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**Degree of Master of International Studies
(International Area Studies)**

**ERADICATING POVERTY THROUGH
THE COMMUNITY IN INDONESIA:
Family Welfare Program (*Program Keluarga Harapan*)
Analysed through Development Communication**

August, 2016

Development Cooperation Policy Program

Graduate School of International Studies

Seoul National University

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**ERADICATING POVERTY THROUGH
THE COMMUNITY IN INDONESIA:
Family Welfare Program (*Program Keluarga Harapan*)
Analysed through Development Communication**

A thesis presented

by

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A dissertation submitted in partial fulfilment
of the requirements for the degree of
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**ERADICATING POVERTY THROUGH THE COMMUNITY
IN INDONESIA:**

**Family Welfare Program (*Program Keluarga Harapan*) Analysed through
Development Communication**

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LIST OF ABBREVIATIONS

ASKESOS	<i>Asuransi Kesejahteraan Sosial</i> (Welfare Insurance)
Bappenas	<i>Badan Perencanaan Pembangunan Nasional</i> (National Development Planning Agency)
BLT	<i>Bantuan Tunai Langsung</i> (Unconditional Direct Cash Transfer)
BPS	<i>Badan Pusat Statistik</i> (Central Bureau of Statistics)
CCT	Conditional Cash Transfer
DPT	Diphtheria, pertussis, and tetanus
JPS	<i>Jaring Pengaman Sosial</i> (Social Safety Nets)
Kemdiknas	<i>Kementerian Pendidikan Nasional</i> (Ministry of National Education)
Kemenko Kesra	<i>Kementerian Koordinator Kesejahteraan Rakyat</i> (Coordinating Ministry for Social Welfare)
Kemkes	<i>Kementerian Kesehatan</i> (Ministry of Health)
Kemkominfo	<i>Kementerian Komunikasi dan Informasi</i> (Ministry of Communication and Information Technology)
Kemsos	<i>Kementerian Sosial</i> (Ministry of Social Affairs)
MDGs	Millennium Development Goals
NGO	Non Governmental Organisation
OECD	Organisation for Economic
PDC	Participatory Development Communication
PKH	<i>Program Keluarga Harapan</i> (Family Welfare Program)
PRCA	Participatory Rural Communication Appraisal
Puskesmas	<i>Pusat Kesehatan Masyarakat</i> (Community Health Centre)
RTSM	<i>Rumah tangga Sangat Miskin</i> (Extremely Poor Households)
TNP2K	<i>Tim Nasional Percepatan Penanggulangan Kemiskinan</i> (National team for the Acceleration of Poverty Reduction)
TVC	Television Commercial
UPPKH	<i>Unit Pelaksana Program Keluarga Harapan</i> (Implementation Unit for Family Welfare Program)

Abstract

Eradicating poverty is one of the major concerns for the Government of Indonesia, especially after the failure due to the Asian Financial Crisis in 1997. Family Welfare Program (locally known as *Program Keluarga Harapan*) is a conditional cash transfer that the Government of Indonesia had implemented in the mid of 2007 to try to reduce poverty in Indonesia. The nature of the program is to help the community of which the program is addressed to, not only to escape poverty but also to increase the quality of their life, therefore this program tries to engage the community to ensure the success of the program. Using Development Communication (DevComm) and the Participatory Development Communication (PDC), the research aims to see how the different implementation of PDC's steps in the program had affected the program during its pilot period and also to see how PDC could help the program to be better. The research had found that not all the steps in PDC were found during the pilot program, and shows that the program was not as fruitful as was expected. In conclusion, many of the findings during the research shows that the program had overlooked the communication aspect of the program, therefore during the pilot, the program was not very successful in terms of engaging with the community as it had intended.

Keywords: communication, development, welfare, poverty, participatory

CHAPTER I

INTRODUCTION

I.1. INTRODUCTION AND BACKGROUND

Although the world witnessed an unprecedented pace of poverty reduction over the last few decades, reducing the number of people living in extreme poverty by more than 700 million, approximately 1.2 billion people remained entrenched in destitution in 2010¹; at least 721 million fewer people live in extreme poverty in the world today than 30 years ago.² Although the first goal of the Millennium Development Goals – eradicate extreme poverty and hunger – was reached five years ahead of time, to lift the remaining poor out of deprivation, and to end extreme poverty by 2030, the world will have to work harder and smarter, especially those in developing countries.

According to the National Survey of Indonesia conducted in 2008, a total of people in Indonesia living in poverty reached a number of 35 million people. This was the on-going result of the Asian Financial Crisis that struck Indonesia during 1997 – 1999; there was

¹ Olinto, Pedro; Beegle, Kathleen; Sobrado, Carlos; Uematsu, Hiroki. 2013. *The state of the poor : where are the poor, where is extreme poverty harder to end, and what is the current profile of the world's poor?*. Economic premise ; no. 125. Washington DC ; World Bank. p. 1

² Ibid. p. 2

even a record that showed the urban poverty level of Indonesia has surpassed that of the rural poverty level due to the on-going effect of the financial crisis.

In order to reach its target of decreasing the number of people living in poverty in Indonesia by 8-10% at the end of 2014, the then government of the Republic of Indonesia established the National Team for the Acceleration of Poverty Reduction (locally known as *Tim Nasional Percepatan Penanggulangan Kemiskinan*, henceforth will be abbreviated as TNP2K) by the Decree of the President of the Republic of Indonesia Number 15 of 2010 on the Acceleration of Poverty Reduction.

The TNP2K then sets out four strategies to reduce the poverty level in Indonesia; (1) improving the social assistance program, (2) increasing access to basic needs, (3) empowerment of poor communities, and (4) inclusive development. Those strategies were then broken down into four clusters as its means of instruments; (1) household or family targeted poverty alleviation programs, (2) community targeted poverty alleviation programs, (3) small and micro enterprises targeted poverty alleviation programs, and (4) improvement and expansion of pro-people programs.

According to the Organisation for Economic Cooperation and Development (OECD), social protection refers to policies and actions that will strengthen the poor and the susceptible to escape poverty and prepares them in the times of sudden disaster that will affect their lives. Social protection then includes social assistance, social security, and minimum wage (OECD, 2009). Cash transfers are seen as one of social assistance's form. This was manifested in Indonesia in the form of a conditional cash transfer program known as Family Welfare Program (locally known as *Program Keluarga Harapan*, henceforth will be abbreviated as PKH), which was under the first cluster set out by the TNP2K.

PKH's goal is to reduce the number of people living in poverty and to break the cycle of poverty, while also improving the quality of life of the people, and to change the attitude of the people to improve their lives. These goals are in-line with Indonesia's efforts in accelerating the Millennium Development Goals' (MDGs) targets.³ These goals are also in-line with how development was defined by

³ *Tanya & Jawab PKH*, TNP2K. Available online on <http://www.tnp2k.go.id/id/tanya-jawab/klaster-i/program-keluarga-harapan-pkh/>

Andrew A. Moemeka (2000:7) in his book *Development Communication in Action*,

Development is defined here as a positive change (for the better) from conditions (social, economic, political, cultural and human) that are no longer considered good enough for the goals and aspirations of a society to those that are most likely to meet those goals and aspirations.

True and relevant development that would be lasting begins with the individuals in the target social system. This is because, as Coombs and Ahmed (1974:25) have pointed out for any development to be relevantly meaningful to people, and therefore, have any hope of success it must begin with – the people themselves – in their attitude towards change, in their aspirations for improvement and above all, in how they perceive themselves and their own inherent power to better themselves individually and collectively.

Development communication is then, a course of study that gives proper perspective to communication, helping us to see its central place in human activities, and showing us how to effectively utilise it. The ultimate aim of development communication is to create an environment in which people are willing to participate in the discussion on, planning and execution of, development projects – an environment which ensures understanding of issues related to the

development initiative and of ways to achieve the expected outcome. It does not, all alone, create change or development (Moemeka, 2000: 13).

While there have been several papers, from working paper to case study paper, on development communication being used for some development programs in several countries, there have been not enough paper written specifically about the use of development communication on social development program in Indonesia. Indonesia as one of the developing country and also the fourth largest country in the world has many programs aiming to increase the quality of life of its people, some are successful and some may not so successful, yet not many use this opportunity to see whether or not it has been properly managed. In using the concept introduces in development communication, it is highly expected that many can learn on what has been done and hopefully what can be improved in the future for programs aimed in development in Indonesia.

I.2. RESEARCH QUESTION

Generally Indonesia's poverty rate has been steadily declining since 1998-2011⁴; the decline cannot be separated from the hard work of the Government in tackling poverty with its pro-people programs. The decline of the poverty rate shows that the programs that have been established by the government are deemed as a positive effect in the people's ability to improve their basic rights. Though it might show a promising future, the World Bank has reported that Indonesia only managed to decrease its poverty rate by 0.7% in 2012-2013 – the lowest decrease that has ever been recorded in the last decade.

An economist from World Bank state that the main strategy in alleviating poverty is to help the poor community in helping themselves, by providing more job opportunities with better income. The government should also ensure the access for all children in receiving quality services, in order for them to live a fulfilling life. Through PKH, the government is trying to give support and help for the mother of the family and their children in receiving the proper

⁴ *Developments in Poverty Levels in Indonesia* [Online]. [No date]. Indonesia: Tim Nasional Percepatan Penanggulangan Kemiskinan. Available at: <http://www.tnp2k.go.id/id/kebijakan-percepatan/perkembangan-tingkat-kemiskinan/> [Accessed at 3 December 2014]. (In Bahasa).

healthcare and education. Based on the ambitious goals of PKH, it is interesting to address these questions, (1) *How different implementations of Participatory Development Communication impact the program?* and (2) *How can Participatory Development Communication make the program better?*

I.3. PURPOSE OF RESEARCH AND RESEARCH DESIGN

As a developing country, Indonesia has had many welfare program implemented for its nationals, and yet not many had long lasting effect. While many has had put an interest in the increase of how communication is impactful, it seems that, on first glance, the Government of Indonesia had not yet realised the importance of incorporating communication in the implementation of its welfare program. Most times, the presence of communication in many government issued program in Indonesia is on the dissemination of information, which is only a limited impact of communication can be seen, especially if the targeted group is in the rural area with limited literary skills.

Interpersonal communication is deemed as one of the best form of communication because it is as dynamic as human is. Interpersonal

communication is on-going, ever changing process that occurs when one person interact with another person, therefore to have a proper interpersonal communication is essential in welfare program targeted for the rural dwellers, and yet it is still very rare to find one in the welfare program in government issued program in Indonesia. Therefore it is important and interesting to conduct a research on PKH with the help of development communication and participatory development communication to see whether or not there was any presence of communication in the program, apart from the dissemination of information, and how it can improve the program or future program.

This research will be a qualitative research where the researcher will perform a comprehensive analysis of PKH using the steps provided by the participatory development communication. The analysis will look into seven provinces that were chosen for the pilot project back in 2007. The provinces are East Java, East Nusa Tenggara, Gorontalo, North Sulawesi, the Special Region of Jakarta, West Java, and West Sumatera, and the. The provinces and the period were selected on the grounds that the pilot project period would have given a more better learning experience, as it was the first one, also the

provinces were also chosen for its varying characteristics to represent Indonesia as a whole.

