicate changes in KPM's administrative status or the results of target data updates. However, these data still need to be understood alongside other factors, such as changes in socio-economic status, program validation mechanisms, and data updating policies.

Informant 1's statement also indicates an implementer orientation toward encouraging beneficiaries to reduce their dependence on assistance. Informant 1 stated that facilitators are directed to provide solutions so that KPM can become empowered through the Socio-Economic Empowerment Program and P2K2 activities. This statement shows that PKH implementation is not only about

¹Interview with Informant 1, Structural Official from the Social Affairs Office of Cirebon Regency, January 29, 2026.

assistance distribution but also about educational and facilitation activities aimed at fostering self-reliance. This interpretation is consistent with the idea that poverty is not only associated with material deprivation but also with communities' capacity to take advantage of economic opportunities (McClelland, 1967). From this perspective, social protection programs need to expand their orientation from assistance distribution to a more sustainable facilitation process (Ubur, 2011).

Triangulation of operational data was conducted through the statement of Informant 2, who served as a facilitator. Informant 2 explained that P2K2 is used to educate KPM on the proper use of assistance and self-reliance. This statement indicates educational efforts at the lowest level of implementation. Accordingly, the decline in the macro-level poverty rate and the decrease in the number of KPM can be analyzed as achievements consistent with the operational functions of facilitators, particularly through guidance, education, and facilitation. However, this study does not claim that behavioral change among KPM in general has been achieved. The available data more strongly indicate implementers' efforts than direct measurement of behavioral change among all KPM.

Based on this explanation, the consistency between macro-level achievements and technical realities shows that PKH implementation in Cirebon Regency has operational support at the implementing level. The decline in poverty figures and the decrease in the number of KPM do not stand independently but are consistent with coordination, facilitation, education, and validation activities carried out by the implementing apparatus. Thus, the novelty of this study lies in its measured analysis of the relationship between statistical achievement and micro-level governance, not in a claim that PKH is the sole cause of poverty decline.

B. Implementer Communication and Tiered Instruction Transmission

Communication is one of the important elements in public policy implementation. Edwards (1980) argues that policy instructions need to be transmitted clearly and consistently so that implementers can understand their duties without generating differences in interpretation that disrupt implementation. In the context of PKH, communication is not only related to the distribution of administrative documents. It also includes coordination, alignment of implementers' understanding, problem-solving, and data synchronization among structural implementers, facilitators, and village apparatus. The use of communication as a variable in this study is relevant for assessing the clarity of apparatus governance in implementing social protection programs (Said et al., 2024).

At the Cirebon Regency level, vertical communication is carried out through coordination meetings involving the Social Affairs Office of Cirebon Regency, regency coordinators, subdistrict coordinators, and PKH facilitators. This forum

functions as a channel for instruction delivery, implementation evaluation, and discussion of problems faced by KPM. Informant 1 explained:

"Program implementation has been adjusted to the directions of the ministry and the Office. We always conduct coordination meetings with PKH facilitators, regency coordinators, and subdistrict coordinators to discuss KPM problems and seek solutions. Through these coordination meetings, we discuss problems and the effectiveness of program implementation together with PKH facilitators."

This statement shows that coordination meetings are used as a means of hierarchical communication. However, in this study, the coordination meetings are not presented as evidence that all communication problems have been resolved. The statement is more appropriately positioned as evidence of the existence of formal communication channels used to manage program implementation. This point is important because communication effectiveness is not only determined by the existence of a forum. It is also determined by the clarity, consistency, and accuracy of information delivery, follow-up actions on problems, and implementers' ability to translate directions into operational actions.

The existence of coordination meetings is important because PKH implementation involves a tiered coordination structure. Field facilitators do not only interact with the Social Affairs Office of Cirebon Regency. They also interact with program coordinators, village apparatus, education partners, health partners, and banking institutions. In this situation, tiered coordination forums can function as instruments to ensure information consistency and prevent implementation errors. This finding is consistent with studies that position communication and tiered supervision as important factors in ensuring consistent instruction transmission to technical implementers ([Arafat et al., 2022](#); [Husaini, 2022](#)).

In addition to vertical communication, PKH implementation also requires horizontal communication with the village apparatus and local parties. Horizontal communication is necessary because program implementation directly intersects with target data, acceptance by village apparatus and communities, and relationships among implementing parties at the village level. Informant 2 explained:²

"The coordination strategy is carried out through an inclusive and systematic approach. Facilitators conduct informal communication with village officials, understand the characteristics of village officials, maintain transparency of social assistance recipient data, and involve Village Deliberation with Neighborhood Units, Community Units, the Village Consultative Body, and Community Leaders."

