



Performance of Implementation Program Keluarga Harapan in Jember Regency

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Information Article

History Article
Submission : 8-July-2024
Revision : 13-July-2024
Published : 31-July-2024

DOI Article:

[10.24905/jip.9.1.2024.48-57](https://doi.org/10.24905/jip.9.1.2024.48-57)

ABSTRACT

Public programs must be managed with the aim of achieving desired results. As a poverty alleviation program that has been running in Indonesia, the Program Keluarga Harapan (PKH) has a policy direction not only to ensure that assistance is right on target but also to eradicate poverty with the target result being empowered and prosperous. A study of program implementation performance can describe the failure or success of implementing a policy. This research aims to analyze the performance of the implementation of the PKH in Jember Regency. Analysis using the performance measurement framework by Cole and Parston (2006) includes policy input, processes, policy output, and policy outcome policy. Then, assess the quality of policy output using policy output aspects from Randall B. Ripley including access, coverage, frequency, bias, timeliness of services, accountability, and suitability of programs to needs. The research method used is a descriptive qualitative approach. Data analysis uses interactive data analysis. The research results show that there are weaknesses in the dimensions processes which results in implementation not going well. Validation and Verification Activities for Prospective beneficiaries are carried out by system without going through field verification by facilitator. The beneficiaries Verification activity was not carried out due to the matching of social assistance data with population data and education data. The activity of updating beneficiaries data did not run optimally due to a poor coordination process between facilitator and the Village Government. However, an assessment of the quality of policy output shows high performance. Of the seven aspects reviewed, there were two aspects that showed they were ineffective, namely the bias aspect and the program coverage aspect. The validity of data on beneficiaries is not yet completely good because there are still beneficiaries who are not eligible to receive social assistance, resulting in bias. Program coverage is still minimal in terms of the number of beneficiaries, only around 20% of the existing poor families.

Key word: Policy Implementation, Performance of Implementation, Social assistance program, Program Keluarga Harapan

Acknowledgment

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1. INTRODUCTION

The government designs social policies as a solution to conditions of poverty in its region. The manifestation of social policy can be in the form of providing money or social services such as cash payments, subsidies, concessions, grants and public distribution within a welfare framework (Rais & Setyawan, 2022). In line with this, Huraerah (2022) explains that an important part in reducing poverty conditions is by creating social protection strategies such as providing social insurance, social assistance, social services and labor market policies (Huraerah, 2022). One form of social policy by the government in reducing poverty is providing social assistance to the poor.

The reduction in poverty rates in Indonesia is related to the existence social assistance, one of which is the Program Keluarga Harapan (PKH). Waluyo and Khoirunnurofik (2021) conducted a study on the relationship between PKH and poverty levels in underdeveloped and non-underdeveloped areas in Indonesia (Waluyo & Khoirunurrofik, 2021). The result is that PKH has a negative and significant relationship so that it can contribute to reducing poverty. In this regard, the BPS Report in the Official Statistical News No. 47/07/Th.XXVI of 2023 explained that one of the factors that influenced the reduction in poverty levels was the PKH social assistance and basic food social assistance. In other words, PKH is social assistance that can contribute to reducing poverty rates in Indonesia.

The legal basis for PKH social assistance is regulated in the Regulation of the Minister of Social Affairs of the Republic of Indonesia No. 1 of 2018 concerning the Pogram Keluarga Harapan. PKH is a conditional social assistance program provided to poor and vulnerable families which has components of education (school age children), health (early childhood and pregnant women) and social welfare (elderly and people with disabilities). Throughout its journey, PKH has gone through various distribution innovations since its first implementation in 2007. The first generation of the program provided cash assistance which was used to meet educational needs (school children) and health (early childhood and pregnant women). Next, the second generation developed an expansion of the target group for social assistance to the elderly and people with disabilities. Third generation is implementation of the Family Development Session which takes the form of providing education to the target group. In the current Fourth Generation, the PKH policy is directed not only at ensuring that social assistance is right on target, but also at alleviating poverty with the result that beneficiaries are gradually empowered (Ministry of Social Affairs, Directorate General of Social Protection and Security, 2020). In short, the implementation of PKH is the government's effort to eradicate poverty in the form of increasing program results, namely prosperous-independent graduation.