The research aims to see whether or not the use of participatory development communication will affect positively to the program; should the program, in this case PKH, did use the participatory development communication, the researcher would like to see how it affects the program and if does not implement, the researcher would like to see how it also affects the program while simultaneously see what could be improved should it implement the participatory development communication. At the end of this research, the researcher hopes that it will help future policy makers to put into consideration the probability of using or not using, depending on the end result of the research, participatory development communication for future development program, especially programs that will involve the communities that are targeted by the said program.

As was mentioned above, the subject of the research is the PKH itself, specifically in the year of 2007 and within the seven provinces that were chosen for the pilot project. The research will used many published report and working paper on PKH; most of the reports will be in Bahasa as it was written by relevant agencies and Ministry in

Indonesia involved in PKH, the researcher will then translate the said parts that are being used. As for the working paper, it will already be published in English as English is the language used by the World Bank or those working for World Bank. These reports and working paper are accessible through their respective websites. Furthermore, using the said reports and working paper, the researcher will perform an in-depth analysis while using the textbooks on development communication.

I.4. ASSUMPTIONS, LIMITATIONS, SCOPE, AND

DELIMITATIONS

As the research relies strongly on the reports and working paper published on the topic of PKH, it is in the assumption of the researcher that the reports used for the research are truthful and accurate in representing the on the ground situation. Therefore, the researcher does not accept responsibility to any consequence of the use of the said reports and working paper. While the researcher will try its best to remain objective in interpreting the data used for the research, there might be some bias and misinterpretation on the said data, especially in relation to the reports that were written in Indonesian, as the researcher

needs to translate the said report to English in order to be used in the research.

As was mentioned before, the research will only focus on the first seven provinces chosen for the pilot project of PKH in the year of 2007; all other provinces that were later added to the program starting in the year of 2008 and the on going developments of PKH in the following year will not be used for the research, but it will not be limited to chances of appearing for examples if need to be. The findings, interpretations, and conclusions expressed in this research are entirely those of the research with all its limitations and advantages, and should not be attributed in any manner to the affiliated institution, school or the country the researcher represented.

I.5. ORGANISATION OF THE RESEARCH

This research is organised into five chapters. Each chapter was written to be largely self-contained and complete. Following this introductory part in chapter one is chapter two, which presents an in-depth theoretical framework that will help guide the research. Chapter three will focus on the detail of PKH; this is to help those who are not familiar with the program to understand more before the researcher

presents its findings in chapter four. Chapter five will presents the conclusion of the research with, if possible, recommendations for future consideration that can be applied to other development program.

CHAPTER II

THEORETICAL FRAMEWORK

II.1.DEVELOPMENT COMMUNICATION AND ITS BRIEF HISTORY

When most people hear the word communication, they usually turn their minds immediately to the mass media. For some, communication is nothing more than what is heard, read and seen in the media of mass communication. Because of this narrow view of what communication is, many fail to appreciate when communication scholars point out that communication is a cardinal requirement of life without which every other activity would grind to a halt,

Communication is so central to human existence and activities that without it the world as we know it would cease functioning... Very often, the uninitiated confuse communication (exchange of ideas) with information (provision of facts and figures) and treat the latter as if it is the same as the former; they concentrate almost exclusively on getting the facts and figures barely giving any thoughts to discussing and exchanging ideas and opinions on those facts and figures. (Moemeka, 2000:xii)

Development communication utilises both information and communication; information is important because without it communication would be impossible. As defined at the University of

the Philippines Los Baños, development communication is the interaction of two special processes – development and communication – in any given environment. In regards to development, it does begin with economic development. The take-off point is a certain degree of economic independence for both individuals and countries; it also has to be accompanied by social, political and moral development as well (Quebral, 2012:4).

Development must be about putting people first, and in doing so it is best if everyone is involved in the process. Even then, communication is not enough by itself, and it is not always the answer to every development problem. There are some problems, or aspects of problems, which communication can help resolve promptly; for others, it can contribute over the longer term, while still for others it will be of little use. Furthermore, participation is not a panacea or a magic wand. It is not easy to achieve and does not bring miracle result. It takes a lot of time and involvement. One must be aware of those limitations, knowing that sustainable development cannot happen without it.

In order to understand development communication, it is best to understand first the types of communication mainly found in the

development context; table 2.1 presents the four basic types of the said communication.

Type	Purpose/Definition	Main Functions
Corporate communication	Communicate the mission and activities of the organisation, mostly for external audiences	Use media outputs and products to promote the mission and values of the institution; inform selected audiences about relevant activities
Internal communication	Facilitate the flow of information within an institution/project. Sometimes this area can be included in corporate communication	Ensure timely and effective sharing of relevant information within the staff and institution units. It enhances synergies and avoids duplications
Advocacy communication	Influence change at the public or policy level and promote issues related to development	Raise awareness on hot development issues; use communication methods and media to influence specific audiences and support the intended change
Development communication	Support sustainable change in development operations by engaging key stakeholders	Establish conducive environments for assessing risks and opportunities; disseminate information; induce behaviour and social change

Table 2.1 Common types of communication in Development Organisations

Being familiar with the origin of development communication's discipline and the major theoretical frameworks underpinning can help achieve a much better understanding; the following section will present a brief overview of the field of the development communication before we delve into the theoretical approach and models that will be used for the purpose of the research.

II.1.1. The Modernisation Paradigm

This old paradigm rooted in the concept of development as modernisation dated back to soon after World War II and has been called the dominant paradigm because of its prevalent impact on most development's aspects. The central idea of this old paradigm was to solve development problems by 'modernising' underdeveloped countries – advising them how to be effective in following the footsteps of richer, more developed countries. Development was equated to economic growth, and communication was associated with the dissemination of information and messages aimed at modernising the 'backward' countries and their people.⁵

⁵ Mefalopulos, Paolo. 2008. Development Communication Sourcebook. Washington DC : The International bank for Reconstruction and Development/The World Bank

Within this paradigm, the conception of development is a linear one based on trust in science, reason, technology, and the free market. The main role of communication was to persuade people to embrace the core values and practices of modernisation. However, this theoretical approach to development did not deliver the expected results. By the end of the 1980s, it became evident that the promises of the modernisation paradigm had not materialised and that poor people's conditions across the world had failed to improve significantly.

II.1.2. The Dependency Paradigm

The proponents of this school of thought criticised some of the core assumptions of the modernisation paradigm mostly because it implicitly put the responsibility, and the blame, for the cause of underdevelopment exclusively upon the recipients, neglecting external social, historical, and economical factors. In the field of communication, the basic conception remained rooted in the linear,

one-way model, even though dependency theorists emphasised the importance of the link between communication and culture.⁶

II.1.3. The Participation Paradigm

When the promises of the modernisation paradigm failed to materialise, and its methods came increasingly under fire, and the dependency theorists failed to provide a successful alternative model, a different approach focusing on people's participation began to emerge. This participatory model is less oriented to the political-economic dimension and more rooted in the cultural realities of development. World Bank (1994), cited in Mefalopulos (2008, p. 7), acknowledged that internationally, emphasis is being placed on the challenge of sustainable development, and participation is increasingly recognised as a necessary part of sustainable development strategies.

While acknowledging that the basic principles behind the Sender-Message-Channel-Receiver model, that was the core model in both the modernisation and the dependency paradigm, development communication has increasingly moved toward a horizontal, 'two-way' model, which favours people's active and direct interaction

⁶ Mefalopulos, Paolo. 2008. Development Communication Sourcebook. Washington DC : The International Bank for Reconstruction and Development/The World Bank

through consultation and dialogue over the traditional one-way information dissemination through mass media.⁷ The new paradigm is also changing the way communication is conceived and applied. It shifts the emphasis from information dissemination to situation analysis, from persuasion to participation.

II.2.THEORY AND MODEL

II.2.1. Lasswell's Model of Communication

Harold Dwight Lasswell is an American political scientist that states that a convenient way to describe an act of communication is to answer the following questions, Who – Says What – In Which Channel – To Whom – With What Effect? This sets of questions eventually known as the Lasswell's model of communication.

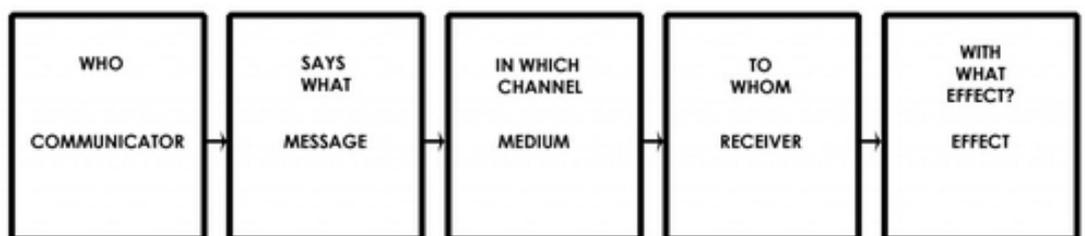


Figure 2.1 Lasswell's Model of Communication

⁷ Ibid.

Lasswell's model suggests the message flow in a multicultural society with multiple audiences. The flow of message is through various channels.⁸ The advantage of this model is its simplicity and the fact that it can suit all types of communication. Lasswell model's inclusion of effect is also what makes the use of this model feasible in understanding the development communication aspect of PKH; alas it is not enough to depend on this model alone as it did not include the participation factor which is necessary in development communication. Therefore, it is needed to compliment the use of this model with other types of model, namely the multi-track model.

II.2.2. Monologic Mode

The monologic mode is linked to the development communication perspective known as 'diffusion'. It is based on the one-way flow of information for the purpose of dissemination of information and messages to induce change. Its main intentions can be divided into two different types of applications:

- 1) Communication to inform, typically involves a linear transmission of information, usually from a sender to

⁸ 2010. *Lasswell's Model* [Online]. Available at: <http://communicationtheory.org/lasswells-model/> [Accessed: 8th July 2015]

many receivers. It is used when raising awareness or providing knowledge on certain issues.

- 2) Communication to persuade, its primary objective is for the sender to be able to persuade the receivers about the intended change.⁹

The underlying assumption is that individual attitudes and behaviours can be changed voluntarily through communication and persuasion techniques and the related use of effective messages. Since the approaches, method, and media used for this modality can rely mostly on the one-way model, the mode of reference is monologic communication.

II.2.3. Dialogic Mode

The dialogic mode is associated with the emerging participatory paradigm. It is based on the horizontal, two-way model of communication, creating a constructive environment where stakeholders can participate in the definition of problems and solutions. The main purpose of this model can be divided into two types of applications:

⁹ Mefalopulos, Paolo. 2008. Development Communication Sourcebook. Washington DC: The International Bank for Reconstruction and Development/The World Bank

- 1) Communication to assess; used as a research and analytical tool that can be used effectively to investigate any issue, well beyond those strictly related to the communication dimension. Dialogue should be understood not as a broad form of chitchat, but as a process where ‘participants come together in a safe space to understand each other’s viewpoint in order to develop new options to address a commonly identified problem.’
- 2) Communication to empower. When used to facilitate the active engagement of stakeholders, the dialogic feature of communication enhances the capacities of all groups, especially the most marginalised ones. Dialogic communication is not only effective as a problem-solving tool, but it also builds confidence, and prevents conflicts.¹⁰

The overall goal of the dialogic mode is to ensure mutual understanding and to make the best use of all possible knowledge in assessing the situation, building consensus, and looking for appropriate solutions.

