BUREAUCRATIC GOVERNANCE EFFECTIVENESS IN IMPLEMENTATION FAMILY HOPE PROGRAM (PKH) IN PALOPO CITY

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ABSTRACT

Effectiveness of bureaucratic governance is defined as extent to which the bureaucratic organization realizes the program goals that have been planned and determined. Family Hope Program is a conditional cash transfer program for underprivileged communities that prioritizes three main components, namely health, education and social welfare. This study is aimed at assessing the effectiveness of bureaucratic governance in the implementation of the family of hope program in Palopo City. The research method used descriptive qualitative with data collection techniques, conducting interviews, documentation, and direct observation at location. Data management techniques used data reduction, data display, and drawing conclusions. Palopo City is the location of this research. From the results of the study, it is known that the implementation of the family of hope program in Palopo City has not been entirely effective based on effectiveness measures used, including production, efficiency, satisfaction, adaptation, and development. So that bureaucratic governance activities as the responsible organization have not been effective in implementing the family of hope program in Palopo City.

Keywords: effectiveness, bureaucratic governance, PKH

INTRODUCTION

The development of the concept of understanding the governance approach in the government bureaucracy is a demand for practitioners involved in the public interest to constantly update their information in carrying out activities in the public sphere. The magnitude of the demands and the complexity that occurs in the public sphere often requires administrators to further refine existing concepts, especially in the study of public administration. In the
contemporary perspective, public administration is often directed at the concepts of governance as an approach in assessing the activities of the government bureaucracy. The governance approach seeks to integrate political and bureaucratic forces at various levels to show how programs are designed, adopted, implemented, and evaluated in terms of effectiveness (Meier and O'Toole, 2006).

Effectiveness is at the forefront and a value that is always pursued by administrators, because effectiveness is used to assess the relevance of every public administration activity (Dwiyanto, 2016). The high attention to the value of effectiveness in public administration further emphasizes the orientation of the activities of government organizations so that they are able to produce activities that are right on target in accordance with the objectives of the formulation and implementation of programs that are oriented towards meeting public needs. Because on the one hand, as policy makers they need to understand the problems and needs of the public, because the main purpose of public policy is to solve problems and meet public needs (Jones, 2004). Overall effectiveness may be difficult to measure within organizations because organizations are large, diverse, and fragmented. Administrators perform many activities simultaneously, pursue many goals and produce many results, some intentional and some unintentional (Daft, Murphy, Willmott, 2020).

This fact encourages bureaucrats to pay more attention to the methods and strategies that are suitable to be used in achieving the effectiveness of each program and action plan that has been determined. The effectiveness of program implementation is often used as a benchmark for bureaucrats in assessing the success of the governance of government organizations to resolve and meet public needs. Changes in the environment of government organizations require changes in organizational management to be more effective and efficient. The government is required to change the perspective to determine and provide public services which in addition to achieving the above values also need to focus on the interests of the citizens (Alwi, 2018). The government bureaucracy is an extension of the state's arm to respond to the problems faced by the community as well as being a facilitator and accelerator in accommodating various increasingly complex public needs such as environmental issues, education, food, health and the most basic, namely poverty.
As a social reality that is present in society, poverty is a fairly complex problem which is the main task of the government to find a solution so that it can be resolved effectively. Poverty is also often considered as wicked problems which are problems that arise in government organizations, both the determination of the problem and the solution are still debated by stakeholders (Alwi, 2018). So that serious, comprehensive and holistic handling is needed in solving poverty problems that occur in the community, including one of them through the Family Hope Program (PKH). One area that has implemented PKH is Palopo City.

The implementation of PKH in Palopo City began in 2013 covering 4 sub-districts with a total of 1005 recipients. In particular, the Wara Utara sub-district, Palopo City, only received PKH program assistance in 2014 with the number of KPM receiving program assistance at the beginning of the period amounting to 123 KPM. Since then, every year the poor people of North Wara District through updating the integrated database by the Palopo city government, in this case coordinated by the Palopo City Social Service, have continued to receive assistance. In 2016, for example, the number of KPM who received assistance increased to 223 KM (Social Service of Palopo City, 2018). However, the following year there was a reduction in the number of beneficiaries. This is due in part to the fact that there are KPMs that are no longer eligible to hold the status of beneficiary.

