

The Role of Facilitator in the Implementation of Program Keluarga Harapan (PKH) in Small Island (Case Study in Hiri Island District, Ternate City – North Maluku)

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Abstract

This research describes the other side in the implementation of Program Keluarga Harapan (PKH). This program refers to one of many poverty mitigation programs which can afford the poor (beneficiary) in urban and rural areas by giving grant-in-aid to education and health sectors due to the capacity of these sectors in suppressing poverty rate. The location of research is Hiri Island District, North Maluku Province, East Indonesia. Research focuses on the role of facilitator in the implementation of Program Keluarga Harapan, main substance to discuss is empowerment. Method of research is qualitative using case study. Research has found that the implementation of PKH in small island is not yet optimum despite the claim of its capacity to reduce poverty rate. Responsibility and good supervision from facilitator and participant are the key of successful program implementation.

Keywords: PKH, Poverty, Small Island, Role of Facilitator

INTRODUCTION

Government has designed and also launched already many programs for poverty mitigation, among other including; PNPM (Program Nasional Pemberdayaan Masyarakat), KUR (Kredit Usaha Rakyat), PKH (Program Keluarga Harapan), BOS (Bantuan Operasional Sekolah), BLT (Bantuan Langsung Tunai), and Askeskin (Asuransi Kesehatan Bagi Masyarakat Miskin). The question is: "How should the program be implemented to mitigate poverty in remote area?"

One on-going government program for poverty mitigation which still receives budget allocation is PKH (Program Keluarga Harapan). Based on World Bank's survey, PKH is the only program that giving a significant efficiency index and also a promising reduction in the degree of poverty. "PKH intervention is still low but it is very effective compared to other social programs for poverty". The impact of PKH is also great because 400,000 poor households are converted into self-support families. The program also successfully increases school enrollment rate [1].

PKH is a program involving *cash transfer* which needs social facilitation for executing it. PKH Facilitator has main task, routine task, and enabling task [2]. Ideally, for producing outputs in good quality from PKH implementation, these tasks are carried out regularly during grant

distribution process in certain City, Village and Small Island.

In implementing PKH, facilitator has a responsibility to resolve the difficulty of facilitation in distributing grants through urban and rural areas. The root problem is whether facilitator can play their role in hostile geography which is hardly accessible by transportation, where facility is quite minimum, and when operational fund is limited. In real practice, facilitator also supports the empowerment initiative to PKH participants. Because the eastern part of Indonesia, especially in small island locations are pockets of poverty that need attention.

Pursuant to the problem above, then the role of facilitator in the implementation of Program Keluarga Harapan is reviewed through theories of structuration and empowerment.

MATERIAL AND METHOD

Method of research is qualitative and uses case study. This research attempts to describe practical sides of facilitator in the implementation of Program Keluarga Harapan. This research is aimed to understand and interpret how is PKH implementation in Small Island region in effort toward poverty mitigation. The role of facilitator is also subjected to analysis.

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Data Collection

Method of data collection includes observation, interview and documentation. The author does observation by submerging into the field and directly looking at the activity of individuals in research location. Deep interview is conducted using *face-to-face interview* in open way. It is designed to collect opinions from the interviewee and also to identify the unknown *cultural domains*. Documentation may include public or private documents [3]. The documents assigned into inventory are those related with the object of research, and this inventorization helps the author to understand problems on field after learning relevant documents, rules, legislations, and publications.

Informants are determined purposively. Key informant includes facilitator and grant beneficiary. Other important informant involves relevant personnels within structure of PKH and relevant agencies.

RESULT AND DISCUSSION

Hiri Island remains in eastern part of Indonesia and belongs to water region of Ternate City, North Maluku Province. It is bordered with Halmahera Strait at north, south and east, and with Maluku Sea at west. Hiri Island is occupied by 3,064 individuals at width 12.96 km²[4]. Pursuant to Law No.1/2014, any islands with width smaller than or similar to 2,000 km² would be classified into Small Island [5].