This statement shows that facilitators use informal communication, transparency in data, and Village Deliberation to improve cooperation with local

²Interview with Informant 2, PKH Facilitator, January 26, 2026.

authorities. This strategy cannot be directly interpreted as full communication success, but it indicates managerial prerequisites pursued to reduce potential social conflict and strengthen local acceptance of the program. In the implementation of social assistance, local acceptance is important because beneficiary data are often related to community perceptions of fairness in assistance distribution.

Thus, the communication dimension in PKH implementation in Cirebon Regency shows two main forms: vertical communication through coordination forums and horizontal communication through collaborative approaches at the village level. These two forms support instruction transmission and problem solving, but they still require strengthening so that program implementation is not limited to administrative forums. Effective communication must be followed by problem follow-up, data updates, and consistent cross-party coordination. This is relevant to previous findings concerning the need for synergy between village apparatus and facilitators in implementing social programs (Fernanda et al., 2025; Tanjung et al., 2026).

C. Implementer Resources and Operational Workload

Resource availability is an important dimension in public policy implementation. Edwards (1980) positions resources as a prerequisite for policy implementation, including staff, information, authority, and facilities. In the context of PKH, resources are not only related to the number of apparatus. Resources also include implementers' capacity to validate data, reach target groups, address technical constraints, and bridge beneficiaries' literacy limitations. Therefore, the resource analysis in this study is directed toward the operational workload arising from the centralized data mechanism and the need for facilitation at the implementing level.

The initial stage of PKH implementation concerns target determination and validation. Integration of administrative welfare data is required to direct social assistance to families that meet the criteria (Munir & Anisah, 2024). However, centralized administrative targeting may generate problems if it is not accompanied by factual checking at the implementing level. In this context, field verification is important to reduce the risk of mistargeting (Hidayat et al., 2025). Informant 2 explained the mechanism as follows:

"The recruitment mechanism for PKH recipients or KPM originates from the Ministry of Social Affairs. The names of families selected by the Ministry of Social Affairs are forwarded to local government and villages for location and condition surveys. This verification is conducted to ensure whether the families meet the criteria for PKH recipients."

This statement shows that the initial target determination originates with the ministry and is then forwarded to local governments and villages for location and condition checks. This pattern indicates a relationship between the central-

level data management system and field validation. On the one hand, a centralized mechanism may provide uniform administrative standards. On the other hand, local implementers still have an important responsibility to ensure the consistency of these data with factual conditions. Therefore, the success of the data mechanism depends on the readiness of the implementing apparatus to conduct checks and data updates.

The operational workload of facilitators does not only arise during the data validation stage but also in resolving technical problems experienced by beneficiaries. One field-identified constraint is beneficiaries' limited literacy in using digital banking infrastructure. Informant 1 explained:

"The constraints mostly come from KPM, for example, ATM cards that are blocked because recipients forget their PIN. This condition prevents assistance from being disbursed. Therefore, the Social Affairs Office and PKH facilitators provide guidance to KPM, including assistance in resolving the problem at the bank."

This statement shows that technical constraints may arise from beneficiaries' limited understanding of financial access. Issues such as forgotten PINs or blocked cards can be categorized as technical administrative constraints. These constraints may disrupt assistance disbursement and increase the facilitation team's workload. In this regard, facilitators function as connectors among KPM, banking services, and assistance disbursement mechanisms. This condition indicates that human resources are not only required to implement procedures but also to address technical literacy gaps at the target level.

This finding is consistent with studies emphasizing the importance of human resources in supporting the success of poverty alleviation programs at the regional level ([Khumayah et al., 2020](#); [Djabar et al., 2022](#)). In addition, beneficiaries' limited understanding of program procedures and facilities can pose an administrative constraint, requiring ongoing facilitation ([Rachma et al., 2022](#)). [Ikhsan et al. \(2022\)](#) also show that facilitation workload may become a problem when it is not balanced with adequate operational capacity. In this article, that finding is used for conceptual comparison, not as a basis for a quantitative claim about the ratio of facilitators to KPM in Cirebon Regency.

Based on this explanation, the resource dimension shows that PKH implementation depends on implementers' readiness to connect the centralized data system to local conditions. Facilitators play an important role in validating targets, assisting beneficiaries, and resolving technical constraints in the disbursement of assistance. Therefore, resource strengthening cannot be understood solely as the addition of facilities. It also needs to be directed toward workload management, improving facilitator capacity, and providing more responsive technical support mechanisms.

