Context Evaluation Of Social Welfare Policy Implementation: A Case Study Of Social Empowerment Programs In North Kalimantan Province

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Abstract: *This study examines the context evaluation of social empowerment policy implementation in North Kalimantan Province, Indonesia, utilizing Stufflebeam's CIPP evaluation framework to assess the alignment between policy design and contextual realities. Through qualitative case study methodology involving 22 key stakeholders across governmental, community, and beneficiary levels, the research investigates four critical dimensions of context evaluation: needs assessment, program objectives, environmental conditions, and target population characteristics. The findings reveal significant misalignments between policy formulation and implementation contexts, with evidence of inadequate needs assessment processes that fail to capture actual community requirements and preferences. Program objectives demonstrate unrealistic resource allocation patterns, with only one of six planned social empowerment programs achieving full implementation due to budget constraints and institutional capacity limitations. Environmental analysis identifies constraining political dynamics and cultural preferences for direct assistance over capacity-building interventions, while potentially supportive religious and traditional leadership structures remain systematically underutilized. Target population assessment reveals persistent challenges in reaching vulnerable groups, particularly undocumented populations, and demonstrates fundamental mismatches between program design assumptions and beneficiary engagement patterns. The study concludes that effective social empowerment policy implementation requires comprehensive contextual adaptation incorporating community-based needs assessment, realistic objective setting aligned with institutional capacity, systematic engagement with cultural and religious leadership structures, and differentiated service delivery approaches that account for diverse population characteristics. These findings contribute to the growing literature on social welfare policy evaluation in developing countries and provide practical insights for improving policy implementation effectiveness in newly established administrative regions facing complex socioeconomic challenges.*

Keywords: *Social Empowerment Policy, Context Evaluation, CIPP Model, Policy Implementation, North Kalimantan*

1. INTRODUCTION

Social welfare policy implementation faces significant challenges across developing nations, where the effectiveness of poverty alleviation programs remains questionable despite substantial government investments and policy interventions. The complexity of social welfare systems requires comprehensive evaluation frameworks to assess policy performance and identify implementation gaps that hinder successful outcomes (Rustamova et al 2005; Whiting et al 2005; McCabe et al 2005). Contemporary policy evaluation literature emphasizes the importance of systematic assessment approaches that can capture the multidimensional nature of social welfare interventions and their contextual determinants (Coles et al 2020; Bolden et al 2020; Mekonnen 2025)

The Indonesian experience with social welfare policy implementation demonstrates persistent challenges in achieving meaningful poverty reduction outcomes. National poverty data reveals limited progress in poverty alleviation efforts, with the Central Statistics Agency (BPS) reporting that poverty rates decreased by only 0.33 percentage points from March 2023 to March 2024, reaching 9.03 percent of the population. This marginal improvement indicates systemic issues in policy design, implementation processes, and contextual alignment between program objectives and local conditions. Various factors contribute to policy failures, including inadequate program targeting, insufficient coordination between agencies, and misalignment between policy frameworks and community needs (Trein &

Vagionaki 2024).

Regional variations in poverty patterns across Indonesian provinces highlight the importance of contextual factors in determining policy effectiveness (Miranti 2021; Tirtosuharto 2022). Indonesia's diverse socioeconomic landscape requires region-specific approaches to social welfare policy implementation, particularly in newly established provinces where institutional capacity and local governance structures may differ significantly from more established regions (Suaedi et al 2023; Haqi 2023; Napitupulu et al 2024). The heterogeneous nature of Indonesian society demands careful consideration of local contexts when designing and implementing social welfare interventions to ensure appropriate policy responses to community-specific challenges (Amin & Ritonga 2024; Jaya et al 2025).