However, in its implementation, PKH in Palopo City still has some shortcomings. Other constraints that also need special attention are the extent to which the effectiveness of program implementation from the production side is related to the ability of government organizations involved in providing services to KPM, program efficiency, namely the extent to which government organizations act realistically between the amount of assistance provided and the benefits received. by KPM, as well as how the level of community satisfaction is related to how far the program can meet the needs of the beneficiary communities. Furthermore, the thing that deserves attention is how the adaptability of the government implementing the program is in adapting to changes that occur inside and outside the existing environment, and the last is how government organizations involved in implementing the program are able to carry out organizational development for sustainability. implementation of programs such as providing training to officers in charge of running the PKH program.
Organizational Effectiveness

The concept of effectiveness is often used as a measure of organizational success in general, although in reality there are debates of views among groups of practitioners and academics in its use (Sutrisno, 2010). In various literatures, organizational development experts always place effectiveness as a fundamental value to assess the success of organizations in carrying out their programs. In organizational effectiveness research, it is necessary to jointly assess that in terms of interrelated objectives there are three concepts: (1) systems perspective; (2) optimization of objectives; (3) the emphasis on the aspect of human behavior in organizational structures (Steers, 1985).

Effectiveness is often also referred to as the achievement of the output target which is measured by comparing the budgeted output or should be with the realized output or actually, is said to be effective if the output should be greater than the actual output (Schemerhorn, 2013). Organizational effectiveness is also defined as the influence of individuals, structures, or groups on the level of organizational achievement (Robbins, 2008). Furthermore, Daft (2010) explains that organizational effectiveness can be categorized as an organizational success achievement which is part of an effort to achieve its goals and objectives. The goal approach is one of the most frequently used in measuring organizational effectiveness. Broadly speaking, there are two approaches to assessing organizational effectiveness, namely the goal approach and the systems theory approach (Gibson et al, 2000). The level of achievement of predetermined goals and objectives is interpreted as an approach to goals in organizational effectiveness. Also, the systems theory approach to the effectiveness of organizational management emphasizes the importance of organizational adaptation to the demands of the system as a criterion of effectiveness.

A number of approaches to measuring effectiveness consider which measures a manager chooses to track. Today the contingency effectiveness approach is often used to see how far the level of effectiveness of an organization's management is (Daft, 2020). The contingency approach to measuring effectiveness focuses on various parts of the organization, namely through a goal approach, a resource-based approach, and an internal process approach. (1) The objective approach to organizational effectiveness deals with the output side and whether the organization is achieving its objectives in terms of the desired output level or in other words the
objective approach measures progress towards achieving the output objectives. (2) The resource-based approach assesses effectiveness by observing the start of the process and evaluating whether the organization is effectively obtaining the resources required for high performance. The resource-based approach is geared towards the input side of the transformation process which assumes that organizations acquire and manage valuable resources in order to be effective. (3) The internal process approach looks at internal activities and assesses effectiveness with internal health and efficiency indicators. In the internal process approach, effectiveness is measured as the health and efficiency of the internal organization. An effective organization in this case is an organization with smooth and seamless internal processes (Daft, 2020).

Organizational success as a form of achievement of organizational activities cannot be separated from the focus of effectiveness itself. Effectiveness is also often associated with the objectives of organizational activities, so that it sometimes neglects other important aspects, such as human resource tools. For long-term and short-term goals, in order to demonstrate the effectiveness of an organization's governance, the main criteria such as production; efficiency; satisfaction; adaptation; and development also need to be considered in order to achieve organizational effectiveness (Steers, 1985).