¹⁰ Mefalopulos, Paolo. 2008. Development Communication Sourcebook. Washington DC: The International Bank for Reconstruction and Development/The World Bank

II.2.4. Multi-track Model

The two dominant perspectives described above greatly define the field of development communication, the primary focus of which should always be on people and not on media. The model proposed below belongs to the discipline of development communication and combines different approaches within a flexible framework that is particularly effective in development projects and program. Its theoretical roots are grounded in the two-way dialogic mode, but it also incorporates monologic approaches and methods. This integrated and project-oriented model is named the ‘communication multi-track approach’, and it borrows elements from each of the two main models.¹¹

Monologic communication comprises of one-way communication approaches such as information dissemination, media campaigns, and other diffusion approaches. Dialogic communication approaches refers to two-way communication, where the process and its outputs are open-ended and the scope explores issues and generates new knowledge and solutions, rather than just transmits information.¹²

¹¹ Ibid.

¹² Mefalopulous, P. and Tufte, T. 2009. *Participatory Communication: A Practical Guide*. Washington, D.C.: The International Bank for Reconstruction and Development / The World Bank

Table 2.2 illustrates the main features of these two communication models.

	Monologic Mode		Dialogic Mode	
	Communication to inform	Communication to persuade	Communication to assess	Communication to empower
Main purpose	To raise awareness or increase knowledge of key audiences	To change attitudes and behaviours of key audiences	To assess, probe, and analyse the situation	To involve stakeholders in decision over key issues
Model of reference	One-way model (monologic)	One-way model (monologic)	Two-way model (dialogic)	Two-way model (dialogic)
Preferred methods and media	Predominant use of mass media	Predominant use of mass media	Wide range of methods to investigate issues	Use of dialogue to promote participation

Table 2.2 Basic features of communication models

This new conception contains functions of both communication models: the monologic and the dialogic. The multi-track model selects and combines different kinds of communication into a unified grand approach. The differences between the two modalities remain significant, but those differences, when used in an integrated and purposeful way, become an asset rather than an impediment.

The multi-track approach combines the theoretical potential of the two main communication perspectives with their great range of

practical applications. It uses two-way communication in the research phase to engage stakeholders who are investigating key issues and defining objectives. From the next phase this approach envisions of the use of monologic or dialogic approaches, or a combination of the two, according to the circumstances. Figure 2.2 illustrates the model.

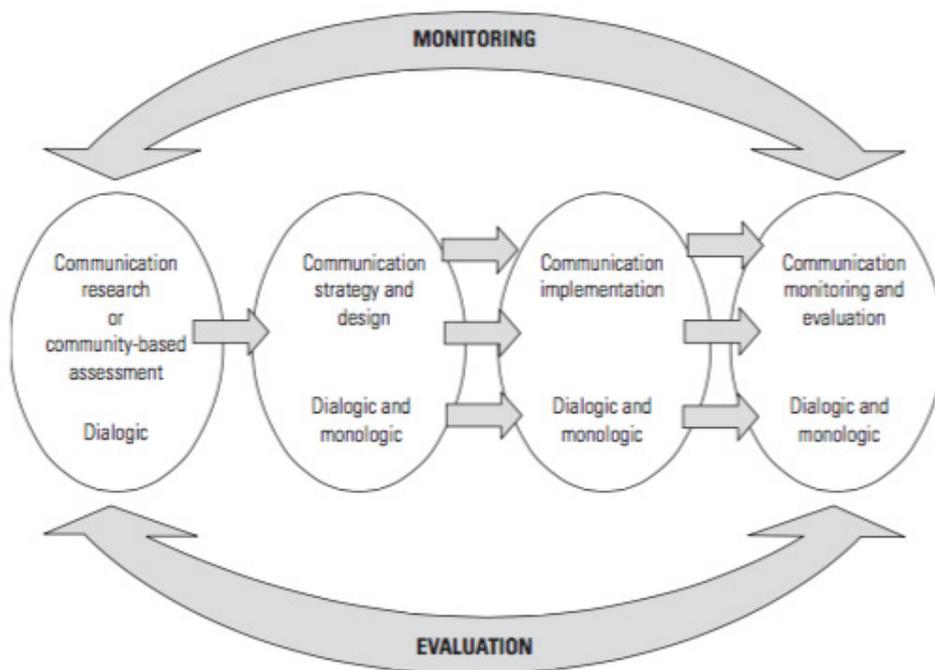


Figure 2.2 The Multi-track Communication Model

The single arrow linking the research phase with the strategy design phase indicates the requirement of always using the dialogic mode at the beginning. From the second phase, a number of different

approached in any (or a combination) of the two modes can be applied based on the situation. Monitoring and evaluation, while positions as the last phase, should also be considered at the start to be effective – as indicated by the peripheral arrows at the top and bottom. The theoretical conception of the multi-track model considers communication fundamentally as a horizontal and participatory process, at least in the crucial initial stages.

II.2.5. Participatory Development Communication

Participatory development communication is a powerful tool to facilitate the process of implementing a welfare program that encourages the active participation of its target. Participatory development communication can be define as –

A planned activity, based on the one hand on participatory processes, and on the other hand on media and interpersonal communication, which facilitated a dialogue among different stakeholders, around a common development problem or goal, with the objective of developing and implementing a set of activities to contribute to its solution, or its realisation, and which supports and accompanies this initiative (Besette, 2005:9).

Even then, communication is not enough by itself, and it is not always the answer to every development problem. There are some problems, or aspects of problems, which communication can help

resolve promptly; for others, it can contribute over the longer term, while still for others it will be of little use. Furthermore, participation is not a panacea or a magic wand. It is not easy to achieve and does not bring miracle result. It takes a lot of time and involvement. One must be aware of those limitations, knowing that sustainable development cannot happen without it.

Participatory development communication supports a participatory development or research for development process. It is about facilitating community participation through a strategic utilisation of communication. It brings together the approaches and techniques of participatory research and development with those of development communication.¹³ The Participatory Development Communication model, shown in figure 2.3, supports such a process with ten specific steps.

Here are ten different steps to plan and implement participatory development communication:

1) Step 1: Establishing a relationship with a local community and understand the local setting;

¹³ Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre

Establishing a relationship with a local community is a process that will develop along the way, through the interaction of research teams or development practitioners with people of that community. At the beginning, it refers to collecting preliminary information on the community and its environment, entering the community, getting to know the people and the resource persons in the community, developing a more thorough **collection** of information with the participation of the local people and resource persons, and facilitating a dialogue with them.¹⁴

2) Step 2: Involving the community in the identification of a problem, its potential solutions, and the decision to carry out a concrete initiative;

A second step consists of involving the community in the identification of a problem and potential solutions, and in making a decision to carry out a concrete initiative.¹⁵ The set of actions within this step should coincide with the objectives of the research or of the development project.

¹⁴ Ibid.

¹⁵ Ibid.

Step 3: Identifying the different community groups and other stakeholders concerned with the identifies problem (or goal) and initiative;

At this stage, the research team or the development practitioner needs to identify the different community groups or categories of people concerned with a given problem or with a given development action, and to identify the best way of making contact and establishing dialogue with each of them.¹⁶

3) Step 4: Identifying communication needs, objectives and activities;

Development needs can be categorised broadly between material needs and communication needs. Any given development problem and attempt to resolve it will present needs relating to material resources and to the conditions to acquire and manage these.

4) Step 5: Identifying appropriate communication tools;

During this step, the program must respond to specific communication needs. Now the communication tools that

¹⁶ Ibid.

are going to be used are exactly tools; it will not be the product or the output.

5) Step 6: Preparing and pre-testing communication content and materials;

Participatory communication is not always associated with producing material and content. The use of communication tools implies not only the development of messages, content and materials, but also a pre-testing phase aimed at confirming the effectiveness and relevance of the messages and materials, and the ways in which the tools and materials have been deployed.

6) Step 7: Facilitating partnerships;

The development of local partnerships is the key factor in the success of participatory communication activities. This is why the practitioner should invest energies in building partnerships and involving partners and collaborators in the revision of the communication plan while the communication plan is being developed to support the development initiative.

7) Step 8: Producing an implementation plan;

Producing an implementation plan includes to undertake specific activities, identifying responsibilities and tasks, establishing the time line for the communication strategy and preparing the budget for each activity.

8) Step 9: Monitoring and evaluating the communication strategy and documenting the development or research process;

The production of a monitoring plan will help everyone involved in the activities to monitor what is being accomplished and facilitate its evaluation.

9) Step 10: Planning the sharing and utilisation of results

At the end of the participatory research or development cycle, community members, researchers and or practitioners assess together the results of their work. Sometimes, this assessment will point to a redefinition of the problem or solution identified at the beginning of the cycle. Or it may lead them to reconsider some of the choices made during the planning phase.



Figure 2.3 The Participatory Development Communication Model

II.2.6. Combining Theory with Practices

Referring to the Multi-Track Model, the ten steps of the Participatory Development Communication will be classified as follows.

The Multi-Track Model	The Participatory Development Communication
Communication Research	Establishing a relationship with a local community and understanding the local setting.
	Involving the community in the identification of a problem, its potential solutions, and the decision to carry out a concrete initiative.

	Identifying the different community groups and other stakeholders concerned with the identified problem (or goal) and initiative.
Communication Strategy and Design	Identifying communication needs, objective and activities.
	Identifying appropriate communication tools.
Communication Implementation	Preparing and pre-testing communication content and materials.
	Facilitating partnerships.
	Producing an implementation plan.
Communication Monitoring and Evaluation	Monitoring and evaluating the communication strategy and documenting the development or research process.
	Planning the sharing and utilisation of results.

Table 2.3 Classifying the PDC to the Multi-Track Model

No approach fits universally, but each should be applied appropriately according to circumstances and desired objects. The Multi-Track Model divides a communication program into four main phases: research, strategy design, implementation, monitoring, and evaluation; the Multi-Track Models divides and combines the two according to the needs of each phase. In the first phase, the dialogic model should be the guiding principle; in this way, dialogue and two-way communication become necessary to reconcile different perceptions and positions and to define the priorities for the development initiatives.

This model is not simply the sum of different communication approaches; it has a consistent theoretical and methodological framework, which is capable of containing the major differences of the two opposing paradigms without incurring in basic contradictions. The participatory communication paradigm does not call for a replacement of the basic communication functions associated with information dissemination, but rather broadens its boundaries to include more interactive ways of communicating. This new conception contains functions of both communication models, the monologic and dialogic. When the two are fully understood and properly applied, if needed combined together, development communication is used to its fullest advantage.

When dealing with the challenges of each individual phase of a communication program, it is easier to see what type of communication to apply for which purpose. The research phase must always be based on two-way communication methods and is most effective in investigating, assessing, and uncovering key issues. In summary, the Multi-Track Model combines the theoretical potential of the main development communication families with their rich range of practical applications.

CHAPTER III

PROGRAM KELUARGA HARAPAN (FAMILY WELFARE PROGRAM)

III.1. BACKGROUND OF THE PROGRAM

The success stories of two particularly successful models of a conditional cash transfer (CCT) programs in Brazil (*Bolsa Familia*) and Mexico (*Progresa*) inspired the Government of Indonesia to introduce and to pilot *Program Keluarga Harapan* (henceforth will be abbreviated as PKH) as a complement to the other social assistance and community development programs included in the national poverty reduction strategy.¹⁷ Programmes directed at poor people began in 1998 as a reaction to the economic crisis, and ran through the Social Safety Nets (locally known as *Jaring Pengaman Sosial*, henceforth will be abbreviated as JPS), which aimed to protect the community from the effects of the crisis. In 2005, the Government of Indonesia also implemented the Unconditional Direct Cash Transfer Programme (locally known as *Program Bantuan Tunai Langsung*, henceforth will be abbreviated as BLT) as one form of compensation for reduction in the government fuel subsidy.