North Kalimantan Province presents a unique case study for examining contextual factors in social welfare policy implementation due to its recent establishment in 2012 and strategic border location with Malaysia. The province's poverty data demonstrates fluctuating trends over the past five years, with significant variations that reflect the complex challenges facing newly formed administrative regions. Table 1 illustrates the volatile nature of poverty rates across the province's districts and municipalities, indicating inconsistent policy implementation outcomes that warrant systematic evaluation.

Table 1. Poverty Population by District/Municipality in North Kalimantan Province (2020-2024)

District/Municipality	Poverty Population (Thousands)				
	2020	2021	2022	2023	2024
Malinau	6.16	6.39	5.93	5.95	6.45
Bulungan	13.08	13.48	12.58	12.19	11.95
Tana Tidung	1.46	1.49	1.35	1.47	1.50
Nunukan	13.76	13.94	12.86	11.88	12.61
Tarakan	17.33	17.57	16.75	16.49	15.32
Total Province	51.79	52.86	49.46	47.97	47.83

Source: Central Statistics Agency (BPS), 2024

Social empowerment programs within North Kalimantan Province's social welfare framework operate under Law Number 11 of 2009 concerning Social Welfare, which establishes four fundamental pillars including social protection, social security, social rehabilitation, and social empowerment. The provincial government's Strategic Plan for 2021-2026 outlines specific targets for social empowerment initiatives, yet implementation data reveals significant gaps between planned objectives and actual program execution. Among six planned social empowerment programs, only one program targeting District Social Welfare Workers demonstrates consistent implementation with allocated budget and participant targets, while other programs show zero implementation across multiple years.

The misalignment between policy design and implementation outcomes in North Kalimantan's social empowerment programs indicates fundamental contextual evaluation challenges that require systematic investigation (Rakatama & Pandit 2020; Zulhakim & Susanti 2024). Context evaluation, as conceptualized within Stufflebeam's CIPP model, provides a framework for assessing the environmental factors, stakeholder needs, and institutional conditions that influence policy implementation effectiveness. The current study addresses this critical gap by conducting a comprehensive context evaluation of social empowerment policy implementation in North Kalimantan Province, examining how local conditions, institutional capacity, and community characteristics shape program outcomes and influence the achievement of social welfare objectives.

This research addresses an urgent need for evidence-based policy evaluation in Indonesia's social welfare sector, particularly in newly established provinces where limited empirical research exists on policy implementation effectiveness. The study's findings contribute to improved understanding of contextual factors that determine social empowerment program success, providing valuable insights for policy makers, program implementers, and development practitioners working in similar regional contexts. Furthermore, the research responds to the critical need for systematic evaluation approaches that can inform policy adjustments and improve social welfare outcomes in regions facing complex socioeconomic challenges and institutional development requirements.

2. METHOD

This study employs a qualitative descriptive approach utilizing case study design to examine social empowerment policy implementation in North Kalimantan Province through the context evaluation framework of Stufflebeam's CIPP model. The qualitative methodology was selected based on its capacity to provide in-depth understanding of stakeholder behaviors, perceptions, motivations, and subjective experiences related to social welfare policy implementation and evaluation processes. The case study design enables intensive investigation of contextual factors, conditions, and interactions that influence policy implementation effectiveness within the specific geographical and institutional setting of North Kalimantan Province. This methodological approach aligns with contemporary social policy research practices that emphasize the importance of contextual understanding in evaluating complex social interventions, particularly in developing country settings where institutional capacity and local conditions significantly influence program outcomes.

Data collection procedures incorporated multiple techniques to ensure comprehensive coverage of the research phenomenon, including unstructured interviews, direct observation, and document analysis. Primary data were gathered through interviews with 22 key informants representing governmental officials, social welfare practitioners, community organization representatives, and program beneficiaries across provincial and district levels. The purposive sampling strategy ensured representation of diverse stakeholder perspectives involved in social empowerment policy formulation, implementation, and evaluation processes. Secondary data collection involved systematic analysis of policy documents, government reports, statistical databases, and strategic planning materials including Regional Medium-Term Development Plans and institutional strategic plans from relevant agencies. Data analysis followed thematic analysis procedures consistent with qualitative research standards, employing systematic coding and pattern identification to develop comprehensive understanding of contextual factors influencing social empowerment policy implementation. The research was conducted across all five districts and municipalities in North Kalimantan Province to capture geographic variations in policy implementation experiences and outcomes.