**Bureaucratic Governance**

The development of a modern rational bureaucracy, which relies on formal procedures, a money economy, free markets, and administrative expansion, is characterized by written rules in the hierarchy of positions of special officials; impersonal positions which must be clearly distinguished from those in office and their personal lives and property; and recruitment based on qualifications, and not on the personal will of the leadership. The discussion of bureaucracy is embedded in a context dominated by rational rules and the technical imperative of formal rationality which requires calculating efficient methods and perfecting the means to achieve goals. Thus, technical imperatives of rationality such as speed of communication create great pressure to “speed up the tempo of administrative reactions to various situations. Optimal reaction times are usually only achieved by highly bureaucratic organizations” (Weber, 1978 in Meier and O'toole, 2006). This orientation to impersonal rules changes the real world in significant ways. The question is not whether Weber's ideal type is accurate; rather, is there another mode of government that can complement Weber's diagnosis of modern organizational forms. Michel Foucault's (1979) notion of structured forms of power has attracted enough
attention in recent years (e.g., Zuboff, 1988 in Meier and O'toole, 2006) to obtain a detailed analysis as an additional dimension of organizational governance.

The governance approach seeks to integrate political and bureaucratic forces at various levels to show how programs are designed, adopted, implemented, and evaluated both in terms of effectiveness and democracy (Meier and O'toole, 2006). Such a point of view clearly recognizes that only with effective implementing institutions can society generate equitable resources that enable a democracy with low transaction costs to exist and prosper. Government agencies, in turn, operate at various levels of government and take various forms. This perspective establishes contemporary debates about bureaucracy and democracy in the context of governance arrangements. Governance is a broad topic; governance models range from relatively loosely structured governance logics (Lynn, Heinrich, and Hill 2001) to very specific models that define a set of testable hypotheses. Governance systems include three basic functions: preference aggregation, decisions about policy options, and policy implementation. Each deserves to be discussed in turn (Meier and O'toole, 2006). Aggregation of preferences, whether from the general public or a highly motivated elite, is achieved through a process of representation. Active representation, where the role of the representative is explicitly defined in passing laws or other preliminary statements in the service of the public interest. On the other hand passive representation, the incorporation of common values or experiences by those who fill the administrative apparatus. As a policy option in the bureaucratic pattern in the perspective of governance, the locus of decision making can vary. Policy can be set in a way that is considered traditional, through legislative action, but the governance perspective also suggests that policy can be made when the government delays action on non-state actors. From this perspective, policy decisions can be made by private sector organizations whenever the government decides not to. Policy decisions can also be delegated to elected executives, bureaucratic organizations, or networks of various actors (Meier and O'toole, 2006).

The third function of the pattern of bureaucratization in the view of governance is implementation, or producing tangible results. This function has become increasingly visible as the institutional arrangements involved in administering government have evolved from a solitary government bureaucracy, to a more varied network of organizations, or parts of organizations, including government agencies at the central level. Clusters of network units can be populated with different types and levels of coordination, or they can self-organize to do so.
even if not explicitly required. Because the achievement of public policy objectives occurs within the context of culture, law, and tradition, some policies may even be relatively self-implementing. Many others will rely on some co-production with citizens, whether the institutional implementing apparatus is a bureaucratic body or a more complex network. The governance perspective treats these three functions not as a linear progression from the aggregation of preferences for decision making to implementation, but as a set of interrelated and temporally connected functions. One of the important advantages of a governance perspective to be applied in a bureaucratic pattern is that it encourages consideration of how various key processes are actually carried out, rather than just examining formal arrangements and formally defined tasks (Meier and O’toole, 2006).

**Family Hope Program (PKH) and Poverty Reduction Efforts**

The Family Hope Program is a social assistance and protection program that is included in cluster I of poverty reduction strategies in Indonesia related to education, health and basic fulfillment for the elderly and people with severe disabilities (PKH Ministry of Social Affairs, 2019). Through PKH, RTSM is directed to have access to basic social services such as health services, services in the field of education, and including access to various social protection programs which are also integrated programs on an ongoing basis. PKH is oriented to be the center and starting point in poverty alleviation involving various national social prevention and empowerment programs. Based on data from the Central Statistics Agency, PKH was quite successful in reducing poverty and increasing the standard of living of the prosperous community which in March 2016 was still 10.86% of the total population or it can be said to be 28.01 million people (BPS, 2016).

![PKH Coverage in 2007 to 2018](source: Kemensos, 2019)
In accordance with the provisions contained in the 2015 to 2019 RPJMN, the government has so far carried out poverty reduction in the range of 7 to 8% of RTSM. The support of program companions with adequate education and a suitable scientific background for changing attitudes and behavior makes PKH a fairly priority program in poverty alleviation. The Family Hope Program has a significant impact on household consumption patterns to be more focused and better, and is also able to increase the total household consumption of the beneficiary group by 4.8% in Indonesia (Kemensos, 2020).

