Family Policy as A Social Investment: An Effort to Initiate the Decentralization of Social Policy in Indonesia

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ABSTRACT: According to the definition of Law No. 10 of 1992, family planning is no longer just a matter of birth control but is more broadly related to issues of family resilience and welfare. The discourse of social policy decentralization has become a global discourse in the last two decades. Decentralization has produced many well-targeted policies, including family-based development. Pasuruan Regency has a fairly strategic policy, where environmental issues become a substantial aspect of family sustainability. Various programs are offered that lead to aspects of family-based development and community survival. So that in this research it will be interesting if there is a decentralized implementation model of social policy that sees the family as the direct beneficiary target. So that the gap between the ideals of family policy and family welfare is not only expected to be answered with the implementation of social policy decentralization but is also expected to be more targeted if the beneficiaries are families. This seems like wanting to place the family as a measure of development success. This makes it necessary to pay attention to Pasuruan Regency government policies in implementing social policy decentralization with an emphasis on family-based development policies that have a positive effect on family welfare and resilience in Pasuruan Regency.

KEYWORDS: Family, Social Investment, Policy Decentralization, Environment.

INTRODUCTION

The first unit structure in the state that can form a person is the family. This smallest element becomes the spearhead in the order of social life, it can even be said that the family is the arena for determining the concept of a prosperous society that gives birth to social civilization. There are still many who do not realize that the environment and family are interrelated units (Gottfried, 2021). As mandated by Law Number 32 of 2009 concerning Environmental Protection and Management defines the environment is the unity of space with all objects, forces, conditions, and living things, including humans and their behavior, which affect nature itself, the continuity of life, and welfare. humans and other living things. Following this definition, human life and the environment are an integral part of environmental protection and management (Vanham 2019; Gkargkavouzi, et al. 2019; Desai 2013). The reciprocal relationship between humans and their environment is more expressed in their community or even in the smallest unit of that community; namely family. Such expression, according to this law, must lead to the welfare of humans themselves and the welfare of other creatures in their environment.

In an ecological view, humans are part of the total living system and cannot be considered apart from all other living species in nature and the environment that surrounds them (Puspitawati, 2018). From an organism/environment point of view, a family can be thought of as an organism or group of organisms that transact with their environment. The family environment provides the necessary resources for life and is a life support system. The environment is conceptualized to include components of natural behavior, artificial behavior, and human behavior itself (Opielka, 2017; Smock & Schwartz, 2020).

Although Indonesia is often cited as one of the most successful initiators of national family planning in the world, the New Order's authoritarianism was a black spot for a family policy that was the target of strong criticism from scientists and activists, especially regarding the indoctrination and centralization of family development at that time. On the other hand, the centralization of family policies has resulted in various coercion and the involvement of violent officers in pursuing the success of this program (Putri & Viverita, 2019; Udasmoro, 2012)

The question is whether it can be proven that the various existing population and family policies have made a significant contribution to family resilience and welfare. Various research data show a gap between the ideals of family policies and the reality of family welfare nationally. Seeing the success of a family development policy for family welfare in Indonesia in the era of decentralization cannot be measured solely on a national scale. More clearly, to see the magnitude of the benefits, photographs must be taken from the regions according to the characteristics and typology of each region. Various family development policies issued

by the district/city government will be able to be tested for their effectiveness when faced with the needs of family welfare in each district/city.

Some of research about decentralization of governments is take by some researcher, such as Sujarwoto and Tampubolon (2015) even further confirm the above proposition. The findings show that decentralization reforms in Indonesia have improved people's welfare by increasing the capacity of district governments to deliver public services. Another research from Wu, et al (2019) the results indicate that environmental decentralization and environmental administrative decentralization play significant roles in promoting regional green development, but environmental supervision decentralization and environmental monitoring decentralization have negative impacts on regional green development. Furthermore, Kwon (2021) on his research find that the demand for decentralized government has increased with widespread political devolution, because it is perceived as a more efficient and accountable form of government. In this research focused on decentralization of government and social policy in family scope.

This research takes a case study in Pasuruan Regency, East Java Province. The Pasuruan Regency Government itself since 2018 has launched a Family-Based Development program. The policy is contained in the Pasuruan Regency RPJMD 2018-2023 in the second mission statement. This policy-making indicates that the Pasuruan Regency Government is implementing social policy decentralization by taking the entry point to family-based development policies. So that it can be seen whether the Pasuruan Regency Government has sufficient competence to formulate good development plans, allocate budgets efficiently and provide effective public services that can provide benefits for increasing family welfare. Likewise, it is necessary to look at the correlation between family-based development policies and family welfare in Pasuruan Regency. These problems will be found in this research.