Prosperous-independent graduation is an indicator of the success of PKH implementation. Increasing the standard of living and socio-economic welfare of PKH KPMs is used as a basis for carrying out graduations for these beneficiaries. Deputy Chairman of Commission VIII DPR RI Ace Hasan Syadzily said that the indicator of PKH's success is that KPMs are self-reliant and voluntarily release themselves to no longer receive PKH assistance (Source: www.dpr.go.id, 2019). The target set nationally by the Ministry of Social Affairs is that 10% of the number of PKH recipients is graduated every year (DPRRI, 2022). In short, the success of PKH implementation can be seen from the achievement of achieving the national independent prosperous graduation rate target of 10% of the number of PKH recipients.

Jember Regency is the region with the highest number of poor people among other districts in the former Besuki district, East Java. Based on the East Java BPS report, in 2023 the highest number of poor people will be in Jember Regency with 236.46 thousand people compared to Banyuwangi Regency with 119.52 thousand people, Bondowoso Regency with 105.13 people and Situbondo Regency with 82.62 people. The large number of poor people and the increasing number of poor people in Jember Regency

are a challenge for the implementation of poverty alleviation programs in Jember Regency, especially the implementation of PKH. Research on the topic of welfare programs is interesting to carry out in areas that have the largest number of poor people.

In 2023, the implementation of PKH in Jember Regency has succeeded in graduating 113 beneficiaries (interview with Jember Regency PKH Coordinator, 15 March 2024). However, this number is still far from the target set by the Ministry of Social Affairs. If we look at the number of PKH beneficiaries in Jember Regency in 2022, there will be 90,562 beneficiaries, then the Independent Decent Graduation target that must be achieved is 9,057 beneficiaries in 2023. This fact shows that the implementation of PKH in Jember Regency is still very far from expectations in achieving the Independent Graduation target.

Based on these problems, research on the performance of PKH implementation in Jember Regency is interesting to carry out because it can provide an overview of the failure or success of implementing a policy program. Purwanto and Sulistyastuti (2015) argue in the policy implementation literature that program failure or success is conceptualized as implementation performance. Furthermore, program implementation performance is defined as the level of achievement of targets and objectives in the form of program output and program results (Purwanto & Sulistyastuti, 2015). Cole and Parston (2006) developed a logical framework for assessing policy implementation performance as in the following figure (Cole & Parston, 2006).

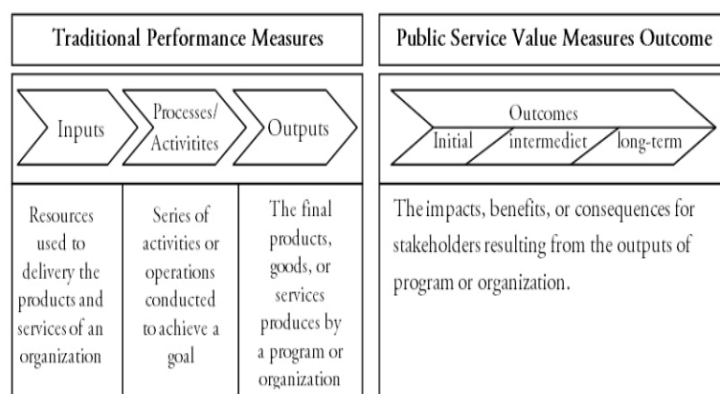


Figure 1. Logical framework for Implementation Performance Assessment

Source: Book of Cole and Parston (2006)

This figure explains that the assessment of program implementation performance not only assesses program output but also assesses the results (outcomes) of the program. Implementation measurement begins by identifying the inputs or resources used in delivering the product or service. Then examine the series of activities carried out to achieve the set goals. The activities that have been carried out form output in the form of products and services received by the target. The consequences of receiving a product or service to the target will give rise to effects, impacts, or benefits felt by the target which are said to be results. These results usually occur sequentially from short-term results, medium-term results, and long-term results.