¹⁷World Bank Office Jakarta. 2011. *Program Keluarga Harapan: Main Findings from the Impact Evaluation of Indonesia's Pilot Household Conditional Cash Transfer Program*. Jakarta

In mid 2007, the Government of Indonesia launched a conditional cash transfer program – PKH – aimed at very poor households with children and/or pregnant women. The program is expected to run until the end of 2015, at which time all potentially eligible households should have benefited from the program. Beneficiary households can participate in the program for a maximum of six years; formal recertification of eligibility is performed every three years. Should the said household remains in the very poor category after six-years of participation in the program, arrangements will be put into place to facilitate the exit, either into other assistance schemes or into active safety net program that offer ways out of poverty.

Tahun	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Tahun 1	392.000	392.000	392.000	392.000	392.000	392.000	Exit*	Exit*	Exit*	Exit*	Exit*	Exit*
Tahun 2		224.000	224.000	224.000	224.000	224.000	224.000	Exit*	Exit*	Exit*	Exit*	Exit*
Tahun 3			120.000	120.000	120.000	120.000	120.000	120.000	Exit*	Exit*	Exit*	Exit*
Tahun 4				90.000	90.000	90.000	90.000	90.000	90.000	Exit*	Exit*	Exit*
Tahun 5					500.000	500.000	500.000	500.000	500.000	500.000	Exit*	Exit*
Tahun 6						500.000	500.000	500.000	500.000	500.000	500.000	Exit*
Tahun 7							600.000	600.000	600.000	600.000	600.000	600.000
Total RTSM	392.000	626.000	726.000	816.000	1.316.000	1.816.000	2.024.000	1.790.000	1.690.000	1.600.000	1.100.000	600.000
Total Biaya	1 T	1,1 T	1,1 T	1,3 T	2 T	2,79 T	3,17 T	2,82 T	2,68 T	2,53 T	1,74 T	0,95 T

Table 3.1. PKH's implementation target

The overall aims of PKH are similar to CCT programs in other countries. The main overall objectives of Indonesia's program are: (1) to reduce current poverty and (2) to improve the quality of human resources amongst poor households.¹⁸ Table 3.2 lists the PKH's success indicators¹⁹

¹⁸ Ibid.

¹⁹ Source: Government of Indonesia, Ministry of Social Affairs (Kemensos)

Welfare	Health	Education
Objective: Household economy of poor families improved	Objective: Increased access to and utilisation of health services by poor pre-schooled aged children, pregnant and nursing mothers.	Objective: Use of education by poor school aged children increased
<ol style="list-style-type: none"> 1. Per capita annual total household expenditures increased relatively by 13% 2. Share of food expenditures in the household budget increased by 4 percentage points 3. Expenditure on nutrient dense foods (meat, fruit and vegetables) increased relatively by 2% 4. The decrease in household poverty levels of PKH participants after 2 to 4 years of program implementation 5. Decline in poor nutritional status for children under five after 2 to 4 years of the program. 	<ol style="list-style-type: none"> 1. Per cent of women who receive at least four prenatal care visits increased by 10 percentage points 2. Percentage of pregnant women with at least two doses of tetanus toxoid vaccine increased by 10 percentage points 3. Percentage of pregnant women who receive at least 12 sachets of iron tablets increase by 10 percentage points 4. Percentage of deliveries assisted by trained professionals increase by 10 percentage points 5. Percentage of mothers and infants who receive postnatal care at least two 	<ol style="list-style-type: none"> 1. Primary school gross enrolment of children 7-12 years old increased by 5 percentage points 2. Junior high school gross enrolment of children 13-15 years old increased by 10 percentage points 3. Attendance of children enrolled in primary school increased by 10 percentage points 4. Attendance of children enrolled in junior high school increased by 10 percentage points 5. Drop-out rate decreased by 5 percentage points 6. Class repetition rate decreased by 5 percentage points 7. Increasing of

	<p>times increase by 10 percentage points</p> <p>6. DPT3 coverage (proportion children age 12-23 months who received three doses of DPT²⁰) increased by 10 percentage points</p> <p>7. Measles coverage (proportion of children age 12-23 months who were immunised with measles vaccine before the age of 12 months) increased by 10 percentage points</p> <p>8. Fully immunised child coverage (amongst 12-23 months old immunised before the age of 12 months) increased by 10 percentage points</p> <p>9. Percentage of children under five who have received 2 vitamin A capsules in the</p>	<p>the average length of school of the children coming from poor families after 2-4 years of program implementation</p> <p>8. Decreasing the number of working hours or no more children working after 2-4 years of program implementation</p>
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²⁰ Diphtheria, pertussis (whooping cough) and tetanus

	<p>past 12 months increases by 10 percentage points</p> <p>10. Per cent of children age 0-3 taken to health control and weighed in the last month increased by 15 percentage points</p> <p>11. Percentage of infants with monthly weights increasing appropriately (monthly increase of >500g for under 6 months and >300g for 6-11 months old) increased by 10 percentage points</p>	
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Targeting Performance: At least 60% of the program's benefit enjoyed by 20% of the poor

Table 3.2 PKH Success Indicators

III.2. THE BENEFICIARY SELECTION AND REQUIREMENTS

Extremely poor households (locally known as *Rumah Tangga Sangat Miskin*, henceforth will be abbreviated as RSTM) with family members consisting of children of the age 0-15 years old (or 15-18 years that have not yet finished primary education) and/or pregnant or lactating mother, is the primary requirements to be selected into the program. PKH will provide aid in the form of cash to RSTM so long as the said RSTM follows the rules and regulations defined by the program, as follow: (1) to put the children to school based on its proper level of education and with attendance of a minimum 85% in one month for the on-going academic year, and (2) to perform a routine medical check up to local health facility for children of the age 0-6 years old, pregnant mother, and lactating mother.

The aids are targeted for the mother or female adult in charge of children in the said household (could be replaced by the grandmother, aunt, or any other oldest female family member in the household). This was chosen as mothers are considered to hold the responsibilities for the health, nutritional intake and education of their children.

Central Bureau of Statistics (locally known as *Badan Pusat Statistik*, henceforth will be abbreviated as BPS) carries out the selection of beneficiary families.²¹ For the pilots, the process was somewhat modified; the initial data set was drawn from beneficiary households to the BLT and subsequently adjusted and complemented with households identified during the validation process. Approximately 30-40% of BLT beneficiaries were not included in the resulting roster.

III.3. RESPONSIBILITIES

III.3.1. RESPONSIBILITIES ON PKH HEALTH PROGRAM

The main responsibility of household enrolled in the PKH health program is to visit health facilities (such as Community Health Centre, locally known as *Pusat Kesehatan Masyarakat*, henceforth will be abbreviated as Puskesmas), with requirements as follow:

Beneficiaries	Responsibilities
Pregnant woman	A minimum of once in three months
Mother giving birth	Must be assisted by trained medical experts

²¹ *Two Case Studies on Implementing the Indonesian Conditional Cash Transfer Program*. 2008. The Pro-Poor Planning and Budgeting Project. Jakarta: Hickling

Lactating mother	A minimum of once per month after giving birth for the next two months
Baby (aged 0-11 months)	A minimum of once per month
Baby (aged 1-6 years old)	A minimum of once in every three months

Table 3.3 the beneficiaries' responsibilities to visit health facilities

III.3.2. RESPONSIBILITIES ON PKH EDUCATION PROGRAM

The beneficiary who has a child of schooling age (6-15 years old) but is not enrolled in school yet, must enrol the said child to its intended level of schooling. After its enrolment in school, the said child must have an attendance of 85% of schooling day in one month during the said academic year. The same requirements are also applied for beneficiaries with a child of the age 15-18 years old that have not yet finished their primary education. For children that have not yet finished their primary education and are unable to enrol to its intended level of schooling (due to illiteracy, special needs, etc.), the mother shall enrol their children to an educational preparation program (such as, a safe house, shelter home for children, social institution for childcare, etc.) and to enrol the said children to the proper education unit (formal or informal).

III.4. AMOUNTS OF BENEFIT

The amount of benefit received by the beneficiary depends on the family composition and the level of education of the children in the said family, which the program will determine the minimum and the maximum level of benefit with considerations as follow:

- 1) If the amount of benefit received is too large, then the beneficiaries will be dependent upon the program;
- 2) If the amount of the benefit are equal amongst all beneficiaries, then it would be unfair for families with more children and/or with a child with higher level of education as the expense would be higher than family with a relatively small number of children;
- 3) If the amount of benefit were given without limit according to the number of children in the family, it feared that the said family could use other people's children and claimed as their own in order to receive a bigger benefit.

Simply put, below is the scenario of benefit received by the beneficiaries:

Scenarios	Aid received by RTSM/year (in IDR) ²²
Fixed support	200,000
Fixed support for RTSM with conditions as follow:	
1) Children under the age of 6 years and/or a pregnant mother	800,000
2) Children on the primary school level	400,000
3) Children on the secondary school level	800,000
Fixed support received by each RTSM (on average)	1,390,000
Aid received by each RTSM (minimum)	600,000
Aid received by each RTSM (maximum)	2,200,000

Table 3.4 Amount of benefit

The amount and the conditions within the program are constantly evaluated and adjusted with the on-going developments. The amount received by a family with children of the age 0-6 years old is not determined by the amount of children in the said family. On the contrary, the amount received by a family with school-aged children will depend on the level of education attain by the said children and the amount of children on the said level of education, however the

²² The exchange rate in 2007 approximately, 1 USD = 9138 IDR

maximum amount that can be received by each RTSM is IDR 2.2 million/year.

Example	The composition of the RTSM	Σ maximum benefit received/year (in IDR)	Σ maximum benefit received/three months (in IDR)
Example 1	One child or more (aged 0-6 years)	1,000,000	250,000
Example 2	One child or more (aged 0-6 years) and pregnant mother	1,000,000	250,000
Example 3	Pregnant mother without a child	1,000,000	250,000
Example 4	One child (in secondary school) two children (aged 6-15 years and are enrolled in school)	1,800,000	450,000
Example 5	Children (aged 0-6 years) and one child in primary school	1,400,000	350,000
Example 6	One child (in primary school)	600,000	150,000
Example 7	Three children (in primary school)	1,400,000	350,000
Example 8	Children (aged 0-6 years) and three children (in primary school)	2,200,000	550,000
Example 9	Children (aged 0-6 years), one child (in primary school), one child (in secondary	2,200,000	550,000

	school)		
Example 10	One child (in secondary school)	1,000,000	250,000
Example 11	Two children (in secondary school)	1,800,000	450,000
Example 12	One pregnant mother, one child (in primary school), one child (in secondary school)	2,200,000	550,000

Table 3.5 Examples on how the amount of benefit received by each RTSM

III.5. SANCTIONS

Should the beneficiaries failed to fulfil its commitment in the first three months, then the number of cash will be reduced with details as follow:

- 1) Should the beneficiary failed to fulfil its commitment during the first month, then the amount of cash received will be reduced by IDR 50,000,-
- 2) Should the beneficiary failed to fulfil its commitment in the next two months, the amount of cash received will be reduced by IDR 100,000,-
- 3) Should the beneficiary failed to fulfil its commitment in the next three months in a row, they shall not received cash in the next one period of payment.