THEORETICAL FRAMEWORK

The importance of the research topic on the capacity of local government in elaborating ideas on social policy and family policy from an environmental perspective is based on the following arguments; first, the transition to democracy which is now enjoyed by many developing countries. Second, the implementation of social policy in Indonesia, in particular, is seen more in the national policy framework with its various complexities. Third, the family as the smallest unit of society has not yet become a benchmark for the success of a development. And fourth, there is little attention to combining family policy studies with environmental studies.

There are at least three paradigms of the welfare state to social policy. First, the Social Democracy paradigm was developed by John Maynard Keynes (1936) and continued by William Beveridge (1963) (Olssen, 2021; Setiyono, 2018). The second is the neo-liberal paradigm that stems from the ideas of Friedrich von Hayek (1944) which glorifies the labor market mechanism (Nugroho, 2018; Belanawane, 2016; Hemerijck, 2018). And as a third way, a new paradigm emerged called the Social Investment paradigm which started from the ideas of Anthony Giddens (1998) who tried to revise Social-Democratic thinking as well as Neo-liberal while offering a third way for social policy politics.

The welfare state model becomes important as an automatic stabilizer; If the economy is bad, the government will provide subsidies, and if the economy is improving, the government will collect high taxes. and he has also demonstrated how the political goals of full employment can be enforced by opposing macroeconomic demand management (Setiyono, 2018; Hemericjk, 2018).

Typologically, based on Keynes and Beveridge's line of ideas, the concept of welfare desired by social democracy focuses on policy problems and political goals that demand mass reductions in unemployment and poverty as the realization of full employment and social citizenship in industrial societies. The target population and gender perspective adopted by the social democracy paradigm targets male breadwinners, plus families who are indirectly dependent on state intervention. Likewise, this paradigm is oriented towards strengthening (domestic) household work for women. (Hemerjick, 2018)

Theoretically, social policy can be divided into individual domains (individualist perspective) and social domains (social perspective). The individual domain emphasizes that beneficiaries must be individuals so that indicators of the success of social policies must also be based on increasing the status of individuals. In the social realm, the approach taken is more comprehensive than the biological approach because humans are social creatures. Thus, the focus in social policy rather than the individualist biological approach is the social approach. (Spicker, 2014)

Social investment is a strategy that includes the development, use, and protection of 'human capital in the life-course of every citizen for the benefit of them, their families, society, and of course the economic well-being of the country. For this reason, operationally, social investment has three interdependent social policy functions; namely the function of 'stock' (function of human capital stock), 'flow' (function of labour market flows), and 'buffer' (function of buffering minimum income). Through this lifeline, the family becomes an irreplaceable unit of the social investment policy paradigm.

In an ecological view, humans are part of the total living system and cannot be considered apart from all other living species in nature and the environment that surrounds them (Puspitawati, 2018). The family environment provides the necessary resources for life and is a life support system. The environment is conceptualized to include components of natural behavior, artificial behavior, and human behaviour itself (Opielka, 2017; Smock & Schwartz, 2020).

So, the ecological approach in the study of the family becomes important to put forward. The assumption built through this ecological approach is that the family exists in a complex environment of biological, physical, social, and institutional systems that make up what is called the family environment. The experience of each non-European country in implementing social policies will

appear to show the uniqueness of each. More specifically, if we look at the implementation of social policies in Asian countries, which relate to various factors ranging from the political system, ideology, political economy to social change in each country (Peng, 2009; Nugroho, 2018; Lee and Baek, 2018, Putra and Aminuddin, 2020).

Social policy in developing countries is constructed as an instrument to solve social problems and at the same time to carry out social development (Nugroho, 2018). The too strong emphasis on economic growth has received sharp criticism, which in turn has prompted Amartya Sen to formulate a formula for measuring social development that also touches on aspects of education and health. This formula was later adopted by the United Nations in the form of the Human Development Index (Nugroho, 2018).

More specifically, research by Fadilah Putra and M. Faishal Aminuddin found that in several Southeast Asian countries — Indonesia, Malaysia, the Philippines, and Thailand — social policy trends are not always intertwined with democratization trends. Ideally, social policies should protect and promote freedom, accommodate public demands and support economic development. So in the context of developing countries, public participation is more likely to demand social policies. Social policies produced by the democratic process will be more effective in providing inclusive economic growth for citizens (Putra and Aminuddin, 2020).