Based on the description of the concepts and data above, the purpose of this research is to find out how effective bureaucratic management is in implementing the family of hope program in Palopo City which is illustrated by the following aspects: the ability of the government bureaucracy to produce or produce the number and quality of results that have been determined, the ability of the government bureaucracy to utilize organizational resources efficiently, the ability of the government bureaucracy to respond or adapt to internal and external changes, the ability of the government bureaucracy to meet the needs of employees, and the ability of the government bureaucracy to enlarge or increase its capacity and potential to develop to face public demands.

RESEARCH METHOD

This type of research is a descriptive research with a qualitative approach. This research was conducted in Palopo City. The time of this research was carried out from June 2019 to October 2019. The research subjects included: Government officials at the Palopo City Social Service; Palopo City PKH Coordinator and Facilitator; Palopo City PKH Supervisor; as well as KPM-PKH who are in the scope of Palopo City. The researcher is an instrument in this study that serves as the main data collection tool. Data testing focused on secondary data and primary data. Primary data is data obtained through direct observation and interviews with research subjects. Secondary data obtained documentation and other documents related to the effectiveness of bureaucratic governance in the implementation of PKH in Palopo City. Data collection techniques include: Observation, the form of observation that the researchers did in this study included observing the implementation of PKH at the Social Service of Palopo City, PKH assistants in Palopo City, PKH beneficiaries; The interviews in this study used open-ended questions, but there were limits and flow of conversation and there were interview guidelines that were used as controls to lead questions that were getting wider; documentation, in this study,
researchers used documentation media in the form of data on the number of beneficiaries of the Family Hope Program (PKH) in Palopo City. This documentation was obtained from the Palopo City PKH Facilitator, Palopo City Social Service and Palopo City KPM-PKH. Triangulation techniques and data analysis techniques use data analysis techniques from Miles and Huberman to check the validity of the data in this study (Sugiyono, 2017).

RESULT AND DISCUSSION

In the implementation of the PKH program in Palopo City, there are components of working groups that are incorporated in a structure that coordinates and interacts with each other to carry out all program activities from the City level to the sub-district level and technical implementers. In Palopo City, the head of the PKH program implementer is chaired by the Head of the Social Protection and Security Division of the Palopo City Social Service. Secretary for program implementation by the Head of Section for Social Protection and Security. Furthermore, in the technical team there is a City PKH Coordinator whose members start from the program assistant coordinator at the sub-district level and PKH facilitators in each sub-district. The other technical team is filled by the Palopo City PKH operator who is tasked with synchronizing data related to the implementation of PKH in Palopo City.

From the results of the study, it was found data that PKH in Palopo City had been implemented since 2013 until the time this research was conducted, namely 2019. This is presented in the following data:

Table 1.
Data on Number of PKH Beneficiaries
In Palopo City From 2013 to August 2019

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>BARA</td>
<td>209</td>
<td>207</td>
<td>207</td>
<td>409</td>
<td>397</td>
<td>496</td>
<td>475</td>
</tr>
<tr>
<td>2</td>
<td>TELLUWANUA</td>
<td>306</td>
<td>299</td>
<td>291</td>
<td>680</td>
<td>666</td>
<td>809</td>
<td>904</td>
</tr>
<tr>
<td>3</td>
<td>WARA</td>
<td>146</td>
<td>141</td>
<td>138</td>
<td>266</td>
<td>247</td>
<td>321</td>
<td>310</td>
</tr>
<tr>
<td>4</td>
<td>WARA TIMUR</td>
<td>216</td>
<td>204</td>
<td>196</td>
<td>580</td>
<td>557</td>
<td>583</td>
<td>556</td>
</tr>
<tr>
<td>5</td>
<td>WARA SELATAN</td>
<td>0</td>
<td>91</td>
<td>92</td>
<td>222</td>
<td>213</td>
<td>225</td>
<td>219</td>
</tr>
<tr>
<td>6</td>
<td>WARA UTARA</td>
<td>0</td>
<td>123</td>
<td>124</td>
<td>245</td>
<td>230</td>
<td>274</td>
<td>266</td>
</tr>
<tr>
<td>7</td>
<td>MUNGKAJANG</td>
<td>0</td>
<td>0</td>
<td>126</td>
<td>223</td>
<td>217</td>
<td>224</td>
<td>222</td>
</tr>
<tr>
<td>8</td>
<td>SENDANA</td>
<td>0</td>
<td>0</td>
<td>163</td>
<td>321</td>
<td>309</td>
<td>359</td>
<td>351</td>
</tr>
<tr>
<td>9</td>
<td>WARA BARAT</td>
<td>0</td>
<td>0</td>
<td>176</td>
<td>298</td>
<td>286</td>
<td>331</td>
<td>316</td>
</tr>
</tbody>
</table>