Assessment of the quality of the output can be carried out to determine the level of implementation performance. Purwanto and Sulistyastuti (2015) adapted from Randall B. Ripley that to assess policy output, tools that can be used to assess distributive policies include (Purwanto & Sulistyastuti, 2015): 1) Access, used to find out that service programs are easy to reach, program targets and easy to achieve. contact the executor. ; 2) Coverage, used to assess how much coverage the program

has on the target group; 3) Frequency, used to measure how often program services are provided to the target group; 4) Bias, used to assess whether there are deviations from program targets; 5) Timeliness of service, used to assess the timeliness of program delivery; 6) Accountability, used to determine whether there is a reduction in rights received by the target; 7) Suitability of the program to needs, used to find out whether the program meets the needs of the target group.

Assessment of the Policy Outcome dimensions is carried out by following the public service value measuring outcome model by Cole and Parston (2006), including initial outcomes, intermediate outcomes and long-term outcomes (Cole & Parston, 2006). Purwanto and Sulistyastuti (2015) explained that the initial outcome is realized when the policy output product has reached the target group (Purwanto & Sulistyastuti, 2015). Then the intermediate outcome or medium-term impact takes the form of an increase that occurs after the initial outcome occurs. Long-term results are realized when these medium-term results are achieved.

Analysis of implementation program using a program implementation performance framework can provide justification for whether this program is worth continuing or not As Poister (2003) defines programs as interventions designed to overcome problems, meet needs, or provide a positive impact on unsatisfactory conditions in a way that is defined as serving the public interest (T.H, 2003). As a form of government intervention in solving poverty problems in the region, it is very necessary to assess the performance of PKH implementation in Jember Regency. It is hoped that this research can provide recommendations for improvements to program implementation within the framework of public interest services.

2. METHOD

This research method uses a descriptive qualitative approach. Descriptive studies, according to Neuman (2013), present a picture of people or social activities and focus on the questions of how and who (W.L., 2013). Apart from that, it is a study that investigates new problems or explains the reasons why something happens. Researchers chose research locations in three sub-districts in Jember Regency, namely the sub-district with the highest Prosperous Independent Graduation rate in Ajung District, medium in Rambipuji District, and the lowest in Kalisat District. The selection of informants was carried out using a purposive technique, namely selecting informants who could provide information according to the situation and conditions in the research setting. To be able to understand the process of implementing PKH and the use of PKH, researchers collected data in the form of explanations and experiences from the person in charge of the program, program implementers, and independent prosperous graduated beneficiaries. This research uses the interactive data analysis method by Miles, Huberman, and Saldana (2014), namely there are four activities including data condensation, data display, and conclusion drawing/verifying which are interconnected. By collecting data in a unified interactive process (B. et al., 2014). To test the data, use the source triangulation technique, namely by comparing what the informant said with other informants and the results of the documentation with the informant. Checking data with source triangulation can be useful for strengthening research results.

3. FINDINGS AND DISCUSSION

Policy Input

The Family Hope Program (PKH) is a type of national assistance program in the form of conditional cash assistance given to poor families who have been designated as PKH beneficiaries. The objectives of pkh according to Minister of Social Affairs Regulation No. 1 of 2018 concerning PKH include: 1) increasing the standard of living of beneficiaries; 2) reduce the burden of expenses and increase the income of poor and vulnerable families; 3) create behavior change and independence; 4)

reduce poverty and inequality; and 5) introduce the benefits of formal financial products and services to Beneficiary Families.

The expected results of implementing PKH are that in the short term it will be able to help poor families reduce the burden of expenses, in the medium term it will be able to create changes in participant behavior in accessing health, education and social welfare services, in the long term it is hoped that it will be able to break the chain of poverty. In achieving the expected program results, the resources used are financial and human resources. The source of funds used comes from the State Revenue and Expenditure Budget due to the program being established nationally. human resources used using PKH social workers.