These sanctions are applied anytime one of the family members failed to fulfil its commitment; therefore it is very important for each family member to understand their responsibilities within the program. It is important to note that in practice, all beneficiaries are given complete freedom on how they want to use the cash received, as the expense of the money will not be monitored, so long as the

commitment for education and health are being fulfilled by each RTSM assigned in the program.

III.6. RE-CERTIFICATION

The idea that for the RSTM to be enrolled to PKH is for them to increase their quality of life, in order for them to not be dependent to PKH in the future. In order to achieve the said goal, PKH has arranged an exit strategy performed through re-certification. The process for recertification is done through direct visitation by the program to see the living conditions of the beneficiary while also asking them questions as has been done as such during the early registration; questions range from basic information (name, address, age and sex), the economy condition of the beneficiary (current job, the location of the job and the income received), the education status of the family member enrolled in the intended level of education, the living condition etc.

The data collected from the recertification will then be used as a consideration to determine whether or not the said RTSM should stay within the program. Recertification is done every three years, as much

as twice within each RTSM's participation within PKH. The stages for recertification is as follow:

- 1) The first recertification is performed when an RSTM has been in the program for three years. Should the said RSTM is still deemed as poor, it then shall stay within the program to receive aid. But, should the recertification indicate that the RSTM is quite well off, its participation in the program is then terminated. The experience from other countries shows that during the first recertification, there are only about 15% of the beneficiaries that can graduate from the program.
- 2) The second recertification is performed when an RSTM has been in the program for six years. Should the said RSTM is still deemed as poor, the said RSTM will then be assisted to join other social welfare program, such as Welfare Insurance (locally known as *Asuransi Kesejahteraan Sosial*, abbreviated as ASKESOS).

III.7. PENDAMPING (FIELD LEVEL WORKER)

Pendamping is one of the key factors to bridge the beneficiary and the those who are in charge within the program, be it the one on the district or the regency level. One of the main tasks of a *pendamping* is to socialise, update the data of the beneficiary and to assist them in fulfilling their commitment to the program. Within the PKH itself, there is the Coordination Team (*Tim Koordinasi*) to help the smooth operation of the program on the provincial level and the Indonesian National Post Service tasked in distributing information such as invitation for meeting, any change of data, complaint and also to disburse the aid to the beneficiary.

The amount of *pendamping* in each regency must be adjusted to the total number of the beneficiary recorded in the said rency. For example, each *pendamping* is in charge of 375 RTSM, and every 3-4 *pendamping* will be under the coordination of a head coordinator. *Pendamping* spend most of their time on the field, by conducting meeting with the head of group, visiting and having discussion with the health and education service provider, even with the beneficiary themselves. The *pendampings* must also report the development of the

situation on the field to the UPPKH at the district level once in every month. The main tasks of a *pendamping* is to make a report, update and keeping track of all the forms related to the program and other regular administrative activity. Institutionally, *pendamping* must report all activities and/or its problem to the District UPPKH.

The general requirements for a *pendamping* is that, (1) they must be of an Indonesian national; (2) a maximum of 35 years old; (3) physically and mentally healthy; (4) is not a member in any way to any political parties; (5) is willing to work full time; and (6) own a mode of transportation (a motorcycle at the very least). Apart from the general requirements as mentioned above, there are also specific requirements that must be filled if one is interested in becoming a *pendamping*, (1) an educational background of a diploma as a minimum, preferably with background education on social welfare; (2) preferably with experience of social welfare work; (3) are capable of using computer; (4) preferably from the same area where the applicants are living and would be working as the *pendamping*.

CHAPTER IV

PARTICIPATORY DEVELOPMENT COMMUNICATION IN PKH

IV.1. PARTICIPATION IN PKH WITHIN THE YEARS

PKH was first launched in mid-2007 by the government of then President Susilo Bambang Yudhoyono, and was scheduled to end at the end of 2015, but with the newly elected government under the presidency of President Joko Widodo, there have been some concerns as to whether or not the program will be discontinued as this was not a program that was initiated by the new President. Just one month after President Widodo's inauguration, the new government sent out a statement that it will not discontinued the program; it will let the program to run along until its proper ending schedule which would fall on the end of 2015. The following illustration will show how the program has expand since its first launched in 2007 to the latest data in 2014.

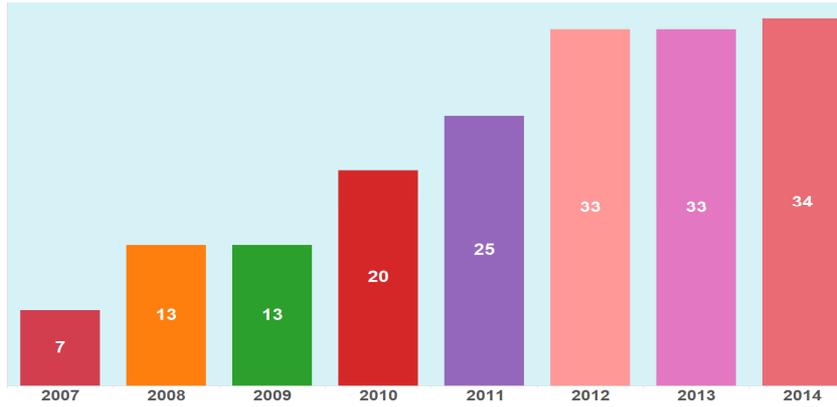


Figure 4.1. Participation by province

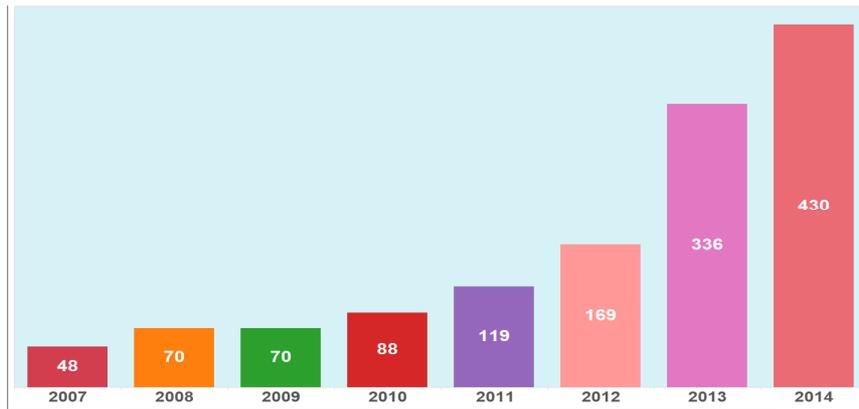


Figure 4.2. Participation by regency



Figure 4.3. Participation by Sub-district

IV.2. COMMUNICATION RESEARCH

IV.2.1. Establishing a relationship with a local community and understanding the local setting

Establishing a relationship with a local community is a process that will develop all along the way, through the interaction of research teams or development practitioners with people of that community. At the beginning, it refers to collecting preliminary information on the community and its environment, entering the community, getting to know the people and the resource persons in the community, developing a more thorough collection of information with the participation of the local people and resource persons, and facilitating a dialogue with them. But what it really means is building a relationship, developing collaboration mechanisms, facilitating and nurturing the exchange of information and knowledge, negotiating roles and responsibilities, and most importantly, building mutual trust.²³

Developing an understanding of the local setting before actually going to the field should be performed by the researcher because, without such knowledge it will be difficult to reach a point of understanding, be it for the importance of the program or the benefit of

²³ Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre

that program for the people. Even so, it is admitted that in doing so is very difficult, as it requires a huge commitment in time and money and might include some certain skills that not everyone might be capable of. That being said, it does not mean that this should be overlook, therefore whether or not it is considered difficult, one must at least try to fulfil the basic steps intended in this first initial step.

One of the important factors is the ability to understand the local culture and the ability to use the local language. When one is able to understand the local culture and speak the local language, it can then discuss the agendas while also able to avoid the danger of raising expectations from the beneficiaries during the initial stages. The preliminary gathering of information is a way to start developing a dialogue with the community and involving local people and resource persons in the process.²⁴

The potentially strongest element of PKH is its network of field-level facilitators (locally known as *pendamping*, henceforth will be addressed as such). They have a key role in mobilising beneficiary households, informing them of their rights and obligations, encouraging them to adopt and maintain PKH practices, monitoring

²⁴ Ibid.

eligibility and ensuring that the household database is kept current.²⁵ Each *pendamping* supports some 200 to 250 households, although in several cases one *pendamping* could be in charge of up to 375 households. Furthermore, one coordinator will manage every three or four *pendamping*. These *pendamping* spend most of its time on the field to hold a meeting with the group leader from the household that they are in charge with, to visit and discuss related matters with the local leaders, and even with the beneficiary themselves.²⁶

Most *pendamping* have secondary education, and it is encouraged that the *pendamping* must come from the same environment in which they are working. One of the main tasks of a *pendamping* is during its initial stages where each *pendamping* will choose the group leader from a group of households assigned to them. Also during this initial meeting is when *pendamping* helped the beneficiary with filling out the form and to help them with the first meeting to *Puskesmas* and/or the registration to the school. The assistance of a *pendamping* is very crucial to the program especially at

²⁵ *Two Case Studies on Implementing the Indonesian Conditional Cash Transfer Program*. 2008. The Pro-Poor Planning and Budgeting Project working paper No. 5. Jakarta:Hickling

²⁶ Alamin, Ahmad R. 2010. [Analysis on the Role of *Pendamping* in PKH at the North Jakarta Municipality]. Bachelor Essay, Syarif Hidayatullah State Islamic University Jakarta, p. 53. (In Bahasa)

the early stages, as this is the stage where a *pendamping* involves the local community.

Several reports have shown that although the existence of *pendamping* on the early stage of the pilot program were met with many difficulties, such as lack of proper basic training for the *pendamping* and a large number of households that each *pendamping* are in charge of, overall *pendamping* have shown an impressive results and has been a positive force to the program. They may proved to be an importance resource in the future, not only for the implementation of PKH, but also more broadly as a support element for poor households and communities.²⁷

Although the PKH during its pilot was deemed as unprepared, it should be appreciated as it still tries its best to incorporate the basic step during its implementation. Putting into consideration that not only *pendamping* holds an important role during the initial implementation of the program, it is also expected that *pendamping* would hold an ever more important role within the program instead of just being the bridge between the beneficiary and the program.

²⁷ *Two Case Studies on Implementing the Indonesian Conditional Cash Transfer Program*. 2008. The Pro-Poor Planning and Budgeting Project working paper No. 5. Jakarta:Hickling, p. 20

IV.2.2. Involving the community in the identification of a problem, its potential solutions, and the decision to carry out a concrete initiative

A second step consists of involving the community in the identification of a problem and potential solutions, and in making decision to carry out a concrete initiative.²⁸ This means that it is important for PKH, by the help of *pendamping*, to be able to identify a specific development problem, its many dimensions, its causes and potential solutions. As Moemeka (2000:7) have pointed out, sufficient knowledge about a people is impossible to obtain by merely *talking* to them. The development agent must **talk with** the people, that is, have direct dialogue with them about their environment, their aspirations and expectations and their strength and weaknesses before sufficient information relevant to their needs and aspirations can become evident.