D. Implementers' Disposition and the Development of KPM Socio-Economic Self-Reliance

Implementers' disposition is an important dimension in public policy implementation because it relates to commitment, work orientation, and implementers' willingness to carry out program objectives. [Edwards \(1980\)](#) argues that deviation in disposition may hinder policy implementation. In the context of social programs, implementers' disposition is assessed not only by compliance with procedures but also by their capacity to encourage beneficiaries not to remain permanently dependent on assistance. Another study also shows that deviations in implementers' dispositions can disrupt program implementation when they are not aligned with work standards and problem-solving objectives ([Pratiwi et al., 2022](#)).

In this study, the interview data more strongly indicate a positive orientation among implementers in encouraging KPM self-reliance. Therefore, the analysis does not focus on the deficiency in implementers' disposition but on the relationship between implementers' commitment and the challenges of developing KPM socio-economic self-reliance. Poverty is understood as a multidimensional problem related to communities' capacity to take advantage of economic opportunities ([McClelland, 1967](#)). Accordingly, PKH implementation needs to expand its orientation from assistance distribution to facilitation that develops the capacity of target groups.

This orientation is reflected in Informant 1's statement that facilitators are directed to provide understanding to KPM so that they can reduce dependence on assistance. This direction indicates instructional commitment from structural implementers to operational implementers. At the conceptual level, this point is consistent with the distinction between the provision of physical facilities and the development of target groups' agency capacity ([Rasyid et al., 2025](#)). Social assistance remains important as a protection instrument, but program sustainability requires broader efforts to improve beneficiaries' capacity to seek economic opportunities. [Febriyanti et al. \(2022\)](#) also argue that innovation in socio-economic access can support improvements in self-reliance and income among vulnerable communities.

P2K2 serves as one educational instrument used to encourage changes in beneficiaries' orientation. Based on informants' statements, P2K2 is conducted periodically as an educational activity to ensure KPM does not misuse assistance and to strengthen their orientation toward self-reliance. The use of the term "periodically" is important because informants' statements vary regarding the intensity of the activity. Therefore, this study does not determine one definite implementation frequency. The more relevant aspect for analysis is the function of P2K2 as an educational activity, not merely its schedule.

The implementation of P2K2 indicates facilitators' efforts to increase beneficiaries' awareness. However, this activity cannot be directly interpreted as evidence of comprehensive behavioral transformation. The interview data more strongly indicate the importance of prevention and education strategies than do outcome measures in KPM behavioral change. Therefore, this analysis positions P2K2 as an instrument for developing self-reliance that needs continued strengthening. This interpretation is consistent with studies emphasizing the importance of supervision and education in increasing beneficiaries' awareness at the village level (Wulandary et al., 2025). In addition, compliance with program obligations is important to prevent misuse of assistance and to support improvements in the quality of life of target families (Rajagukguk et al., 2026).

In addition to education through P2K2, facilitators are also encouraged to map village potential and local resources. Informant 2 explained:

"Facilitators are encouraged to focus on potential mapping. Facilitators do not merely follow standard procedures but are also proactive in identifying village potential and local resources that can be empowered. This strategy is also integrated with P2K2 activities."

This statement shows a problem-solving orientation that goes beyond administrative routines. Facilitators do not merely implement procedures; they are also directed to identify local potential that can serve as an alternative solution for beneficiaries. However, because this study lacks direct documentation of economic outcomes from the utilization of village potential, the analysis is limited to the presence of orientation and institutional direction. Accordingly, this study does not claim that village-potential-based empowerment has been fully successful. It shows that the operational policy direction has shifted toward KPM's socio-economic self-reliance agenda.

The main challenge in the disposition dimension lies in the distance between implementers' commitment and beneficiaries' readiness. Beneficiaries do not always have the same level of awareness, literacy, or capacity to use assistance properly. Therefore, implementers' disposition must be supported by structure, resources, and consistent facilitation mechanisms. KPM socio-economic self-reliance cannot be developed solely through instructions. It requires education, supervision, facilitation, and continuous mapping of local potential. In this context, the success of poverty alleviation programs depends on robust coordination, instructional leadership, and implementers' consistent maintenance of an empowerment orientation (Edwards, 1980; Romli et al., 2025; Irawati et al., 2026).

E. Bureaucratic Structure and Procedural Rigidity in Program Governance

The bureaucratic structure dimension relates to the distribution of authority, coordination structure, work procedures, and mechanisms for controlling policy implementation. Edwards (1980) explains that bureaucratic structure can support

implementation when it has clear procedures. However, such a structure may also become a constraint when it is too rigid or fragmented. In PKH implementation, the bureaucratic structure operates through the data management system at the central level, local government, coordinators, facilitators, village apparatus, and education, health, and banking partners. This complexity requires synchronized governance so that central instructions can be accurately translated into implementation-level actions.