Target program beneficiaries are taken from Integrated Social Welfare Data (DTKS). DTKS includes all families in an area as poor families. If there are poor families who are not included in this data, it is certain that these families will not be able to get social assistance from the government, in this case assistance from the Ministry of Social Affairs.

The cash assistance received by beneficiaries varies depending on the family members they have. The PKH assistance scheme can be seen in the following picture:



Figure 1. PKH Cash Assistance Scheme

Source : processed by author, 2024

PKH assistance is provided by transfer through each beneficiary's bank account once every two months a year. The amount of assistance provided is adjusted to the number of family members the beneficiary has. For example, if there is one elementary school child in one beneficiary family, the assistance received is IDR 150,000. If in 1 beneficiary family there are toddlers, elementary school children and junior high school children, the calculation is IDR 500,000,- + IDR 150,000,- + IDR 250,000 = IDR 900,000,-.

The Ministry of Social Affairs recruits PKH social workers who are specifically assigned to implement PKH in the regions. PKH Social Workers have the task of facilitating, mediating and advocating for PKH KPMs in accessing educational facilities, health facilities and social welfare. Then, The PKH Social worker ensures that the beneficiary receives assistance in the right amount and on target and ensures that the beneficiary carries out their obligations in accordance with the terms and conditions.

Based on the explanation above, it can be identified that the resources used in implementing the program are financial resources and human resources. The source of funds is provided by the Ministry of Social Affairs through banking which is transferred directly through the beneficiary's account. The human resources used are PKH Social Workers recruited by the Ministry of Social Affairs.

Implementation Process

The implementation process is a series of activities or operations carried out to achieve goals. In accordance with the Decree of the Director of Social Security Number 5/3.4/KP.02/1/2024 concerning the Appointment of Program Keluarga Harapan Companions, there is a PKH business process which includes verification of validation of prospective beneficiaries, verify commitment, monthly meetings Improvement Meetings Family Capabilities (P2K2), updating beneficiaries data, and graduation of beneficiaries. The PKH implementation process can be seen in the following figure:

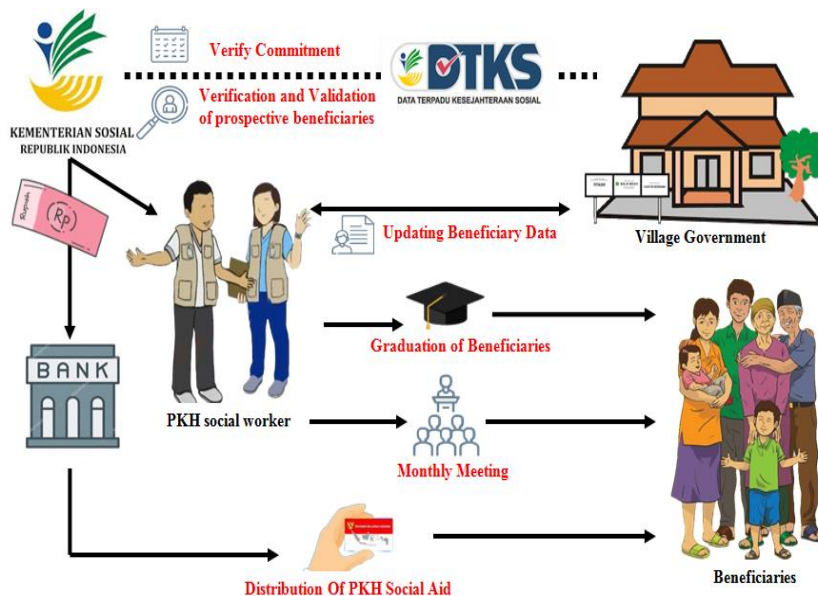


Figure 3. PKH implementation process in Jember Regency

Source: Processed by author, 2024

The results of research related to the implementation of PKH in Jember Regency show that there are weaknesses in several stages of PKH. Weaknesses are in the stages of Verification and Validation of Prospective beneficiaries, Verify Commitment, and Updating beneficiaries Data. The three implementation stages are related to the PKH target database, namely Integrated Social Welfare Data (DTKS). The absence of field verification carried out by implementers can result in the quality of target data being poor by finding PKH participants who are not eligible for social assistance. Then, the quality of verification of PKH participants' commitment to educational facilities is limited to being registered only for disbursement of aid, which previously had to be registered, present, and use educational facilities. Likewise, difficulties in the data updating process mean that there are still PKH recipients who have died, changed addresses, and are not eligible for social assistance who are still receiving social assistance funds.