Development is first and foremost about people; consequently, development communication should also aim, first and foremost, to ensure that the voices of people affected by a development initiative be

²⁸ Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre

heard, allowing them to share their knowledge and points of view.²⁹ It should be the local people, not the practitioner or those in charge of the program, who identify the problem to be addressed or the initiative to be carried on. Although within PKH, the beneficiary is not necessarily the active one in the program compared to their *pendamping*, it is with the help of *pendamping* that the program manage to understand the problem that each area possess. Indonesia is a country of many cultural background and history, if a program is being implemented without engaging with the locals, it surely would end with failure, both in engaging the target group and eventually failure in achieving its goal.

Having said that, a *pendamping* is then also tasked with holding a regular meeting, apart from being a facilitator for the beneficiaries, with each of their group leader to discuss about the complaint that the beneficiary may have, problems that might have arise during the program, or if there are any questions regarding the program. The meeting also functions as a socialisation forum about the importance of education and maternal health.

²⁹ Mefalopulos, Paolo. 2008. *Development Communication Sourcebook: Broadening the Boundaris of Communication*. Washington, D.C.: The International Bank for Reconstruction and Development/The World Bank. p. 95

Many projects introduce communication only when things are going poorly, thus greatly reducing its benefits. In such instances, communication is used as a diagnostic instrument, once the *illness* has already manifested itself, rather than a prescriptive one, preventing its appearance, as should ideally be the case. Mefalopulos (2008:107) mentioned in his book about a Participatory Rural Communication Appraisal (PRCA), a practical methodological approach that includes a set of methods and techniques to address a wide range of research situations, including those involving with limited, or lack of, literacy skills. PRCA is known for its strong participatory connotation; therefore it is particularly appropriate for community-driven development projects and other programs with a high emphasis on people's participation. Implementing PRCA within PKH to address the problem that might need a solution would give a better and clear understanding as to how to involve the beneficiary in the process.

PRCA can be defined as an empowerment communication research approach, based on dialogue. It involves people, especially the rural people, in the decision-making process to design effective strategies to address their problems.³⁰ PRCA can be applied on two

³⁰ Ibid. p. 108

main types of situations, such as formulating new projects or improving and supporting the objectives of on-going projects. By incorporating PRCA within the interaction of *pendamping* and the beneficiaries, the identification of the problem and the decision making to address the problem will then be achieved thoroughly. PRCA has four techniques and tools for a specific purpose, namely, (1) to warm up, get to know each other and build trust among stakeholders; (2) to know the community better and to be acquainted with the community's perceptions and their preferred information channels and communication resources; (3) to assess the situation (that is, needs, opportunities, problems, and solutions), prioritise problems, and address the main causes; and, finally, (4) to identify the best options and opportunities that can be addressed through communication.³¹ The first two techniques should be applied on the first step, while the second step will need the active use of the last two techniques.

³¹ Ibid. p. 109

IV.2.3. Identifying the different community groups and other stakeholders concerned with the identified problem (or goal) initiative

At this stage, the research team or the development practitioner needs to identify the different community groups or categories of people concerned with a given problem or with a given development action, and to identify the best way of making contact and establishing dialogue with each of them.³² The main criterion for identifying the different groups is to identify the various categories of person who are most affected by the development problem and those groups that might be able to contribute to its solution; the important factor is that it is important to identify the people most concerned about it. One way to identify those specific groups is to ask first, “who is involved in the problem or in the initiative to carry out” and then ask, “with whom are we going to work?”

A first list can be made out of three global categories: community groups, policy makers and other stakeholders. The success of a CCT program depends on ensuring that public service provision

³² Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre. p. 60

are able to respond to increased usage. Within PKH itself, inter-agency coordination is a critical aspect, especially amongst the following stakeholders: National Development Planning Agency (locally known as *Badan Perencanaan Pembangunan Nasional*, henceforth will be addressed as Bappenas), the Coordinating Ministry for Social Welfare (current name has been changed to Kemenko PMK), Ministry of Social Affairs (Kemensos), Ministry of National Education (current name has been changed to Kemdikbud), Ministry of Health (Kemenkes), Statistics Indonesia (BPS), Ministry of Communications and Information Technology (Kemenkominfo), and the National Post office (Pos Indonesia). A centralised program implementation (UPPKH) was established to oversee program implementation and is housed in Kemensos. Local implementation of the program, meanwhile, falls under the responsibility of program units at the provincial and district/municipality levels.³³

The spread of the Indonesian archipelago and its high population density are challenges for the government in providing integrated health and education services, including in the poor regions. In terms of health, many reports show that long distances from health facilities

³³ World Bank Office Jakarta. 2011. *Main Findings from the Impact Evaluation of Indonesia's Pilot Household Conditional Cash Transfer Program*. Jakarta. p. 23

and high costs constitute the main cause of low access to quality health service for poor communities.³⁴ The limited health workforce, and insufficient equipment and resources also cause the low quality of basic health services. Not only that access to proper health facilities are lacking and hard to come by in some of the areas that pilot program was implemented, one of the stakeholders that needs further attention is education. High costs on various items such as books, writing material, uniforms, and transport costs are still a burden for many households, even when tuition fees have officially been abolished.

The same problems that the health facilities in Indonesia are facing such as the lack of nearest health facilities around the household and the lack of health workforce are also faced in terms of the education facilities. Many reports mentioned about the lack of proper education attained by the children of poor households were contributed by factors such as schools that are located far from their living quarters or that are located in isolated areas, and the lack of quality teacher to teach them.

³⁴ Hutagalung, Stella A. et al. 2009. *Problems and Challenges for the Indonesian Conditional-Cash Transfer Programme – Program Keluarga Harapan (PKH)*. Social Protection in Asia working paper issue 04. SMERU Research Institute.

An important aspect of inter-agency coordination for CCT programs is to ensure that health and education services are prepared for additional uptake of patients and school children. To address this issue, only districts with sufficient availability of services were eligible for participation. Despite this precaution, implementation assessment reports found that there were still significant problems in service availability in the sub-districts where PKH was piloted.³⁵ The Pro-Poor Planning and Budgeting Project working paper (2008:20) pointed out that although the delivery of the payments has proceeded smoothly, there have been several problems such as, payment that did not come regularly, and the long waiting time for payment, to name a few.

Issues as mentioned before were some of the problems that need to be addressed beforehand by the program before it went into force, as PKH is not merely about disbursing money to the intended poor households, but it is also about improving the quality of life of the said household. In order to achieve the goal that PKH has, it must be ready to overcome the challenges that it faced; therefore it is very important to identify other stakeholders within the program such as mentioned above.

35 World Bank Office Jakarta. 2011. *Main Findings from the Impact Evaluation of Indonesia's Pilot Household Conditional Cash Transfer Program*. Jakarta. p. 23

Other important factor is to pay particular attention to the issue of gender. Besette (2004:63) mentioned that in every setting, the needs; social roles and responsibilities of men and women are different. Besette (2004:65) also pointed out that it is important to encourage and promote women's participation. The challenge here is to bring women to participate in defining problems that concern them and in seeking solutions, rather than "mobilising" them.

Contributing factors such as history, culture and government's intervention during the New Order regime under the presidency of Indonesia's second president, former President Suharto, caused gender inequality as a big problem in Indonesia, even nowadays; with the exception of the Minangkabau tribe of West Sumatera that is often cited as an exemplifying example of a more equal gender relations as its matrilineal rules allow women to have influence and access to some aspects of domestic and social life. Agung and Bustami (2004) cited in Hutagalung et al. (2009:10) mention that in spite of increasing equality in educational achievement, gender inequality is still prevalent in the country, especially in terms of employment, as shown by the women's labour participation rate or access to jobs.

Having said that, just like many other CCT elsewhere, PKH delivers the payment to mothers. Women are more likely to be primary caregivers and, as such, are more likely to take care of the daily nutritional and health needs of children, and ensure that children attend school.³⁶ Directing cash transfers to women signals recognition that women are prudent with money, that they are good managers, and in a sense provides official endorsement for women to assume greater control of household income.³⁷

Although the decision to focus the target on women for PKH was not a decision that PKH comes by itself, the fact that it follows the original concept of CCT elsewhere shows the commitment that PKH has for the success of the program, not only in terms of achieving its goal but in the success of its initial implementation, especially for the pilot program.

³⁶ World Bank Office Jakarta. 2011. *Main Findings from the Impact Evaluation of Indonesia's Pilot Household Conditional Cash Transfer Program*. Jakarta. p. 17

³⁷ Coles, A. eds. 2015. *The Routledge Handbook of Gender and Development*. London: Routledge. p. 197.

IV.3. COMMUNICATION STRATEGY AND DESIGN

IV.3.1. Identifying communication needs, objective and activities

To identify what the needs are, it is not enough to ask the question in a community meeting, as sometimes the answers to these needs can be found through an observation of the different practices in use or by comparing the answer or lack of answer of the different groups. This is closely linked to the problem or to the goal that has been previously identified during the initial stages, which then would lead to the defining of the objectives. Guy Besette (2004:70) in his book, argues that:

Communication objectives are based on the communication needs of each specific group concerned by a specific problem or a set of research activities. These objectives are identified and then prioritised. The final choice of objectives may be made on the basis of the needs that are most urgent, or those most susceptible to action. They are then defined in terms of the action, which need to occur for the objectives to be achieved.

In general, the objectives are linked to one or several of these communication functions: raising awareness, sharing information, facilitating learning, supporting participation, decision-making and collaborative action, mediating conflicts, influencing the policy environment. On the basis of the findings, the communication strategy

should be designed around two issues: a capacity building program and an awareness-raising campaign (Mefalopulos 2008, p. 115).

The next stage is to regroup the different objectives involving the same community groups and to consider the best way of supporting each group in achieving them. It is particularly important to be realistic about the feasibility issues and not to compile an endless list of activities that is too ambitious.

The most common conception of message design is one in which the message is transmitted through one or a mix of media channels to inform and persuade audiences (Mefalopulos 2008, p. 123). A message can be effective if it has already been defined and packaged with the information that has been collected during the two-way communication of the first steps, as it involved the audience's background when the information was collected.

Socialisation is a key element of a successful CCT. It usually takes the form of a diversified information, education and communications strategy aimed at generating and maintaining support for the program in the community. Kemkominfo was delegated the task to socialise and advertise activities pertaining to PKH; in regards to that, Kemenkominfo divides two distinctive group in terms of

socialising the program, the first one is the direct group which consists of the beneficiary, related public service provision, and *pendamping*, Kemsos will be in charge of this group. The second part of the group consists of other stakeholders that are not directly related to PKH, NGOs and other communities who are not a participant to PKH.

Pendamping together with the public services provision receives socialisation and training before the implementation of PKH by Kemsos. These socialisations were done in all pilot provinces, but several reports show that the socialisation has not yet served its intended purpose correctly. One working paper finds that knowledge about the PKH is less apparent amongst education and health authorities, and school and health centre management and staff.³⁸

Beneficiaries receive socialisation from their respective *pendamping* on their first assembly at which they are informed that they are beneficiaries to PKH and also were informed about their rights and obligations are. This first assembly is also the beneficiaries' first chance to learn about the program. While some reports shows that the education and health authorities as the public service provision seems

³⁸ *Two Case Studies on Implementing the Indonesian Conditional Cash Transfer Program*. 2008. The Pro-Poor Planning and Budgeting Project working paper No. 5. Jakarta:Hickling

to not informed very well within the program, the *pendamping* is much more successful in informing the beneficiaries.