3. FINDINGS AND DISCUSSIONS

Needs Assessment Analysis of Social Empowerment Policy Implementation in North Kalimantan Province

The finding reveals significant misalignment between policy formulation and actual community needs in North Kalimantan Province's social empowerment programs. The needs assessment process demonstrates fundamental gaps in understanding the contextual requirements of target populations, particularly in relation to poverty characteristics and socioeconomic conditions. Research findings indicate that while the Social Affairs Department considers current programs appropriate for addressing high poverty rates through individual and group assistance, legislative oversight reveals persistent targeting inadequacies and budget limitations that compromise program effectiveness.

The disparity between perceived and actual needs becomes evident when examining the preference patterns of target communities. Research data shows that beneficiaries consistently favor direct cash assistance over capacity-building interventions, reflecting a fundamental mismatch between program design assumptions and community realities. This finding aligns with Stufflebeam's (2000) context evaluation framework, which emphasizes the critical importance of accurately identifying and understanding the needs of target populations before program implementation. Contemporary research by Nordheim & van der Wel (2025), in their comparative study of social welfare programs in developing countries confirms that inadequate needs assessment processes frequently result in program designs that fail to address root causes of poverty and instead perpetuate dependency relationships.

Data validation processes reveal additional challenges in needs assessment accuracy, particularly regarding demographic verification and beneficiary identification. The analysis demonstrates that while programs utilize the Integrated Social Welfare Data (DTKS) system as their foundation, field verification processes remain incomplete and lack comprehensive community-level validation. The absence of neighborhood-level (RT) verification mechanisms creates significant gaps in data accuracy, particularly affecting vulnerable populations without proper identification documentation. Research by Wu & Fu (2024), emphasizes that effective needs assessment in social welfare contexts requires multi-layered validation approaches that incorporate community-based verification mechanisms to ensure accurate targeting and appropriate intervention design.

Table 2. Program Alignment with Community Needs Assessment (2024)

Assessment Dimension	Government Perspective	Legislative Oversight	Community Reality	Gap Analysis
Poverty Targeting	Appropriate for high poverty rates	Inadequate targeting accuracy	Preference for direct assistance	High misalignment
Data Accuracy	DTKS-based, field verified	Limited budget constraints	RT-level verification needed	Medium accuracy gap
Program Relevance	Meets community needs	Not context-appropriate	Skills training undervalued	Significant relevance gap
Communication	Adequate information flow	Insufficient socialization	Delayed program information	Critical communication gap

Source: Primary research data analysis, 2025

The needs assessment analysis necessitates implementing participatory assessment methodologies that incorporate community voices and local knowledge systems into program design processes. Research by Kumar et al (2023), demonstrates that sustainable livelihoods approaches in social welfare contexts require systematic integration of beneficiary perspectives to achieve meaningful poverty reduction outcomes. The implementation of mixed-method assessment protocols combining quantitative data verification with qualitative community engagement strategies would address current gaps in understanding actual versus perceived needs. Furthermore, establishing community-based monitoring systems that involve local leaders and beneficiary representatives in ongoing needs verification processes would enhance program responsiveness and reduce targeting inaccuracies.

Program Objectives Assessment of Social Empowerment Policy Implementation in North Kalimantan Province

The evaluation of program objectives reveals substantial challenges in achieving clarity, realism, and alignment with community needs in North Kalimantan's social empowerment initiatives. Analysis of the 2021-2026 Strategic Plan demonstrates that while formal objectives exist within the provincial framework, their implementation reflects significant gaps between stated goals and operational realities. The examination shows that among six planned social empowerment programs, only one program targeting District Social Welfare Workers demonstrates consistent implementation with allocated resources and participant targets, while five programs show zero implementation across multiple evaluation periods.