The current stages of PKH implementation are distribution of social assistance, monthly P2K2 meetings, and graduation of beneficiaries. Regarding the implementation process, the distribution of aid has been realized to reach the program targets. Changing the distribution mechanism from cash to non-cash given to targets makes it easier for targets to collect aid. The convenience felt is that there is no longer queuing to get assistance, but it can be done at any time either at ATM machines or at bank agents available in

the area. Next, the P2K2 monthly meeting has been implemented well. The monthly P2K2 meeting aims to socialize PKH policies and the behavior change process through understanding materials and modules from the Ministry of Social Affairs. In its implementation, social assistants feel that they do not receive enough support from physical facilities in the form of teaching materials, which can affect the quality of material delivery to the target group. Then, the implementation of prosperous independent graduation in Jember Regency was not optimal. This is shown by the quite wide gap between the achievements and the prosperous independent graduation target for each social assistant in Jember Regency. This condition is caused by the absence of a monitoring, supervision and evaluation structure that is specifically responsible for the implementation of prosperous independent graduation.

Policy Output

Policy output is a product or service produced by the program. PKH is the government's effort to eradicate poverty in the form of providing social assistance and mentoring services to beneficiaries. Steps for providing social assistance and mentoring are given to targets with the aim of providing results as expected by the program. The quality of the policy output can be reviewed from several aspects including access, coverage, frequency, bias, timeliness of services, accountability, and suitability to needs. Table 1 below explains the results of the review of aspects of the PKH program output in Jember Regency

Table 1. results of analysis of program output (*policy output*) implementation of PKH in Jember Regency

Aspect	Effective	Ineffective
Access	√	
Scope		√
Frequency	√	
Bias		√
Accuracy of Service	√	
Accountability	√	
Conformity to needs	√	

The access aspect reviews the programs or services provided that are easily accessible to the target group. The aid funds will be disbursed through a communication process that has been established between beneficiaries. Social Assistants in each region form group leaders in their assisted areas with the aim of facilitating communication and coordination regarding social assistance issues. The division of groups is based on the Rukun Warga (RW) area level, with the calculation that each RW is divided into two groups of beneficiaries. In each PKH group a group has been formed whatsapp which aims to exchange information about the program. Beneficiaries feel the ease of making contact with social assistants in every group meeting held regularly every month. In other words, the access aspect went well so it was considered effective.

Program coverage can be viewed from the number of program targets who have received program services compared to the total target group. The total target group is the total number of families that have been registered in the Integrated Social Welfare Data, while the total targets reached by the program are the number of beneficiary. Researchers carried out documentation analysis of family data in the DTKS held by each social assistant in three sub-districts. The result is in Ajung District The number of families registered with DTKS is 12,736 families, while the number of beneficiaries is 2583 families. Comparison of program target coverage in Ajung District is 20% of the number of families registered with DTKS. Then, in Rambipuji District, the number of families registered in DTKS was 8,283 families, while the number of beneficiaries was 1,851. The comparison of program target coverage in Rambipuji District was 22% of the number of families registered in DTKS. Kalisat District has the largest number

of families registered with DTKS at 20,160, while the number of beneficiaries 5,284 families. The comparison of program target coverage in Kalisat District is 26%. In short, The comparison of PKH program target coverage ranges from 20% to 26%, so it can be said that program target coverage is still minimal and considered ineffective.

The aspect of frequency of reviewing program service routines is given to program targets. The more frequently aid is distributed, the higher the performance. Based on interviews with beneficiaries, disbursement is carried out routinely through the accounts of each beneficiary once every two months a year. Apart from that, meetings are also held regularly once a month as a medium of communication to discuss problematic aid disbursement issues. So, in terms of frequency, PKH implementation in Jember Regency is considered effective.