The uneven socialisation in the field can be explained due to the relative rush with which the pilot program was put into place. This might explained why some public service provision were not well informed and/or prepared for PKH as there was only a small amount of time to prepared the implementation of an unfamiliar and difficult social safety net program. According to national authorities, socialisation was to be kept low-key initially, so as not to raise expectations about the program.³⁹

Although the beneficiaries' communication needs, and therefore resulted in the objectives and activities to address those needs, should falls on Kemsos, in practice the *pendamping* themselves who have shown incredible assistance in terms of informing the beneficiaries, non-beneficiaries, the community, health and education services. *Pendamping* regularly visits the beneficiaries that are assigned to them, either to their home or to the place of their work. These regular visits are often performed out of the realisation of each *pendamping*, usually to the beneficiaries whose performances or commitments towards the

39 *ibid.*

program are lacking. During the said visits, *pendamping* tries to have an open two-way communication with the beneficiaries to know what is it that is lacking and seems to be the problem, for the *pendamping* to report back to the higher authorities which would result in the forming of proper objectives and activities that are suitable, instead of assuming all beneficiaries have the same needs and therefore should be prescribed the same amount of *prescriptions*. Messages should be tailored to the recipient both in terms of content and form of delivery and for it to be genuinely effective, it should take the form of a continuous process of informing the community about the program, its contents, implementation and impact on beneficiaries.

Due to the nature of the pilot program being rushed into force, the identification of communication needs, objectives, and activities have not been thoroughly met. Even though the socialisation strategy is still deemed comprehensive, but through communication lenses alone, what has been done during the pilot program was not thoroughly performed, as the approach that was used at that time was just providing general information. In the future, strategies should be planned, tested, adequately resourced and implemented with a specific view that is to inform and educate prior to the start of the program. This improvement

is not only limited to CCTs, but should always be applied in any development program that incorporated the community to achieve its goals.

IV.3.2. Identifying appropriate communication tools

Communication media can be generally distinguished into four kinds: (1) mass media, such as newspapers, radio, television; (2) traditional media, such as storytelling, theatres, songs; (3) “group” media, such as video, photographs, posters; and (4) community media such as short-range rural radio broadcasting. The expression “communication tools” here, is to stress the instrumental nature of these media: their purpose in this case is not to disseminate information, but rather to support the process of participatory communication.⁴⁰ In practice and in many cases, people mistook the use of communication in terms of spreading information as just merely about disseminating the information attached to it, rather than to support the on-going communication process that is essential to the program.

⁴⁰ Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre. p. 60

The pilot program of PKH relies very much on the use of interpersonal communication tools, while gradually incorporating the use of mass media and group media tools. Moemeka (2000:149) argues that “whatever media are used, and whatever strategy is employed in rural development activities, the very important role of interpersonal communication in rural communities should not be taken lightly. Any communication strategy which completely ignores the traditional media cannot successfully win and retain the people’s attention for long.”

Group discussion and debate are one of the interpersonal communication tools that are widely used in PKH, especially due to the presence of *pendamping*. As communication tools, discussion and debate stimulates awareness and preparing for other activities. Besette (2004:117) pointed out that a large group discussion is not always the best tool to facilitate participation, as often times only certain group of people will talk. Therefore, this can only be effective if it is complimented with other activities such as having discussions with smaller and more focused groups.

Other form of interpersonal communication tools that were present in PKH was focus group discussions. The information obtained

through this technique is considered valid for other community members who demonstrate those characteristics. In many cases, a focus group discussion can also evolve in a strategy-developing activity, with each participant contributing not only to the identification of a problem, causes or solutions, but also in a strategy which could facilitate community participation to the resolution of that problem and the experimentation of the potential solutions.⁴¹

Reports on the role of *pendamping* during the initial stages with the beneficiaries shows that when assigned with a small group of people, the beneficiaries are more inclined in voicing their concerns and problems of which their lack of literary skills. One reports from Jakarta states that many women enrolled in PKH are illiterate and therefore are struggling even to fill the basic of forms or even to understand the socialisation, especially when given posters or reading materials regarding PKH.⁴²

Another important role showed by *pendamping* in regards to the use of interpersonal communication tools is the meeting that they arranged by the head of the group of the households that were assigned

41 Ibid. p. 118

42 Alamin, Ahmad R. 2010. [Analysis on the Role of *Pendamping* in PKH at the North Jakarta Municipality]. Bachelor Esssay, Syarif Hidayatullah State Islamic University Jakarta, p. 74. (In Bahasa)

to each *pendamping*, in which they would have discussions and complaints regarding the program. Also found in these discussions, socialisation by *pendamping* about the importance of education and healthy life for mothers and their children, even some *pendamping* took the initiatives in giving suggestions to the beneficiaries on how to lead a clean lifestyle. *Pendamping* took the interpersonal communication tools very seriously by also providing assistance to the beneficiaries who, for some reasons such as sickness, cannot join the discussions as scheduled.

These interpersonal communication tools were not only done for the beneficiaries only, but also amongst the *pendamping* and the public service provision so as to keep them informed with the PKH. For PKH to stay relevant in its best quality, all *pendamping* routinely meet to have a discussion amongst them. *Pendamping* in one given sub-districts do not only do these discussions amongst them, but also with other *pendamping* from neighbouring sub-districts. The lesson learned and best practices obtained from these discussions are very useful for other *pendamping* had they encounter similar problem that have been encountered by the other *pendamping*.

Putting into consideration that the area of which the pilot program is being implemented, PKH is putting good use of posters and banners to raise awareness about PKH. The thing about posters is they are not very effective in facilitating participation because posters can only be filled with very limited number of information. When combined with interactive activities with community members, then posters can be of good use to the program.



Figure 4.4. Poster to encourage children to go back to school with information on three other social programs that involves on education aspects

Theoretically, figure 4.4 portrays what a good poster is; not only is the poster eye-catching; it has a tagline that urge parents to enrol their children back to school. Furthermore, the poster provides information on three different kinds of social welfare program that would provide assistance in terms of putting children to school. The

problem with this poster alone is that it did not give any significant information on what the programs can do for those who are entitled or might be interested to enrol in the program, this is where the role of discussion and *pendamping* comes in to reinforce the effect of the awareness raised by the poster.



Figure 4.5. Awareness poster about PKH focusing on healthy and educated children

Figure 4.5, on the other hand is definitely lacking in terms of raising awareness, as the only information given were only lists of

related agencies that took part on PKH. The use of the poster might just be a reminder of the program, but this is definitely would not yield any significant results had it only used all on its own. Printed media is considered to be a literate medium, which means that people who are mostly illiterate cannot directly make use of the said medium. The rural population fits this description, as many of the beneficiaries lack the literary skill, whether to read and/or write. Therefore, it is important to incorporate two medium forms of communication rather than just one.

Due to its audio and visual qualities, the television has very significant advantages over any other form of medium in the field of development education. However, when one considers the situation of television in developing countries, how available the television is in the rural communities, how accessible it is to the rural population, the temptation is high to rule out its use in activities directed at the emancipation and development of the rural segment of the population.⁴³

43 Moemeka, Andrew A. 2000. *Development Communication in Action*. Maryland: University Press of America. p. 143

Kemkominfo who is in charge of socialisation of the program have incorporated this aspect through Television Commercial (TVC) that used several famous celebrities to attract and garner attention from the community. The local government on which PKH is implemented also produce their own TVC with its own local content, namely by using the local language and the custom of which the local communities are far more used to than depending on the national content produced by Kemkominfo.

Unfortunately, there were not enough reports on the level of success of these TVCs. Although the TVC that was produced by Kemkominfo had used two famous celebrities and incorporates catchy tunes, the TVC itself only serves as an announcement of the existence of the program. There was not enough information alluding how the program works or who would be eligible for the program. In other countries, more often than not, the socialisation is contracted out to professional private marketing agencies.



Figure 4.6. Captured scene of PKH's 30' TVC featuring two famous celebrities and then Minister for Social Affairs

A classic mistake of communication is that, almost every time it is assumed that making a TVC with the name of a program attached to it and by using public figure, therefore the message is then will be received successfully to the recipients. This TVC might have reached the targeted recipient within the island of Java, but it is unlikely to have this TVC reaching its target recipient in East Nusa Tenggara, when even the basic of health and/or education facilities were not easily accessible, let alone a television with good reception.

IV.4. COMMUNICATION IMPLEMENTATION

IV.4.1. Preparing and pre-testing communication content and materials

The use of communication tools implies not only the development of messages, content and materials, but also a pre-testing phase aimed at confirming the effectiveness and relevance of the messages and materials, and the ways in which the tools and materials have been deployed.⁴⁴ It is encouraged to involve participants in identifying the communication materials. Whenever possible, it is also useful to involve them in preparing materials.

Mefalopulos (2008:131) argues that pretesting should be conducted with pilot groups and representatives of the intended populations before reaching the stage of mass production. Many messages have failed to reach their intended audiences simply because no pretesting was done, and the assumptions of experts were proved inadequate by real experience. Pretesting will also results in getting the reaction of the recipients that will be essential had the message need any revision on the conceptions and/or on the communication materials,

⁴⁴ Besette, Guy. 2004. *Involving the Community: A Guide to Participatory Development Communication*. Canada: International Development Research Centre. p. 76

or even to amend the strategy if it seems unlikely to produce the desired result.

The objective of doing pretesting is to be able to know whether the concepts in the materials are well understood by the participants. Unfortunately, due to the rush nature of the pilot program, it is very unlikely that it had implemented any form of pretesting of its communication materials. If anything, the communication materials itself were made and were distributed in a small amount of time. Therefore it is not surprising that many reports on the pilot program show the socialisation negatively.

Not only that many beneficiaries are still confuse in regards to the program's goals or the eligibility criteria to enrol in the program, but even the public service provision are often unaware of the program. Having said that, this explains the importance of why socialisation should not be limited to telling people just what to do; it should also tell them how to do it, then work with them and then test it.

The lesson learned from this case is that finally in 2013, PKH came up with a competition for the community to submit a video about PKH. This competition is being held nationally; in a way this can be perceived as part of implementing this particular step. The idea that the

program is opening the chance for the community to take part in creating their own communication material using a medium that can be virally spread, that is in the form of a video, is the program's way in attempting to make sure that the materials produced by the community will be received preferably by the rest of the community.

The winner of this competition in 2013 shows a video that is not only informative, but it portrays the actual practice of PKH in the fields. This is definitely the kind of information that the beneficiaries need, and it is being delivered to them in a language that they understand, and there is a sense of closeness as their fellow community made it also. The idea on having a competition for video like this is one of the ways to actually incorporate almost all previous levels that have been discussed in this chapter. Not only does the video incorporate local setting and the local language, but it also incorporates the local community by enabling them to produce a video about the program. Given the chance, the same treatment could have been applied the same idea.



Figure 4.7. Scene from the winning contestant of PKH video contest

The video not only showed some parts about the program but also shows how the *pendamping* first prepare to come to the beneficiaries to inform them about their enrolment in the program. There were also the parts where the *pendamping* was having a gathering with the beneficiaries where they are being informed about their responsibilities, followed but discussion and questions from the beneficiaries to the *pendamping*.