The disconnect between formal objectives and practical implementation suggests fundamental issues in objective formulation processes. Stufflebeam's (2000) context evaluation framework emphasizes that effective program objectives must be both realistic and responsive to identified needs. The research findings indicate that program objectives in North Kalimantan Province lack sufficient grounding in empirical needs assessment and fail to account for local capacity constraints. This pattern reflects what Bourdin & Jacquet (2025), describe in their recent analysis of social policy implementation in emerging economies, where ambitious policy objectives often exceed institutional capacity and available resources, resulting in implementation failures that undermine overall program credibility.

The analysis further reveals that objective clarity suffers from insufficient stakeholder engagement during the formulation process. Evidence indicates that social welfare organizations and community representatives lack adequate awareness of provincial-level program objectives, creating coordination challenges between different administrative levels. The research demonstrates that while district-level programs may achieve their targets, provincial-level objectives remain unclear to implementing partners, suggesting inadequate communication and coordination mechanisms. Contemporary research by Harvey et al (2025), confirms that objective clarity in multi-level governance contexts requires systematic stakeholder engagement and clear communication protocols to ensure alignment across different implementation levels.

Assessment of objective realism reveals fundamental tensions between available resources and stated program goals. The budget allocation patterns demonstrate significant constraints that prevent full program implementation, with several initiatives receiving zero funding allocation despite being included in strategic planning documents. This misalignment between objectives and resource availability reflects what Omweri (2024), identify as a common

challenge in developing country contexts, where policy ambitions often exceed fiscal capacity, necessitating more realistic objective setting that accounts for resource constraints and institutional capacity limitations.

Table 3. Program Objectives Implementation Analysis (2021-2026)

Program Objective	Target Participants	Budget Allocation (Million Rp)	Implementation Status	Realism Assessment
Cross-District Fundraising Permits	0	0	Not Implemented	Unrealistic
Lottery and Collection Coordination	0	0	Not Implemented	Unrealistic
Community Social Worker Development	0	0	Not Implemented	Unrealistic
District Social Welfare Workers	50	170.4	Fully Implemented	Realistic
Family Welfare Sources Development	0	0	Not Implemented	Unrealistic
Community Institution Development	0	0	Not Implemented	Unrealistic

Source: Strategic Plan of Social Affairs Department North Kalimantan Province 2021-2026 and Primary Research Data Analysis, 2025

The program objectives assessment demands systematic revision of goal-setting processes to align strategic ambitions with available resources and institutional capacity. Research by Hammad et al (2024), in their analysis of public sector performance management emphasizes that effective objective setting requires evidence-based planning methodologies that incorporate stakeholder consultation and resource constraint analysis. The adoption of SMART (Specific, Measurable, Achievable, Relevant, Time-bound) criteria for all program objectives would enhance implementation feasibility and accountability. Additionally, implementing phased objective achievement strategies that sequence immediate capacity-building goals with longer-term developmental outcomes would provide realistic pathways for progressive program expansion while maintaining stakeholder engagement and political support.

Environmental Conditions Analysis of Social Empowerment Policy Implementation in North Kalimantan Province

The environmental conditions analysis reveals complex interactions between political, economic, social, and cultural factors that significantly influence social empowerment policy implementation in North Kalimantan Province. Political dynamics emerge as a primary environmental determinant, with evidence indicating that social programs frequently serve as instruments for political socialization and constituency building. The analysis demonstrates that political actors actively utilize social welfare programs to establish dependency relationships with target populations, creating environments where program sustainability becomes contingent on political considerations rather than developmental outcomes.