Conditions of bias in program implementation can occur if there are program targets that are not eligible to receive services. The implementation of PKH in Jember Regency found weaknesses in the implementation process, such as the absence of field verification and difficulties in the data updating process. Social assistants do not have sufficient access to change data in DTKS. Weaknesses in this activity have an impact on the validity of PKH participant data. Based on the results of the interview, there is an inaccuracy in targeting PKH recipients, namely that aid is still disbursed even though they have died, changed address, and whether they are able or not eligible for social assistance. In short, from a bias aspect, the implementation of PKH in Jember Regency is considered ineffective.

Service accuracy reviews the timeliness of aid disbursement. Payment of assistance to beneficiaries right when they need it to meet food and non-food needs. Routine distribution according to the payment schedule is considered accuracy in program services. Apart from that, the timeliness of PKH program services is reflected in meeting the food and non-food needs of beneficiaries who are poor residents in Jember Regency. In other words, a review of the accuracy aspect of PKH services in Jember Regency is considered effective.

The accountability aspect emphasizes the responsibility of the implementer's actions towards program implementation. This relates to whether the rights of the target group are reduced or not. Judging from the accountability aspect, PKH in Jember Regency has been successfully implemented well. This condition is demonstrated by the aid reconciliation activities carried out by social assistants at every monthly P2K2 meeting held. Social assistants and beneficiaries reconcile the nominal assistance received with existing social assistance data. In addition, each beneficiary takes a photo of the disbursement by showing proof of disbursement of funds. It can be concluded that the accountability aspect has been effectively implemented.

The conformity to needs aspect reviews the suitability of the program provided to target needs. Based on the results of the interview, it can be concluded that the indicators of conformity with target needs are appropriate. This is demonstrated by the use that can be used directly for household needs and also for children's educational needs for poor families. The nominal amount given is deemed sufficient if it is used according to its intended purpose, for example only to meet the needs of school children. In summary, from the aspect of suitability to needs, it is considered effective.

The research results show that there are five aspects that are considered effective. Effective aspects include access, frequency, service accuracy, accountability and suitability to needs. On the other hand, there are two aspects that are considered ineffective, namely the coverage aspect and the bias aspect. It seems that program coverage has not yet reached the majority of poor families in an area. Then, in terms of bias, there are still PKH recipients who are not eligible for social assistance, such as those who have died, changed addresses, and even those who are already well off have still had their aid

disbursed. Even so, judged from the dimensions policy output the implementation of PKH in Jember Regency has high performance based on five of the seven aspects reviewed which have been effective.

Policy Outcome

Performance assessment in dimensions Policy Outcome used includes short-term results, medium-term results, and long-term results. Implementation performance simply describes the level of achievement of policy objectives, namely the results obtained through a series of implementation processes are actually able to realize the stated policy objectives (Purwanto and Sulistyastuti, 2015). The expected results of implementing PKH are that in the short term it will be able to help poor families reduce the burden of expenses, in the medium term it will be able to create changes in participant behavior in accessing health, education and social welfare services, and in the long term it is hoped that it will be able to break the chain of poverty.

Results in the short term The implementation of PKH in Jember Regency was able to realize the expected results. Implementing effective distribution of aid until it is received in accordance with the amount can reduce the burden of expenses and increase income. PKH can directly help the family's economy both in terms of daily needs and children's educational needs. Then, medium-term results are achieved through the implementation of monthly P2K2 meetings. P2K2 monthly meetings held regularly provide a complete understanding of the requirements for aid disbursement, thus establishing target compliance for pay more attention to their children's education and health so that they are registered in schools and health facilities.