Hiri Island has 6 sub-districts, which is Mado, Faudu, Dora isa, Togolobe, Tomajiko and Tafraka. The greatest population remain in Mado with 734 persons, while the smallest inhabitant is 302 persons found in Faudu. The only transportation access to Hiri Island is using motorboat. Access to this island is made from Sulamandaha Ternate Sub-District. The journey may take 10-20 minutes in good weather. However, the boat only operates from 7 am to about afternoon, and the crossing only begins when it is loaded with more than 15 passengers. Electric facility in this island only flares up at 6 pm until 6 am. Lodging house is lacking in this island.

Such quite difficult access and limited facility have sent Hiri Island people into trouble. They make their livelihood mostly from informal sector (being fisher and gardener) which still risks from uncertain income and below living standard of Ternate City.

General Description of PKH in Hiri Island

Conceptually, the grant in PKH is classified into a type of *Conditional Cash Transfers*. PKH has some components of KPM (Keluarga Penerima Manfaat) as program beneficiary. These components include Pregnant/Puerperal Mothers, Child in Under-Five Age, Child in Preschool Age, Students of Elementary School or Equivalent, Students of Junior High School or Equivalent, Students of Senior High School or Equivalent, and Child with Disability. Grant Index for these beneficiaries is described as following **Table 1** described grant scheme index PKH.

No	Grant Scheme	Grant Index for each KSM/year
1	Fixed Grant	IDR, 500,000
2	Grant for PKH Components	
	a.Pregnant/Lactating/Puerperal Mothers/Child in Under-Five Age/Child in Preschool Age	IDR, 1,000,000
	b.Students of Elementary School and Equivalent.	IDR, 450,000
	c.Students of Junior High School and Equivalent.	IDR, 750,000
	d.Students of Senior High School and Equivalent.	IDR, 1,000,000
3	Minimum Grant per KPM	IDR, 950,000
4	Maximum Grant per KPM	IDR, 3,750,000

Table 1. Grant Scheme Index of PKH
Source: Manual Book for PKH 2015

The beneficiary of PKH grant in 2016 is counted for 137 acceptors in 6 Sub-Districts. In detail, Dora isa Sub-District has 14 acceptors, while Faudu District has 40 acceptors, and Mado 19 acceptors, Tafraka 17 acceptors, Togolobe 16 acceptors and Tomajiko 31 acceptors.

Hiri Island has obtained PKH grant since 2013 with beneficiary counted for 138 acceptors. In 2014, number of beneficiary increases to 140 acceptors. This number declines to 137 acceptors in 2015 and it is persistent at 137 acceptors in 2016. Quantitatively, the number of beneficiary in Hiri Island does not change much. **Table 2** discibed number of beneficiary in Hiri Island

No	Year	Number of Beneficiary
1	2013	138
2	2014	140
3	2015	137
4	2016	137

Table 2. Number of Beneficiary in Hiri Island between 2013 and 2016

In the context of implementation of Program Keluarga Harapan in Hiri Island, PKH facilitator is

also responsible to administer a program called KUBE (Kelompok usaha Bersama). This program is designed to empower PKH participants. There are 14 KUBE groups in Hiri Island.

Role of Structure, Agent and Structural Duality at PKH Implementation in Hiri Island

1. Structure, Structuration

Anthony Giddens's Structuration Theory is the most famous reference about how to integrate agent into structure [6]. Within the context of PKH grant distribution, structure plays several roles, such as to provide administrative guidance, to escort grant distribution process, and to administer grievance service.

As said by Giddens, structure has some principal patterns. *Signification Cluster* concerns with scheme of symbolism, sense-making, expression, and discourse. *Domination Cluster* is related with scheme of domination over people (politic) or goods or issues (economic). *Legitimation Cluster* corresponds with scheme of normative regulation stated within the law and order [7].