In Indonesia, it is also not devoid of local innovations in social policy. An example that is often cited is Jembrana's success since 2001 in pioneering the provision of affordable and equitable public services for its citizens, including through free education and health schemes (Pisani, Olivier, & Nugrho, 2017). Several other regions have also tried to make local innovations in their social policies which can be seen as more of an effort to distribute social through assistance and subsidies which are highly dependent on the APBD. on the contrary, these efforts are not an economic policy that involves the private sector which can stimulate investment and increase regional competitiveness.

The International NGO Forum on Indonesian Development (Infid) conveys facts and data on how it can be concluded for local governments that "the SDGs are us". First, in the process of preparing the SDGs, a Regional Government Task Force for SDGs and Habitat III (GTF) has been formed globally. Second, Goal number 11 of the SDGs on inclusive, safe, resilient, and sustainable urban and residential communities is the real proposal of the Task Force. Third, paragraph number 45 in the SDGs document mandates all SDGs implementing countries to work very closely with regional and local governments. And finally, the Task Force managed to include many targets and indicators in the SDGs document (Septiyana, 2019). Various kinds of social policy decentralization, both according to the experience of several countries and the experience of various regions in Indonesia, all still place the individual as the beneficiary. None of them took the family unit as the beneficiary of the social policy.

METHOD

The method used in this research is qualitative research using case study. Case study doing by analyse the Family-Based Development program launched from Pasuruan Regency government. Focus of this research are to describe and analyse about the correlation between family-based development policies and family welfare in Pasuruan Regency. So, the main data is about the program from the Pasuruan Regency government. Data analysis of this research using Structural Equation Modelling (SEM). Structural Equation Modelling is a statistical technique that is able to analyse the relationship between latent variables and their indicator variables, the relationship between one latent variable and other latent variables, as well as knowing the magnitude of the measurement error (Ringle, et al, 2020). So, point from this research is to find the correlation between variables of this research, that are family-based development policies and family welfare in Pasuruan Regency.

RESULT AND FINDING

A. Structural Equation Model Analysis

1. Outer Model Analysis

The outer model analysis is used to find out the measurements made on the data are feasible to use. A proper measuring instrument is a valid and reliable measuring instrument. The validity and reliability tests were carried out using the PLS Algorithm method on the smartPLS software

- **Convergent validity**

Convergent validity is a validity test that is measured based on the correlation between the indicators and their constructs. The indicator is declared appropriate if the standardized loading factor value is greater than 0.7. However, according to Chin, a value of 0.5-0.6 is considered sufficient.

Table 1. Factor Values of PLS Algorithm method using smartPLS Software

Variable	Indicator	*Loading Factor*
Tranquility	X1.1	0,786
	X1.2	0,779
	X1.3	0,668
	X1.4	0,651

	X1.5	0,776
Independence	X2.1	0,837
	X2.2	0,799
	X2.3	0,804
	X2.4	0,846
	X2.5	0,794
Happiness	X3.1	0,884
	X3.2	0,878
	Y1	0,892
Family Welfare	Y2	0,900
	Y3	0,948

Based on the table above, it is known that the majority of indicators have a loading factor value greater than 0.7. Although the two indicators have a value of less than 0.7, namely the Peace variable on the X1.3 indicator with a loading factor value of 0.668, the X1.4 indicator with a loading factor value of 0.651. However, this value is still higher than the minimum limit, according to Chin in Ghozali, so it can be stated that all indicators are valid.

- **Discriminant Validity**

Discriminant validity is known based on the value of cross-loading with construct measurement. Cross loading is a measure that shows the strong correlation between the construct and its indicators. The measurement model is declared to have good discriminant validity if the correlation of the construct with the indicator is greater than the size of the other constructs. Based on the table of cross loading values, it is known that the correlation value of the construct with its indicators is greater than the correlation with other constructs. Then, discriminant validity was tested by comparing the value of the square root of Average Variance Extracted (AVE). Each variable is declared appropriate if it has an AVE value greater than 0.5 and less than the AVE square root value.