| AMOUNT | 877 | 1065 | 1513 | 3244 | 3122 | 3622 | 3519 |

Source: Tim Pendamping PKH Kota Palopo, 2019
There has been an increase in the number of PKH beneficiaries in each year of program implementation. This shows the role of the teams involved in implementing the program quite well and providing performance that has an impact on organizational activities. The measure of the effectiveness of the organizational governance of the program provider does not only focus on the inputs generated from the activities of the manager but also looks at several other effectiveness measures aimed at achieving the outputs and outcomes of program implementation.

Assessment of the effectiveness of government bureaucratic governance in every program implementation is a must to see how far the policies and programs that have been implemented have provided maximum results and what kind of impact is felt by the object of the policy or the community. Measurement of effectiveness has a variety of dimensions and variables that are used as indicators to see the effectiveness of government programs. In his understanding of effectiveness, Steers (1985) suggests that production; efficiency, satisfaction, adaptation, and development can be measures of organizational effectiveness:

1. Production

Production is defined as the organization's ability to produce goods and services in accordance with the demands of its environment. The measure of production in this case is the amount of assistance provided by PKH. PKH social assistance in Palopo City in 2019 was divided into two types, namely Permanent Assistance and Component Assistance provided with the following conditions:

a. Permanent Assistance for Every Family

The types of assistance and the amount of assistance provided can be seen in table 2 below:

<table>
<thead>
<tr>
<th>No</th>
<th>Assistance Type</th>
<th>Amount (Rp)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Reguler Family / year</td>
<td>550.000</td>
</tr>
<tr>
<td>2</td>
<td>PKH Access/ year</td>
<td>1.000.000</td>
</tr>
</tbody>
</table>

Family assistance is given directly to each family head from each KPM.
b. Component Assistance for Every Person in the PKH Family

The types of components and the amount of aid received as a whole in Palopo City can be seen in table 3 below:

Table 3.

<table>
<thead>
<tr>
<th>No</th>
<th>Assistance Type</th>
<th>Amount (Rp)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Pregnant Mother</td>
<td>2.400.000</td>
</tr>
<tr>
<td>2</td>
<td>Early Childhood</td>
<td>2.400.000</td>
</tr>
<tr>
<td>3</td>
<td>SD</td>
<td>900.000</td>
</tr>
<tr>
<td>4</td>
<td>SMP</td>
<td>1.500.000</td>
</tr>
<tr>
<td>5</td>
<td>SMA</td>
<td>2.000.000</td>
</tr>
<tr>
<td>6</td>
<td>Disability</td>
<td>2.400.000</td>
</tr>
<tr>
<td>7</td>
<td>Elderly</td>
<td>2.400.000</td>
</tr>
</tbody>
</table>

Component assistance is given for a maximum of 4 people in one family (Dinas Sosial Kota Palopo, 2019).

The amount of production produced in the program affects the level of effectiveness of government bureaucratic governance which is oriented towards good and targeted program implementation. Production is focused on the amount of program assistance given to PKH objects as an indicator of measuring the activities of the PKH team and facilitators. From the data presented, it can be seen that the amount of program assistance is in accordance with the technical instructions for program implementation made by the Ministry of Social Affairs and is considered capable of improving the welfare of the program object groups so that they are able to experience an increase in living standards. With the amount of production given, it is expected to be able to provide good feedback for the sustainability of the organizing organization in implementing PKH in Palopo City.