In *Signification Cluster*, structure would provide information to PKH participants, convince them to perform productive activity, give them a necessary direction, and conduct a monitoring over the use of materials by participants. The success of PKH in delivering outputs with good quality depends on how far is the structure in initiating activity understandable by participants.

The role of structure in this cluster is described as intervening the social practice through the presence of facilitator and building structural creativity by developing educative social capacity. All of these roles are marking the active role of facilitator in facilitating PKH participants. But, in fact, in Hiri Island, the role of structure is not optimum. Knowledge capacity of PKH participants, thus, does not change at all.

In *Domination Cluster*, structure entirely dominates over political and economical aspects of PKH participants. The amount of grant given to PKH participants is a part of structure (economical domination). PKH participants in Hiri Island do nothing but only accepting the grant.

Social practice in this cluster is not questionable by beneficiary although grant amount is quite less for Hiri Island's living standard (or Eastern Indonesia). The grant is not adequate to buy school bag, school shoes, and others. It is quite different compared to Java, where the price is relatively afforded.

In *Legitimation Cluster*, whether PKH grant beneficiary deserves status prolongation is depending on legitimacy given by facilitator after evaluating PKH participants in terms of their attendance in the meeting and their responsibility in grant realization. Structure always has a discretion to decide whether grant status is prolonged or not. If facilitator fails to perform their task, then they would be subjected to sanction and termination.

Regarding to *signification, domination and legitimation* roles of the structure, Giddens cannot exclude the fact that structure can impede action because structure by nature can enable and disable things.

2. Agent, Agency

Monitoring or making reflection about action is one important substance of daily action. It is not only involving certain behavior of certain individual, but also other individuals. Indeed, PKH participants always monitor their own move, at least by examining social and physical aspects of the movement source.

Agent, as said by Giddens, may create difference, and never exists without power. Agent would lose their status when they do not have a capacity to create difference[7].

Facilitator plays important role in conceptualizing *agency* from the position of the implementer of Program Keluarga Harapan in Hiri Island District. In this case, facilitator helps to produce agent actualization. It is done by driving individual behavior toward PKH, especially for beneficiary who must comply with social practice situation at facilitation site.

Facilitator may give direction to PKH participants to gather at certain place to obtain materials related with the grant. Materials usually talk about community issue, social issue, and how to manage a group. It is expected that actors in the group would be the driver of individual capacity.

Facilitator has access and authority in determining creativity involved in a meeting session with PKH participants. This is why facilitator as agent has important role in developing the grant acceptance capacity among PKH participants. When facilitator cannot act as agent optimally, then capacity building among participants is hardly improving, plus a worse fact that Hiri Island is hardly accessible.

Agent in PKH implementation should understand that in reality, human action is always determined by some elements that constitute *stratification model*. When self-reliance has been

developed in several social conditions, agent can take few discursive actions. For example, agent may set directions requiring PKH participants to produce cake/to plant sago/to breed chicken, and ensure that this order is implemented. Participants may have different motive, either supporting or constraining the program.

3. Structural Duality

Structural duality is emerging when social structure is not only considered as *outcome* but also *medium* in creating social practice to develop dialectical relationship between agent and structure.

Social practice within the role of facilitator in grant distribution illustrates Signification Cluster. Facilitator's assistance in saving monies in the bank (monetary control) represents Economical Domination Cluster. Facilitator's validation to prolong the status of PKH participants in Hiri Island District is social practice within Legitimation Cluster of structure.

Within Program Keluarga Harapan (PKH) implementation, one role played by facilitator is to validate candidates of PKH participants based on data provided by structure. Data validation process is performed by visiting the houses of candidates, measuring width of their land if any, and analyzing their income. All these activities help facilitator to claim whether data are eligible or not. Facilitator may reject or not use data provided by the central office when data are not eligible after validation.

Relationship between agent and structure becomes evident when facilitator attempts to accommodate names suggested by beneficiary that considered as eligible to receive PKH grant. This fact is often found in field because some people in the beneficiary category are not receiving the grant.