IV.4.2. Facilitating partnerships

The development of local partnerships is the key factor in the success of participatory communication activities. According to

Besette (2004:78), there are five types of partnerships to be developed around communication activities: (1) with the community group themselves; (2) with local authorities; (3) with local technical services and specialised agencies; (4) with local media; and (5) with the community as a whole (resource persons, local talent).

Referring to several steps that were mentioned above, the pilot program has incorporated all partnership in the implementation of its program, albeit not always successfully due to time constraint and lack of preparation. We will look into it one by one to understand more. Not only that PKH needs active participation of its beneficiaries, but also with the help of *pendamping*, it has shown that the relationship that emerge between the beneficiaries and the program through *pendamping* had become one of the strongest partnership within the program. This partnership can be seen from the involvement of the community during the identification of their problems and needs that were eventually implemented through the activities. In practice, not all the activities that were created to answer the problems and needs that might have faced by the beneficiaries were successful, as we can see from the many reports that mentions not only the beneficiaries, but many public service provision were still not properly informed about

the program; that is not surprising, as partnership is not something that happens automatically. It may take some time to become familiar with and learn to use a different approach.

A partnership with the local authorities is definitely very necessary if one wants to work freely in the community, as it can help build a better understanding of the development initiative and win the support needed for its successful implementation. Putting into consideration that PKH is a government program, one of its initial action was to involve the help of the local government, even to give their own socialisation so as the local government are able to socialise the information in relation to the public service provision.

Besette (2008:80) argues that partnership with government technical services in the area, or with specialised community agencies or NGOs dealing with the issue under discussion is essential for the initial phase of identifying a specific development problem and its causes, and should be pursued throughout the planning and implementation of communication activities. While PKH did not openly engage with any NGOs during the implementation of the program, the program was open to NGOs to conduct research and interviews in the area to see whether or not the program is successful.

Although the learning process from the reports written and published by the NGOs did not simultaneously done together while the program was being implemented, but many of the reports and working paper by several NGOs published on PKH has been the foundation for lesson learned in order to improve PKH after the initial implementation of the program.

A working paper by the Pro-Poor Planning and Budgeting Project (2008:14) finds that the knowledge about PKH in Kediri, East Java, is less apparent amongst the education and health authorities. In some instances, many authorities had not received any information about the program through formal channels. Another report by World Bank (2011:21) also shows that in five of pilot provinces, all midwives were not informed about PKH and one had not even heard of PKH. These findings shows that the pilot program had not yet built a good partnership with government technical area; one of the reason for this was because PKH was trying to disseminate the information discreetly so as to not upset the household that were not chosen to be the beneficiaries and also to suppress the possibility of high expectation to the program. Although the reasoning seems to be understandable, it

was very much disappointing that the pilot program failed to notice the importance of engaging with the local government technical services.

There is also a partnership to develop with the local mass media as one of the most crucial thing to consider. Unfortunately, there were no reports specifically that puts emphasise on the use of local media during the implementation of the pilot program. Nevertheless, in the next years the program had incorporated the use of local media, not only to produce an advertisement with local contents that uses the local language also, but also to air the said advertisement in local TV channels, instead of using the national TV channels.

IV.4.3. Producing an implementation plan

Producing an implementation plan includes planning to undertake specific activities such as, identifying responsibilities and tasks, establishing the time line for the communication strategy and preparing the budget for each activity. Besette (2008: 86) suggests that to plan the sequencing and the follow-up of the communication activities and to identify areas of responsibility, it may be useful to organise the different choices that have been made in a table such as the one shown on the next page

Communication Objectives	Activities	Communication Tools	Material Requirements	Resource Persons	Budget Requirements	Implementation Period
1	1.1					
	1.2					
	1.3					
	1.4					
2						

Table 4.1. Table for implementation plan

The purpose of this planning is to allow the implementer to determine whether activities are being conducted as and when planned, the table also can be used for forecasting the activities before they are carried, as well as for monitoring the overall performance of the activities. Unfortunately, such implementation plan was not used within PKH; if anything, the implementation plan that was visible within PKH was to see whether or not the pilot program is successful to be continued for the next term. As was the case with the use of communication in several programs, there is a tendency that the use of communication would only be present during the socialisation and/or information dissemination. This also seems to be the case of PKH's

pilot program; although it has done several of the steps mention above, albeit not perfectly, the pilot program still fails to see that the use of communication does not fall short on socialisation only.

While going through the official report conducted by Bappenas, the report did not mention anything about any implementation plan of its communication effort through the program; while it did mention about the effect of the role of *pendamping* for the program, it did not focus and/or mention about any role the communication had for the program.

Had this was considered and implemented for the pilot program, it would have made the monitoring and evaluation that would be conducted at the near end or at the end of the program, knowing what is it that needs to be fixed and foregone in the communication process of the program.

IV.5. COMMUNICATION MONITORING AND EVALUATION

IV.5.1. Monitoring and evaluating the communication strategy and documenting the development research process

Babbie (2002) in Mefalopulos (2008:135) defined evaluation as the process of determining whether, and to what extent, a certain

intervention has produced the intended result. Besette (2008:91) mentioned two main reasons for conducting an evaluation: (1) to find out if we are on the right track or whether we need to adjust the course during the execution of the activity; and (2) to find out if we have achieved our original objectives, and if the results have had an impact on the problem identified at the outset.

As was mentioned on the previous steps, due to time constraint of the pilot program, not only that the program did not come up with an implementation plan, it also did not implement any monitoring and evaluation of its communication strategy. The only visible evaluation on its communication aspect of the program was its socialisation; therefor it will look into the socialisation aspect of PKH during its pilot program.

Mazzei and Scuppa (2006) in Mefalopulos (2008:139) states that communication objectives are either about changing specific knowledge, attitudes, and behaviours or practices in individuals and groups of individuals, or they are about improving the degree of mutual understanding, social and cultural exchange, or the cooperation amongst different groups of stakeholders, engaging them in the development initiative. Some of the mentioned elements, such as

awareness, knowledge, attitudes, and behaviours, are not too difficult to measure.

In the PKH, the process of awareness raising and encouragement of beneficiaries is well in hand. Beneficiaries received socialisation by their *pendamping* on the first assembly, at which they are informed for the first time that they are the beneficiaries to PKH and about their rights and obligations. During the said first assembly, the community as a whole and its leaders also have the opportunity to learn about the program. But to stop short at this finding and consider the whole socialisation has been successful would be incorrect, as the socialisation has been too rushed to meet its main aims and raising awareness for the PKH in the community. A working paper by the Pro-Poor Planning and Budgeting Project (2008:iii) finds that during the socialisation, it has largely bypassed service providers, political entities, the media, grassroots organisations, the general public; and it has failed to sufficiently support the *pendamping* in their socialisation role.

One important factor in evaluation is that it is impossible to evaluate everything that has been done from the beginning to the end, that is why being selective about what is essential should be the

primary concern. The three levels of evaluation suggested by Besette (2008:95) are as follow: (1) the process; (2) the results of communication activities; and (3) the observable impact of activities on the problem or on the development initiative.

The process to come up with socialisation materials and implementation within the pilot program is considered somewhat poor. The socialisation only focuses on the beneficiaries, and the socialisation that was targeted for the authorities was not received very well, as can be seen through some of the reports mention in previous subchapters. Putting into consideration that the only communication activity within the pilot program is only the socialisation, PKH should have managed to change the way the socialisation is being conducted and possibly added other kinds of activities had the program conducted the evaluation of its communication strategy instead of only focusing on the evaluation of the end results of the program only.

Evidently, it is very difficult to perform a research on a step that did not specifically focuses on the communication strategy, as there is no way for a researcher to found whether or not the evaluation and monitoring of its communication strategies were done correctly. If anything to go by about PKH's evaluation and monitoring, it mostly

focuses on the implementation of the program, which is not the main focus of this research, therefore it will not go into that part.

IV.5.2. Planning the sharing and utilisation of result

The knowledge sharing mentioned on this last step refers to making information available in different formats to different groups of users and asking for their feedback. Bessette (2008: 107) states that the idea is not only to transmit specific information to other stakeholders but also to identify the condition in which they could use such information and knowledge to foster change.

Although the many reports, working paper and assessment on the PKH's pilot program had never specifically focused on the communication aspect of the program; it definitely mentions some aspects that were part of the participatory development communication steps. Having said that, the publication of the reports to be freely accessed by the public shows that the sharing of the result is evidently very useful for the improvement of the program, and hopefully for other development programs that include the active participation of the community.

CHAPTER V

CONCLUSION AND SUGGESTION

V.1. CONCLUSION

A report by World Bank (2011:41) states that PKH has proved to be effective in improving the welfare of extremely poor household and altering attitudes, expectations, and behaviours regarding the use of key health services. If we were to talk about the efforts of the participatory development communication, there are still many glitches; it is very clear that the agencies involved in the implementation of the program tend to overlook the active participation of the beneficiaries. The beneficiaries were only considered a passive actor in the program, even as it is very obvious that in order for the pilot to succeed, it needs the active participation of the beneficiaries throughout the program.

Evidently there are still several steps that were overlooked during the implementation of the pilot program; some of the first few steps that were already implemented, accidentally or not, had definitely helped the program to be more easily accepted within the communities compared to other welfare program before PKH. As was expected

when the research was first started, the pilot program had several shortcomings that eventually were improved in the upcoming implementation of the program. The shortcomings found during the research are mostly during the execution of the program rather than on the design or on the preparation, and therefore it can be relatively easy to correct and/or improved for future use should the program was to be implemented again in the future or for other similar program.

Particularly speaking, it is very disheartening to see that the communication aspects are still very much overlooked when a government is implementing a program and/or regulation on the community. Communication is not always about disseminating information to the masses, it also involves the feedback that were made by the masses in order to improve the first message that were send out, it is for the benefit of making sure that the messages are well received and not merely passing through the recipient without a change for the better.

Admittedly it is very hard to implement all the steps mention in the participatory development communication, especially when one is not used to the concept of having the active participation of the beneficiary in the program. Having said that, it does not exclude the

importance on having participatory development communication for development program, especially those that focus on the betterment of the living standard of the society and not to have them be dependent to the welfare program given to them.

This research sets out to see about the use of participatory development communication in PKH, and although it has manage to answer the research question pose in this research, there are still some limitations to this research; namely the lack of descriptive reports and/or documentation of the pilot program to be used on the research. Also worth noting is the main focus of this research, which was strictly about development communication and not about the developmental impact of the program, this research shall not be used as a reference about the impact of a development program, but might find its use on the occasion that one is looking for the use or the impact of development communication for future implementation of development and/or welfare program.

V.2.SUGGESTION

Quebral (2012:6) mention that there is less reliance nowadays in central government as the orchestrator of development. Instead the focus is on the capacity of communities and individuals to set their goals and work towards them in a manner that does not damage the environment or destroy natural resources. This is the prime time for government to realise that the role of the government in a development and/or welfare program is not only to disseminate information and expect the society to do as asked but to engage them in the importance of the program to their future lives if the government really intends to improve the quality of live of its people.

Development is not only about economic development, although it always begins with the economic factor first. Development has to be accompanied by social, political and moral development as well; what better way to increase those aspect of development by engaging them to give them better understanding at how important it is to have develop not only economically, but socially and morally also?

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