Economic constraints constitute another critical environmental factor affecting program implementation effectiveness. Budget limitations emerge as a consistent theme across multiple administrative levels, with provincial and district governments struggling to maintain adequate funding for comprehensive social empowerment initiatives. The research reveals that budgetary decisions occur within political spaces where competing interests influence resource allocation priorities, often resulting in suboptimal funding for long-term capacity-building programs. This finding aligns with Stufflebeam's (2000) environmental assessment framework, which emphasizes the importance of understanding external constraints that may limit program effectiveness. Recent research by Li & Zheng (2025), confirms that political economy factors significantly influence social welfare program sustainability in developing regions, particularly where institutional capacity remains limited.

Social and cultural environmental factors present additional challenges for program implementation success. The analysis reveals deeply embedded cultural preferences for direct assistance over capacity-building interventions, creating environments where empowerment programs struggle to achieve meaningful engagement. Community attitudes toward self-reliance and skill development reflect broader cultural patterns that favor immediate gratification

over long-term investment in human capital development. Research findings indicate that hedonistic consumption patterns among target populations often undermine program objectives, as beneficiaries prioritize secondary needs over basic requirements and skill development opportunities.

Religious and traditional leadership structures emerge as potentially supportive environmental factors that remain underutilized in current program implementation approaches. The analysis demonstrates strong community respect for religious and cultural leaders, suggesting significant potential for leveraging these relationships to enhance program effectiveness. However, current implementation strategies fail to systematically incorporate traditional authority structures and local wisdom into program design and delivery mechanisms. Contemporary research by Smith et al (2024), emphasizes that successful social empowerment programs in traditional societies require integration of local leadership structures and cultural values to achieve sustainable outcomes and community ownership.

Table 4. Environmental Factors Impact Assessment

Environmental Factor	Impact Level	Influence Direction	Current Utilization	Optimization Potential
Political Dynamics	High	Constraining	High	Low
Economic Limitations	High	Constraining	High	Medium
Cultural Preferences	High	Constraining	Medium	High
Religious Leadership	Medium	Supporting	Low	High
Traditional Authority	Medium	Supporting	Low	High
Institutional Capacity	Medium	Constraining	Medium	Medium

Source: Interview data analysis and document review of provincial and district level policies, 2025

The environmental conditions assessment requires developing comprehensive stakeholder engagement strategies that systematically incorporate traditional and religious leadership structures into program implementation frameworks. Research by Saaida & Saaidah (2023), demonstrates that social welfare programs in traditional societies achieve significantly higher success rates when they leverage existing cultural authority structures and align interventions with local value systems. The establishment of formal partnership agreements with religious organizations and traditional leaders would provide legitimacy and community acceptance for empowerment initiatives. Furthermore, implementing cultural adaptation protocols that modify program delivery methods to accommodate local preferences while maintaining core developmental objectives would enhance environmental alignment and reduce resistance to capacity-building interventions.

Target Population Analysis of Social Empowerment Policy Implementation in North Kalimantan Province

The target population analysis reveals significant challenges in accurately identifying, reaching, and engaging intended beneficiaries of social empowerment programs in North Kalimantan Province. Demographic data analysis demonstrates persistent issues with beneficiary identification processes, particularly affecting vulnerable populations without adequate documentation and children lacking proper civil registration. The research indicates that while programs utilize standardized identification systems based on population registration numbers, substantial gaps exist in covering marginalized populations who lack formal documentation, creating systematic exclusion of those most in need of social empowerment interventions.

Geographic distribution patterns of target populations present additional complexity for program implementation effectiveness. The analysis reveals uneven poverty distribution across districts and municipalities, with varying characteristics and needs that require differentiated intervention approaches. Coastal communities demonstrate distinct preference patterns for direct assistance over skill-building programs, while inland populations show different engagement levels with capacity-building initiatives. This geographic variation in target population characteristics suggests the need for location-specific program adaptations that account for local conditions and cultural preferences, consistent with Stufflebeam's (2000) emphasis on understanding target population diversity in context evaluation processes.