PKH participants suggest such names with less opportunistic motives or without precognition and just anticipate to what agent does. They are quite responsive to less ordinary situations. It may diverge from PKH but still be based on a motivation to defend the right of people who are eligible to receive PKH grant. The problem is very long time lag between the receiving of the suggested names by the structure and the validation of these names. Facilitator is also problematic with this habit. Indeed, facilitator as agent should never stop persuading structure to validate data. Somehow, there are always individuals suggesting new names considered as

eligible for the grant but not yet registered in facilitator's data.

Main Role of Facilitator

Facilitator's main role is a main path for distributing the grant of Program Keluarga Harapan (PKH). It starts with socializing to community about the grant. Some community components at district level or the respective figures around the site are intentionally invited to involve. These persons are always functional to be the social mentor who will explain about how to use the grant on-target.

Main tasks of facilitator among other are organizing monthly gathering and visiting PKH participants' house to examine actual condition of grant usage, or at least to ask for the report from PKH participants. If monthly routines are rarely done, facilitator may miss these tasks above and be failed to provide facilitation, protection, and problem-solving to PKH participants.

PKH participants sometimes do not know which child who is eligible for the grant. Even they do not know how much the grant is. In the meeting session of grant distribution, the committee only calls beneficiary by parental/guardian name without detail explanation or information. It seems that socialization is not covering wide and less understandable by PKH participants especially about who is in the category and how much the grant should be given to beneficiary. Although information problem is usual, but if reliable explanation is given to PKH participants, then it may produce sense of incredulity (lack of trust). For example, data held by facilitator consist of two students (one from Elementary School and one from Junior High School) but only elementary student is included as beneficiary whereas the junior student is excluded (possibly due to bad track record in grant usage or being subjected to sanction).

During grant distribution ceremony, facilitator or relevant officer in Program Keluarga Harapan (PKH) must deliver information update to participants, especially when new information is about to come. The dissemination of information can be done by facilitator to participants during monthly routine meeting.

Supportive Role of Facilitator

Supportive role of facilitator becomes obvious after their main role is completed. Supportive role is important to drive the activity toward achieving the goal of Program Keluarga Harapan (PKH). One

factor constraining this supportive role is the lack of time synergy between facilitator and PKH participants. Time availability of both sides is not benefiting to each other.

Most PKH participants are only available in the afternoon. Most facilitators reside in Ternate Island. If the meeting is organized in the afternoon, facilitator must stay overnight in Hiri Island, but this island is lacking of hotel or lodging house. Staying overnight is what facilitator must do because in the afternoon or evening, there is no transportation going from Hiri Island to Ternate Island. It is an irony behind Program Keluarga Harapan (PKH) despite its success in reducing poverty rate significantly. Some constraining factors are still prohibitive. Distributing the grant is not enough if it is done without good monitoring or without building the capacity of PKH participants.

Enabling Role of Facilitator

Facilitator's enabling role in the distribution of Program Keluarga Harapan (PKH) grant in Hiri Island District is enormous. It includes developing participants' self-capacity in communication and negotiation, building a network, documenting activity, making paper or magazine, writing on blog, and others. All of them are only done when main and supportive tasks are finished. The content of enabling role is somehow the activity of PKH itself.

Being facilitator or coordination in Program Keluarga Harapan (PKH), making a relationship or network with "poor community" is not peculiar activity to them. PKH officers are often "familiarily recognized" by citizens of PKH participants in the facilitation site.

Such popularity effect is evident due to the role of PKH officers as facilitator or coordinator. It really gives them a personal capital. It must be used to manage social facilitation space rather than to utilize it as political capital. Building the self-capacity of facilitator and coordinator is needed to enable them communicating and disseminating PKH materials in understandable way to PKH participants, at least helping participants to apply the materials in their community and family lives. However, it is still not right for facilitator to shift role to become politician although such trend is quite obvious in PKH scope.