2. Efficiency

Efficiency is defined as the ratio (ratio) between output and input. By aligning resource strengths, resource weaknesses, environmental pressures, and environmental opportunities the organization is considered to have acted realistically that the inputs would. So that in this study efficiency is associated with how far the operational costs for program implementation are given
to the team and program assistants in carrying out activities with the performance results obtained by the work teams. As a form of input provided by PKH to the teams and facilitators, it consists of routine costs from the ministry of social affairs such as: monthly salary, operational costs, and other operational equipment such as field service clothes (PDL) and daily official clothes (PDH). Furthermore, there are also sharing funds from the Palopo City Government sourced from the APBD which are adjusted to the ability of the regional APBD. In addition to routine costs and sharing funds from the central government and city governments, the team and program companions also often receive THR as a form of appreciation for their performance.

Table 4.
Data on Number of KPM-PKH Graduation
in Palopo City from 2013 to August 2019

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>BARA</td>
<td>0</td>
<td>4</td>
<td>0</td>
<td>1</td>
<td>15</td>
<td>11</td>
<td>22</td>
<td>53</td>
</tr>
<tr>
<td>2</td>
<td>TELUWANUA</td>
<td>0</td>
<td>8</td>
<td>6</td>
<td>1</td>
<td>15</td>
<td>21</td>
<td>17</td>
<td>68</td>
</tr>
<tr>
<td>3</td>
<td>WARA</td>
<td>0</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>14</td>
<td>17</td>
<td>11</td>
<td>49</td>
</tr>
<tr>
<td>4</td>
<td>WARA TIMUR</td>
<td>0</td>
<td>7</td>
<td>6</td>
<td>8</td>
<td>22</td>
<td>33</td>
<td>23</td>
<td>99</td>
</tr>
<tr>
<td>5</td>
<td>WARA SELATAN</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>14</td>
<td>9</td>
<td>3</td>
<td>28</td>
</tr>
<tr>
<td>6</td>
<td>WARA UTARA</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>19</td>
<td>9</td>
<td>3</td>
<td>36</td>
</tr>
<tr>
<td>7</td>
<td>MUNGAJANG</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>10</td>
<td>2</td>
<td></td>
<td>21</td>
</tr>
<tr>
<td>8</td>
<td>SENDANA</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>5</td>
<td>11</td>
<td>18</td>
<td>10</td>
<td>44</td>
</tr>
<tr>
<td>9</td>
<td>WARA BARAT</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>4</td>
<td>10</td>
<td>17</td>
<td>14</td>
<td>45</td>
</tr>
<tr>
<td></td>
<td>TOTAL NUMBER</td>
<td>0</td>
<td>23</td>
<td>15</td>
<td>25</td>
<td>117</td>
<td>152</td>
<td>111</td>
<td>443</td>
</tr>
</tbody>
</table>

Source: Tim Pendamping PKH Kota Palopo, 2019

From the output side, it can be seen in the table presentation above that the achievement of the performance of the teams and facilitators is often used as a measure to see how effective the activities of the device in the organization are to realize the PKH program in Palopo City. Performance measures can be seen from how many KPM-PKH have increased their social status while receiving program assistance, which in this case is categorized as how many KPMs have independent graduation status or are considered prosperous.

3. Satisfaction

Most of the organizational leaders are attitude-oriented to be able to show how far they can meet the needs of the object of activity or organizational activities so that they can feel satisfaction in these activities. This is done in order to be able to bring optimal results. Optimal
in question is the achievement of goals that are aligned with the conditions of the organization for the continuity of its activities. In this study, satisfaction is categorized as how far the government bureaucratic organization in Palopo City can meet the needs of program assistants in the implementation of PKH so as to create satisfaction based on aligning the achievement of goals with existing organizational conditions.