Table 2. Average Variance Extracted (AVE) values

Variable	AVE	*Square root of AVE*	Keputusan
X1	0,540	0,881	Valid
X2	0,666	0,816	Valid
X3	0,776	0,914	Valid
Y	0,835	0,914	Valid

The table above shows that all of the Average Variance Extracted (AVE) variables are greater than the minimum limit of 0.5. The lowest AVE value is variable X1 (Tranquility) which is 0.540 and the highest AVE value is variable Y (Family Welfare) which is 0.835. Because all variables have met the criteria, then all variables are declared valid.

The next step is to evaluate the value of the square root of AVE with the correlation between constructs in the model. Ideally, the value of the square root of AVE is greater than the value of the correlation with other constructs, but if these criteria are not met, the variable is considered valid if the value of the square root of AVE is greater than 0.7.

Table 3. Loading Values of some Variable

Variable	X1	X2	X3	Y
X1	**0,735**			
X2	0,728	**0,816**		
X3	0,700	0,728	**0,881**	
Y	0,598	0,747	0,673	**0,914**

Based on the table above, it is known that all variables have a loading value greater than the correlation with other constructs. Thus, it can be said that all variables in the model have good discriminant validity.

- **Composite Reliability**

Composite reliability which can be seen in the latent variable coefficient view is used to measure the reliability of a construct. A constructor or variable is declared reliable if the composite reliability value of the variable is greater than 0.7.

Table 4. Latent Variable Coefficient

Variable	Composite Reliability	Decision
X1	0,874	Reliable
X2	0,909	Reliable
X3	0,938	Reliable
Y	0,853	Reliable

Based on the table above, it is known that the composite reliability value of all constructs is greater than 0.7 so that each construct has met the composite reliability criteria. Thus, it can be stated that all constructs have a good composite reliability value.

- **Cronbach's Alpha**

Cronbach's alpha serves as a reinforcement of the Sali composite reliability. A variable is declared reliable if it has a Cronbach's Alpha value greater than 0.7.

Table 5. Alpha Cronbach Values of Each Variables

Variable	*Cronbach Alpha*	Decision
X1	0,787	Reliable
X2	0,875	Reliable
X3	0,712	Reliable
Y	0,901	Reliable

Based on the table above, it is known that all variables have Cronbach's Alpha values greater than 0.7 so that all variables have met the criteria for Cronbach's Alpha values. Thus, all variables can be declared reliable.

2. **Analisa Inner Model**

Inner model analysis or structural model analysis is used to describe the relationship between constructs or variables based on the developed theory.

- **Path Coefficient**

Path Coefficient is a test conducted to examine the effect of latent variables. The path coefficient test is carried out through the Bootstrapping process on Smart PLS software which produces t-count and p-values. The resulting t-statistics and p-values were then compared with a 95% confidence level ($\alpha=0.05$) and t-table of 1.96.

Table 6. The Result of t-statistics and p-values Each Variable

	Path coefficinet	*t*-stat	t-tabel	*P-values*
Worship activities - Tranquility	0,786	24.192	1,96	0,000
Family legality - Tranquility	0,779	20.257	1,96	0,000
Health insurance - Tranquility	0,668	11.142	1,96	0,000
Financial guarantee - Tranquility	0,651	13.278	1,96	0,000
Family harmony - Tranquility	0,776	20.545	1,96	0,000
Fulfillment of basic needs - Independence	0,837	30.595	1,96	0,000
Continuity of education - Independence	0,799	25.783	1,96	0,000
Family health - Independence	0,804	23.955	1,96	0,000
Information access - Independence	0,846	30.337	1,96	0,000
Environmental conservation - Independence	0,794	28.471	1,96	0,000
Family interaction - Happiness	0,884	46.849	1,96	0,000
Social interaction - Happiness	0,878	44.591	1,96	0,000
Peace family - welfare	0,892	40.271	1,96	0,000
Independence - family welfare	0,900	49.258	1,96	0,000
Happiness - family well-being	0,948	100.687	1,96	0,000

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Based on the table above, it is shown that all constructs have a path coefficient value greater than zero so that the construct has a positive effect. The t-count value for each variable is greater than the t-table value (t-count > t-table) and the p-value is smaller than =0.05 so that each construct has a significant effect.