Empowerment Issue

Program Keluarga Harapan (PKH) in Hiri Island District does not differ from the application of this

program in other region. One program related with PKH is designed for community empowerment, and this program is called as KUBE (Kelompok usaha Bersama). It is a program where the grant is managed by the groups made of PKH participants.

This empowerment effort indirectly has comprised of enabling, empowering, protecting and supporting activities, as suggested by Suharto [8].

As informed by facilitator, KUBE has been founded since 2014 in Hiri Island District. It starts with the idea of facilitator (to perform *empowering activity*) and the founding of group is preceded by the meeting session (to provide *facilitation* or *enabling activity*). By then, facilitator gives allowance (to show *protecting activity*) to PKH participants in making discussion about who is deserved to be group chair or treasurer and what program should be implemented in the future. After they establish the plan, it is consulted by facilitator (to receive *supporting activity*).

In Hiri Island District, there are 14 groups. Each group has consisted of 10 members in majority. The group can be driven to be creative and productive in managing the grant (IDR 20 millions per group). The main activity of the group is dominated by making cake, processing sago, and breeding chicken.

PKH officers have given *opportunity* to the group by giving chance to the community to choose or determine the best activity or program to be implemented by the group on their capacity.

Group is given a briefing about *Confidence* and *Competence*. This briefing should help community to feel self-confident and self-competent in making self-development. Group members must have *trust* to each other. By this characteristic, community should have great potential to make a progress and to become self-confident in making cakes or processing sago and/or being competitive with others.

The problem of the group remains in *responsibility*. It concerns with how to be accountable with the implementation of the program. Monthly membership dues is set at IDR 30,000 in order to cover monthly balance. The incapacity for production is an unhealthy reality and not educative for group members. Direct grant model may increase the reliance of PKH participants on government (*increasing dependency*). As a result, there is a possibility that PKH participants may become lazy to pull

themselves out from poverty and be indolent enough to be self-reliance in the future.

Monitoring and supervision from facilitator and other PKH officers are required. Good facilitation involves giving clear direction to PKH participants. It helps participants to have regular production and to deliver regular economic benefit to the family.

One reason why the activity above is urgent is that research site is quite isolated. Hiri Island is relatively difficult to access and if any, the access is not helpful for community to develop. According to [9], isolation only leads to vulnerability due to the increase of ignorance and the lack of relationship with leaders. Vulnerability is one link of the chain with the most linkage. One linkage is with powerlessness as shown by greater dependency on superior or powerful person.

Two problems are shown up prominently in PKH implementation and both are related with empowerment issue. These problems are responsibility and isolation. Both problems are highly attended and the solution is waiting to loose the tangled.

However, the author considers these problems as less complicated if facilitator or other PKH officers can present themselves among participants without bothered by time and space. Facilitator or coordinator can spend times needed in the location to monitor program implementation. As a consequence, the progress of the program can be recorded and evaluated in proper and measurable ways.

CONCLUSION

Anthony Giddens' Structuration Theory, in the author's view, has been successful in answering how is the implementation of Program Keluarga Harapan (PKH) in Hiri Island District. The role of structure toward PKH participants who live in Hiri Island is very determining to the direction of the program in Hiri Island. Agent has an important position in realizing the program and plays important role to regulate information given to participants and groups, thus allowing participants to give good response to PKH.

The responsibility of facilitator in PKH implementation in Hiri Island District requires good synergy with internal structure of PKH. By accomplishing the responsibility, the role of facilitator may be optimum and directly felt by PKH beneficiary.

"Isolation" is a part of dynamic poverty problem in Small Island. Limited accessibility to facility or the need for high operational cost to pay

the access, if any, are preventing the facilitation from being conducted in periodic and measurable ways. The improvement of internal and external coordinations may reverse such weaknesses. Empowerment could be realized in PKH groups in properly manner.

The implementation of Program Keluarga Harapan (PKH) would be optimum if PKH structure plays active role in facilitation process to PKH participants. *Responsibility* is always important role of facilitator in PKH because it is very influential to the success of PKH facilitation in Hiri Island.

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