One form of procedural rigidity is found in the digital system mechanism. Informant 2 explained:

“When assistance is misused by a PKH recipient’s family, the assistance may be immediately deactivated by the system. Although the misuse is not always committed by the main recipient, the system still detects a violation and deactivates the assistance. To prevent misuse of assistance, PKH cadres conduct P2K2 activities by providing education to KPM so that the assistance is used properly.”

This statement shows the existence of an automatic assistance deactivation mechanism when the system detects indications of misuse. In this study, this mechanism is not interpreted as evidence of a comprehensive failure of the PKH system, but rather as an indication of administrative rigidity that requires careful management. Digital systems can strengthen control and accountability, but they may also pose problems when deactivation is carried out without an adequate validation mechanism for the specific case. If the error does not fully originate with the main beneficiary, an advanced validation procedure is important to prevent the system from imposing a disproportionate administrative burden on KPM’s access to assistance.

The need for validation stems from the layered bureaucratic structure. Informant 2 explained:

“The PKH structure begins with the Directorate of Social Protection and Security, followed by provincial team leaders, regency team leaders, subdistrict team leaders, and facilitators. Coordination is also carried out with villages, the Social Affairs Office, partners, schools, integrated health posts, and community health centers.”

This statement shows that PKH implementation involves vertical command levels and horizontal coordination networks. This structure can clarify the distribution of functions, but it may also create coordination complexity. The more layered the coordination structure, the greater the need to ensure clarity in information distribution, the allocation of responsibilities, and follow-up mechanisms. Previous studies indicate that social program implementation may be disrupted by structural constraints, fragmentation of authority, and weak cross-party synergy when coordination is not managed consistently ([Arafat et al., 2022](#); [Fernanda et al., 2025](#); [Tanjung et al., 2026](#)).

The complexity of bureaucratic structure affects the concentration of tasks at the facilitator level. Informant 2 explained:

"The duties and responsibilities of PKH facilitators include KPM data updating, field verification of KPM, verification of education and health commitments, handling community complaints, and facilitating coordination with partners such as banks. Other units perform supervisory functions to ensure that main duties and functions are carried out according to the provisions."

This statement shows that facilitators perform various technical functions, ranging from data updating and field verification to verification of education and health commitments, complaint handling, and facilitation with banking partners. This study does not claim the existence of a quantitative imbalance in workload ratio because such data are not available. However, the description of these functions sufficiently indicates that facilitators are the main implementing actors in program execution. Program effectiveness does not depend solely on central design but also on facilitators' capacity to perform diverse technical functions.

Thus, the bureaucratic structure dimension reveals two main issues. First, digital system rigidity requires a functional validation mechanism to prevent assistance deactivation from creating an undue administrative impact on KPM's access to assistance. Second, the concentration of tasks on facilitators requires more balanced workload distribution so that validation, facilitation, education, and complaint handling functions can operate effectively. A bureaucratic structure that supports policy implementation does not only require procedural compliance. It also requires adjustment mechanisms that respond to operational constraints at the implementing level.

CONCLUSIONS AND SUGGESTIONS

Based on the examination of the four operational dimensions, this study concludes that PKH implementation in Cirebon Regency shows consistency between regional macro-level achievements and the execution of operational functions at the implementing level. The decline in the poverty rate and the decrease in the number of KPM can be analyzed as achievements consistent with implementers' efforts in conducting coordination, data validation, facilitation, and beneficiary education. However, this study does not position PKH as the sole cause of poverty decline. PKH is positioned as one policy instrument that supports the regional poverty alleviation agenda.

In the communication dimension, PKH implementation is supported by vertical coordination forums among the Social Affairs Office of Cirebon Regency, coordinators, and facilitators, as well as horizontal communication with village apparatus through informal approaches, data transparency, and Village Deliberation. In the resource dimension, program implementation shows an operational workload arising from the

centralized data mechanism, the need for field validation, and beneficiaries' limited literacy in financial infrastructure. In the disposition dimension, implementers show an orientation toward promoting KPM socio-economic self-reliance through facilitation, periodic education, and local potential mapping. In the bureaucratic structure dimension, program implementation still faces digital system rigidity and the concentration of technical tasks on facilitator units.

Based on these findings, this study recommends three measures. First, the central ministry and regional managing agencies need to adjust the digital validation system so that assistance deactivation mechanisms retain functional review procedures tailored to each case. Second, the governance of workload distribution needs to be improved so that administrative tasks, field validation, partner facilitation, and complaint handling are not excessively concentrated on facilitators. Third, instructions for mapping village potential and utilizing local resources need to be institutionalized more formally so that the KPM socio-economic self-reliance agenda is not limited to managerial directives. This agenda needs to be translated into empowerment activities with clearer objectives, implementation indicators, and measures to ensure program sustainability.

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