Then the hypothesis test is carried out, while the results of the hypothesis test can be summarized in table below:

Table 7. Result of Hypothesis Test

Hypothesis			*Path coeff*	*P-values*	Ket
Item	Variable	Effect			
H1.1	Worship activities - Tranquility	Signifikan, positif	0,786	0,000	Diterima
H1.2	Family legality - Tranquility	Signifikan, positif	0,779	0,000	Diterima
H1.3	Health insurance - Tranquility	Signifikan, positif	0,668	0,000	Diterima
H1.4	Financial guarantee - Tranquility	Signifikan, positif	0,651	0,000	Diterima
H1.5	Family harmony - Tranquility	Signifikan, positif	0,776	0,000	Diterima
H2.1	Fulfillment of basic needs - Independence	Signifikan, positif	0,837	0,000	Diterima
H2.2	Continuity of education - Independence	Signifikan, positif	0,799	0,000	Diterima
H2.3	Family health - Independence	Signifikan, positif	0,804	0,000	Diterima
H2.4	Information access - Independence	Signifikan, positif	0,846	0,000	Diterima
H2.5	Environmental conservation - Independence	Signifikan, positif	0,794	0,000	Diterima
H3.1	Family interaction - Happiness	Signifikan, positif	0,884	0,000	Diterima
H3.2	Social interaction - Happiness	Signifikan, positif	0,878	0,000	Diterima
H1	Peace family - welfare	Signifikan, positif	0,892	0,000	Diterima
H2	Independence - family welfare	Signifikan, positif	0,900	0,000	Diterima
H3	Happiness - family well-being	Signifikan, positif	0,948	0,000	Diterima

Based on the overall test results, it can be concluded that all variables have an influence. In addition, the estimated model is known to be the right model to show the description of the correlation of family-based development policies interpreted in 3 variables, Peace, Independence, and Happiness, with family welfare.

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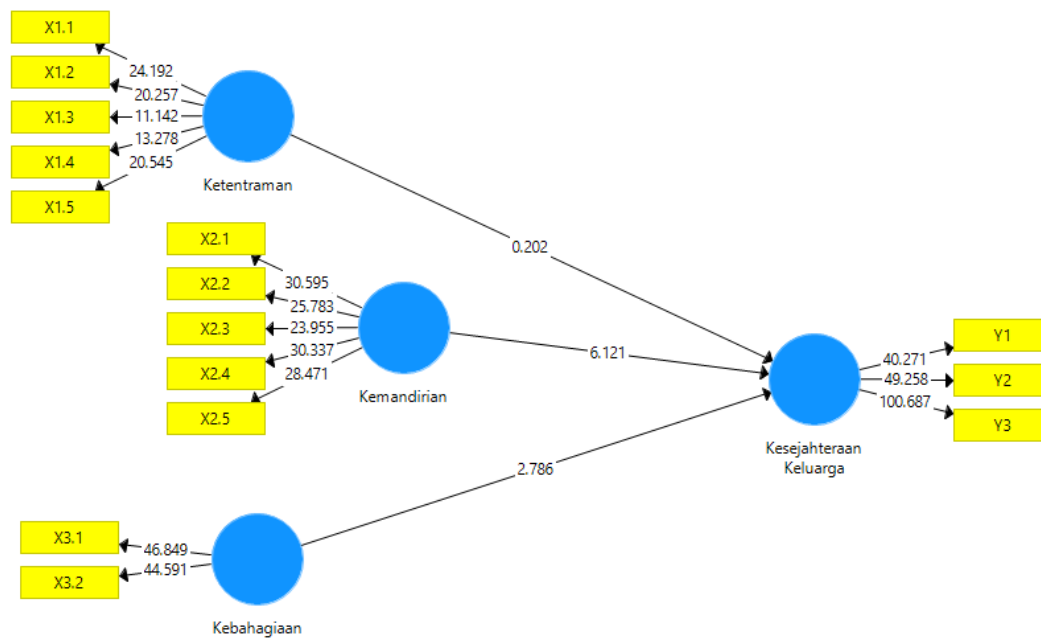
Picture 1. Correlation model of family-based development policies interpreted in 3 variables, Peace, Independence, and Happiness, with family welfare

Based on the picture above, it can be seen that the family-based development policy that has been interpreted with the variables of peace, independence, and happiness correlates with the variable of family welfare.

DISCUSSION

The Pasuruan Regency Government itself since 2018 has launched a Family-Based Development program. The policy is contained in the Pasuruan Regency RPJMD 2018-2023 in the second mission statement, namely "Implementing family-based development by utilizing social capital based on religiosity and culture, in order to create social cohesion". This mission statement seems to want to place the family as a measure of development success. This policy-making indicates that the Pasuruan Regency Government is implementing social policy decentralization by taking the entry point to family-based development policies.