The long-term results that have been achieved by the implementation of PKH in Jember Regency are demonstrated by the existence of beneficiaries who prosperous independent graduation. This image explains the flow of the graduation approach carried out by PKH Social Workers:

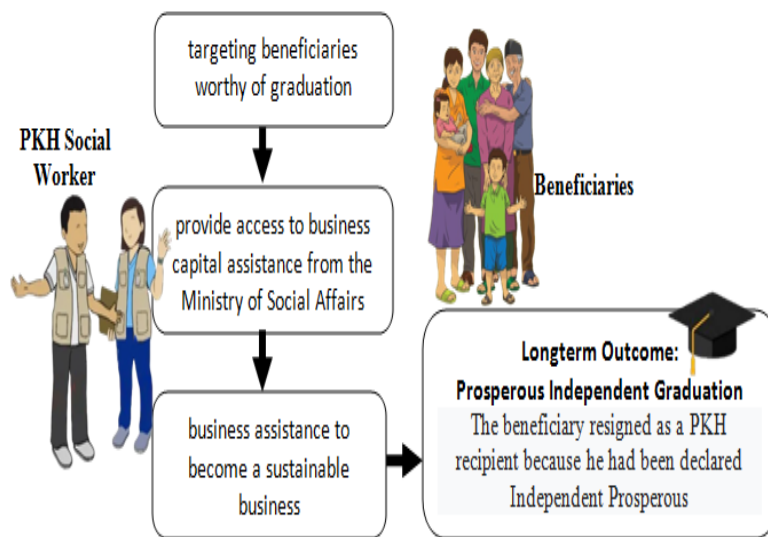


Figure 4. explains the flow of the graduation approach carried out by PKH Social Workers

Source: Processed by Author, 2024

The pattern of poverty alleviation in implementing PKH is through a graduation approach to beneficiaries. PKH Social Workers map out beneficiaries who are deemed worthy and have running businesses, then set them as graduation targets. PKH Social Workers take a personal approach to graduation targets to be willing to participate in the business capital program by the Ministry of Social Affairs with the condition that PKH recipients resign. Graduation targets that are willing to follow these

requirements are then accompanied to obtain business capital assistance. After receiving capital assistance, the assistance continues with business assistance until the business can develop and be sustainable. This growing and sustainable business can then provide economic prosperity for the beneficiary families and achieve independence and prosperity. It is on this basis that the long-term results of PKH implementation are achieved in the form of PKH beneficiaries being able to resign from being PKH recipients.

4. CONCLUSION

The PKH implementation process in Jember Regency is not going well because there are weaknesses in the dimensions *processes*. Weaknesses are in the stages of Verification and Validation of Prospective beneficiaries, Verification of Participant Commitment, and the absence of field verification carried out by implementers can result in the quality of target data becoming less good with the discovery of beneficiaries who are not eligible for social assistance. Then, the quality of verification of beneficiaries commitment to educational facilities is limited to being registered only for disbursement of aid, which previously had to be registered, present, and use educational facilities. Likewise, difficulties in the data updating process mean that there are still beneficiaries who have died, changed addresses, and are not eligible for social assistance who are still receiving social assistance funds.

The performance of PKH implementation in Jember Regency is high performance, based on five of the seven dimensional aspects *policy output* considered effective. Effective aspects include access, frequency, service accuracy, accountability and suitability to needs. On the other hand, there are two aspects that are considered ineffective, namely the coverage aspect and the bias aspect. It seems that program coverage has not yet reached the majority of poor families in an area. Then, in terms of bias, there are still PKH recipients who are not eligible for social assistance, such as those who have died, changed addresses, and even those who are already well off have still had their aid disbursed.

Judging from the dimensions *policy outcome*, the expected results have been achieved well. Short-term results are achieved by being shown to exist increase in the recipient's household income and can ease the burden of production. The medium-term results achieved are shown by the change in the target behavior of the program to be aware of education and be aware of health. Long-term results have been achieved by showing that there are PKH recipients who have successfully withdrawn from PKH assistance through Prosperous independent graduation.

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**Jurnal Ilmu Pemerintahan: Kajian Ilmu Pemerintahan dan Politik Daerah,
Vol. 9 (1), 2024 - 58**

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Perbendaharaan, Keuangan Negara Dan Kebijakan Publik, 6(4), 361–373.

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