In practice, the achievement of organizational goals is seen in how many underprivileged families can join this PKH, where there are still quite a lot of underprivileged families who are not accommodated in PKH in Palopo City. In addition, the achievement of goals is also directed at how the role of facilitators in providing guidance to KPM-PKH in the utilization of program assistance received. On the other hand, the organizational conditions, in this case the PKH team and facilitators, still need to carry out intense coordination in discussing directions, as well as obstacles in program implementation. It was found that the program assistants often walked alone in giving directions to KPM-PKH on how to take advantage of the assistance provided. Supervision is also still carried out individually by the existing team groups, so there is very little in terms of data on outcomes received by the implementing team. This suboptimal achievement condition has the potential to hamper the level of satisfaction in the effectiveness of bureaucratic governance that is incorporated in the organization of the program organizing team. This makes the level of satisfaction still far from ideal in accordance with the concept of organizational effectiveness in terms of bureaucratic governance.

4. Adaptation

The ability of the organization to translate existing internal and external changes, which will then be responded to by the organization concerned is a form of organizational adaptability. When compared with other criteria such as production, finance, efficiency, and so on, this adaptability is more abstract. Management can make policies that can stimulate preparedness for change, at least it needs to be realized that there must be dissatisfaction with current conditions.

The forms of activities that PKH provides to PKH facilitators in Palopo City to be able to adapt to social and environmental changes include various activities such as: providing training on field mastery strategies so that they are able to adapt and respond quickly to all forms of objective conditions found in the field. This activity is intended so that PKH facilitators are able to adapt to the environmental and social conditions in which their KPM assisted location is located. In addition, PKH facilitators are also given effective communication training, which
aims to enable facilitators to provide clear and easy-to-understand information for candidates and beneficiaries of the PKH program. The provision of these two types of adaptive capacity building is an effort by the program organizers to provide teams and assistants to be able to adapt to objective conditions in the field. Apart from that, in order to be able to better respond to the demands and existing environmental conditions, a more actual adaptation skills training model is still needed according to the conditions in the field.

5. Development

A phase that shows the long-term survival of the organization is an important element in development. In order to develop properly and at the same time be able to pass the survival phase, the organization must be able to expand its capabilities. Such development efforts are like training programs for members of the organization. Organizational capacity development is intended to develop the organization both for the present and for the future. The form of development intended in this case is how the organization provides training and capacity building for the apparatus in carrying out the family of hope program.

The types of training and training provided for PKH facilitators include: P2K2/FDS PKH education and training is a family capacity building meeting abbreviated P2K2 or known by another name family development session abbreviated as FDS is a technical training aimed at PKH facilitators in order to improve the ability of PKH facilitators in facilitating and changing the behavior of beneficiary families. This activity is carried out every month consisting of facilitators at the sub-district level and all KPM-PKH groups in their respective assisted areas. Another form of training provided to facilitators is the Family Hope Program Social Assistance Training which aims to provide an understanding of PKH which is based on high integrity and is able to provide good mentoring. This training activity is carried out at least twice a year in order to produce a quality and committed team and program companion. As a form of activity oriented towards organizational development, this is very much needed as a model for the embodiment of bureaucratic governance involved in the implementation of PKH in Palopo City. Although in the ideal concept, it is still necessary to carry out an organizational development model in other capacity building such as performance management training, financial processing training and so on. The adaptability of organizational members still needs to be improved in order to be able to adapt and respond to the demands of the existing objective reality conditions.
CONCLUSION

The effectiveness of bureaucratic governance in the implementation of PKH in Palopo City is seen through the measurement of organizational effectiveness which consists of the dimensions of production, efficiency, satisfaction, adaptation, and satisfaction of organizational members involved in program implementation. From the research results that are relevant to the concept of organizational effectiveness used, several conclusions can be drawn, namely: The production produced in this program can still be said to be lacking and needs to be increased again to meet the needs of not only members of the organization but also for the program object or KPM-PKH. alone. In terms of efficiency, the inputs or inputs from the organization are not fully aligned with the resulting outputs, which is illustrated by the large number of program target groups that have not experienced an increase in their status to become prosperous families. Satisfaction in program implementation has not been able to bring about optimal results so that the achievement of goals has not been able to adjust to the existing organizational conditions. And it is still necessary to conduct training and training for members of the organization and the actors involved as a form of organizational development in order to realize effective activities and governance in the implementation of this program. So it can be concluded that bureaucratic governance in the implementation of PKH in Palopo City has not been fully effective.

REFERENCES