The importance of the topic of research on the capacity of local government in elaborating ideas on social policies and family policies from an environmental perspective based on several arguments. Point the several arguments are including the transition to democracy which is now being enjoyed by many developing countries, accompanied by the strengthening of democratic institutions at the local level, both in terms of strengthening local government through regional autonomy as well as strengthening civil society organizations, implementation of social policies in Indonesia, the family as the smallest unit of a society has not yet become a benchmark for the success of a development, and there is little attention that combines family policy studies with environmental studies.

In the social realm, the approach taken is more comprehensive than the biological approach because humans are social creatures. In this social approach, the lowest level is the family, where in the family there is the smallest social relationship. In family-level social policies, the target or main target beneficiaries are families. Social policy at the community level (community development) is oriented towards community cohesion, usually based on area, identity, or social responsibility networks that exist in the community (Spicker, 2006).

This study chose to use the social investment paradigm to explain how to build family welfare through social policy efforts. In addition, because the most recent social investment paradigm has emerged so that it is up to date, it is more substantive because the social investment paradigm is better able to see the needs of today's families in any part of the world in a long spectrum of time and course future-oriented. Based on the Hemerijck (2018) research, the large current social investment paradigm in the world is marked by the shift in policy orientation of several countries to pay more attention to family welfare.

The results of the analysis of the data that have been obtained about family-based development carried out in Pasuruan Regency refers to the variables of peace, independence, happiness, and family welfare. Measured from the peace variable, there are several indicators including worship activities, family legality, health insurance, financial security, and family harmony. Furthermore, for the independent variable, there are indicators of meeting basic needs, continuity of education, family health, access to information, and preservation. The third is the happiness variable, in which there are several indicators, namely family interaction and social interaction. Then for the family welfare variable, it is influenced by the three previous variables, namely the variables of tranquility, independence, and happiness. Social policy in developing countries is constructed as an instrument to solve social problems and at the same time to carry out social development (Hall, 2019).

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Putting social policy on issues of social development, what happens is that the realization of social welfare is a side effect of the goals of economic growth rather than the fulfillment of the principles of social equality and universal rights of citizens (De Waal, 2020). In the context of developing countries, public participation is more likely to demand social policies. Social policies produced by the democratic process will be more effective in providing inclusive economic growth for citizens (Putra and Aminuddin, 2020).

So, from the discussion above it can be conclude that Indonesia has implemented an ambitious decentralization policy. One of the goals is to encourage regional development from below by placing local governments more freely in determining more aspirational programs for the benefit of the community and local and regional development goals (Talitha, Firman, and Hudalah, 2019).

The discourse of social policy decentralization has become a global discourse in the last two decades. Hsu et al. (2020) argue that in the last 20 years many local government agencies have become more powerful actors in the planning, financing, and implementation of social policies and that the welfare system should be seen as a mixture of central and "sub-national" policies, and that means a district, city, and provincial governments. In Indonesia itself, it is not devoid of local innovations in social policy. Now almost all regencies and cities have made education and health services free without having to sweat the local budget because nationally it has become a national policy through the National Education Law and the National Social Security System Law.

And Finally, the results of family-based development through decentralized social policy in Pasuruan Regency are finding a correlation between family welfare and family-based development policies that have been interpreted on the variables of peace, independence, and happiness.

CONCLUSIONS

The results of the research that have been carried out show a correlation between family-based development policies and family welfare. This is indicated by the validation of all the indicators that have been given. Family welfare has a strong correlation with the independence variable, which includes indicators of meeting basic needs in the family as indicated by the fulfillment of basic needs in the family, continuity of education for children in the family so that they can complete compulsory education for 12 years as determined by the government. , guaranteed health of family members, easy access to information both from outside and from within the area, and preservation of the environment around the family. In addition, there is also a happiness variable that has the second strongest correlation with indicators of happiness in the form of good interactions in the family and interactions with the social environment. The last is the peace variable, this also has a correlation with family welfare, namely the indicators of worship activities in the family that provide peace for all family members in it, the legality of the family that the status of the family has been recognized by the state as a citizen registered with the population service, the existence of health insurance for all family members, financial guarantees either from daily income or assistance that has been provided by the government for families in need, and the last is family harmony which is shown by the lack of commotion that occurs in the family or family. the commotion can be resolved properly without harming all parties in the family.
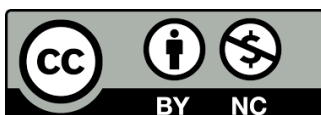
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