Engagement patterns among identified target populations reveal fundamental mismatches between program design assumptions and actual beneficiary preferences. The research demonstrates that target populations consistently prefer

immediate assistance over long-term empowerment interventions, reflecting rational responses to immediate survival needs rather than resistance to capacity building per se. This finding aligns with recent research by Cunningham et al (2015), who demonstrate that target population engagement in social empowerment programs requires careful sequencing of immediate assistance with longer-term capacity building to maintain participant motivation and program effectiveness.

Institutional relationships between target populations and service delivery mechanisms reveal additional challenges in program effectiveness. The analysis indicates negative public perceptions of social welfare institutions, particularly residential care facilities, which creates barriers to program participation and community engagement. Target populations demonstrate limited awareness of provincial-level programs compared to district-level initiatives, suggesting communication and outreach inadequacies that prevent effective program utilization. Research by Salman & Ishak (2023), confirms that target population engagement requires comprehensive communication strategies and trust-building initiatives that address historical concerns about institutional credibility and service quality.

Table 5. Target Population Characteristics and Engagement Analysis

Population Segment	Geographic Distribution	Documentation Status	Engagement Level	Primary Needs
Documented Poor	All districts	Complete documentation	Medium	Direct assistance preferred
Undocumented Vulnerable	Rural/coastal areas	Incomplete/missing	Low	Documentation + assistance
Children at Risk	Urban/rural mix	Variable documentation	Low	Age-appropriate services
Coastal Communities	Coastal districts	Generally documented	Low	Immediate assistance priority
Inland Rural Poor	Interior districts	Mixed documentation	Medium	Skill development + assistance
Urban Poor	City centers	Generally documented	Medium	Employment-focused programs

Source: DTKS Database Analysis, Field Observations, and Stakeholder Interview Analysis, 2025

The target population analysis necessitates implementing differentiated service delivery approaches that account for geographic, demographic, and socioeconomic variations among beneficiary groups. Research by Singh & Singh (2024), emphasizes that effective social welfare targeting requires segmented intervention strategies that recognize distinct needs and capacities across different population subgroups. The development of mobile outreach programs for undocumented vulnerable populations would address systematic exclusion issues while building trust in government services. Additionally, establishing age-appropriate program tracks and location-specific delivery mechanisms would enhance engagement levels and improve service relevance. The implementation of progressive engagement models that begin with immediate assistance to build trust before introducing capacity-building components would address cultural preferences while advancing empowerment objectives.

4. CONCLUSION

The context evaluation of social empowerment policy implementation in North Kalimantan Province reveals fundamental misalignments between policy design and contextual realities that significantly constrain program effectiveness. The analysis demonstrates critical gaps in needs assessment processes, with current approaches failing to capture actual community requirements and preferences, resulting in programs that prioritize direct assistance over sustainable empowerment initiatives. Program objectives lack realistic grounding in available resources and institutional capacity, evidenced by the implementation of only one out of six planned programs with adequate funding and target achievement. Environmental factors, particularly political dynamics and cultural preferences for immediate assistance, create constraining conditions that undermine long-term empowerment goals, while potentially supportive elements such as religious and traditional leadership remain systematically underutilized. Target population analysis reveals significant challenges in reaching vulnerable groups, particularly undocumented populations, and demonstrates persistent mismatches between program design assumptions and beneficiary

engagement patterns. These findings collectively indicate that successful social empowerment policy implementation requires comprehensive contextual adaptation that incorporates community-based needs assessment, realistic objective setting aligned with institutional capacity, systematic engagement with cultural and religious leadership structures, and differentiated service delivery approaches that account for diverse population characteristics and geographic variations. Future research should examine the implementation effectiveness of process evaluation and outcome evaluation components within the CIPP framework to provide comprehensive understanding of social empowerment policy performance across all evaluation dimensions.

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