Institutional Cooperation and Economic Inequality in the Implementation of the Joint Business Group (KUBE) Program: Evidence from a Legal Perspective in Brebes Regency

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Abstract

This study examines institutional cooperation and uneven economic outcomes in implementing the Joint Business Group (KUBE) Program in Brebes Regency, Indonesia. Using a descriptive secondary data analysis of 47 beneficiary evaluation responses and official program documents, the study assesses economic, social, institutional, and entrepreneurial dimensions. Findings reveal that social relations experienced the largest increase in high-score assessments, rising from 29.8% to 63.8%, followed by cooperation knowledge and entrepreneurial orientation. However, perceived economic benefits remain uneven despite improvements in social and institutional dimensions. These findings identify an Institutional–Economic Outcome Gap, highlighting the divergence between collective capacity development and economic outcomes. The study contributes to policy implementation and community empowerment literature by emphasizing that stronger social relations and institutional awareness do not automatically translate into equitable economic benefits. Sustainable business assistance, institutional strengthening, and market access are therefore essential.

1. Introduction

Poverty is multidimensional problems that are not only related with low income, but also reflects limitations access to source Power productive, opportunity economy, and capabilities public increase welfare in a way sustainable. In perspective policy public, prevention poverty need interventions that integrate protection social with empowerment economy. Sen (1999) views development as expansion capability individual for increase quality life, while

Chambers (Kateb, 2024) emphasized relatedness poverty with vulnerabilities and limitations source power. Second perspective the show that policy countermeasures poverty need directed at strengthening capacity productive and independent society, not solely provision help social.

In a way normative, policy countermeasures poverty in Indonesia is based on Constitution Number 11 of 2009 concerning Welfare Social and Legal Number 13 of 2011 concerning Handling the Poor. Framework the strengthened through Regulation Government Number 63 of 2013 concerning Implementation of Efforts to Handle the Poor through Regional and Regulatory Approach President Number 166 of 2014 concerning the Acceleration Program Countermeasures Poverty. In general operational, Regulation of the Minister of Social Affairs Number 2 of 2019 regulates help social business economy productive to Joint Business Group (KUBE). Regulation the put empowerment economy as instrument handling poverty through strengthening activity effort and independence recipient benefits. Problems its implementation lies in the ability government translate objective regulatory the become an effective and sustainable empowerment process (Dako et al., 2019; Hamdi et al., 2025; Ismail et al., 2024).

Urgency empowerment economy seen from inequality level poverty between regions in Central Java Province. Based on data from the Central Statistics Agency, the level of poverty in Central Java in 2023 reached 10.77 %, more tall than the national average by 9.36%. Brebes Regency recorded level poverty by 15.78%, or 5.01 points percentage above the provincial average and 6.42 points percentage above the national average (Kurniawan & Abdur-Rabb, 2025; Wahyuni Adda, 2022). As shown in Figure 1.3, Brebes is included regency with percentage the highest number of poor people in Central Java (Woolcock & Narayan, 2020). Conditions the show importance intervention policies that do not only reduce vulnerability economy House stairs, but also expand chance efforts and strengthening ability productive poor people (Atenas & Stefanelli, 2025).

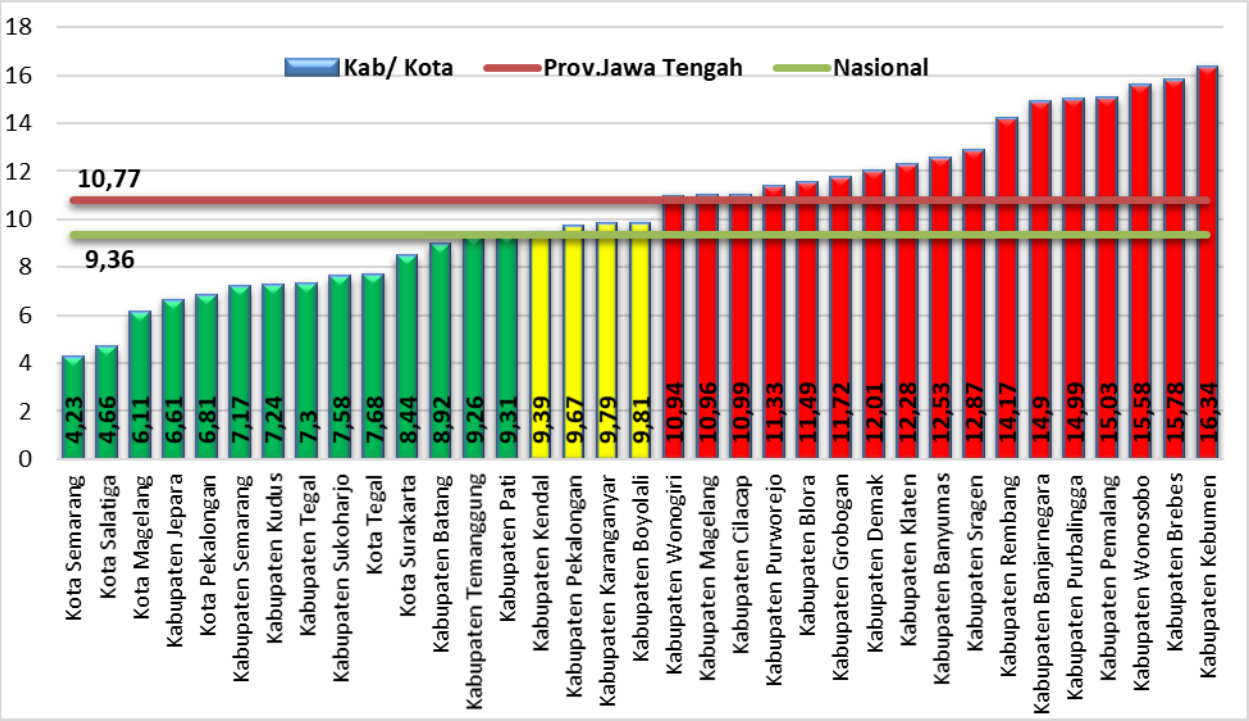


Figure 1. Relative Position of Poverty Level District /City Comparison with Central Java Province and National 2023 (%).

Source: BPS Central Java Province (2024), as served in Social Services documents Central Java Province.

One of instrument empowerment applied economics government is the KUBE Program, which integrates capital assistance with development business productive through institutional group. This program push recipient benefit for organize source power, building Work the same, and develop ability entrepreneurship. In perspective institutional, North (1990) explains that activity economy influenced formal and informal rules that shape interaction between actors (Peraturan Menteri Sosial Republik Indonesia Nomor 2 Tahun 2019 Tentang Bantuan Sosial Usaha Ekonomi Produktif Kepada Kelompok Usaha Bersama Untuk Penanganan Fakir Miskin, 2019). Coleman (1988) places connection social as source Power for action collective, while Putnam (1993) emphasizes importance trust, networks, and norms Work together with Thus, the implementation of KUBE is not Enough understood through distribution capital assistance, but also through ability group build connection supporting institutions activity business (Achmad, 2022; Tampubolon, 2023; Tong, 2022).

In Brebes Regency, the implementation of KUBE has obtained support from

the Social Services Central Java Province through allocation help to 40 groups, each amounting to Rp. 20,000,000, with a total budget of Rp. 800,000,000 in 2024 (Gharachorloo et al., 2021). Assistance the directed for development business economy productive, including processing food, livestock, trade, and crafts or industry home (Social Services) Central Java Province, 2024). In perspective administration public, allocation the is instrument source Power necessary policies supported by capacity management groups and mechanisms adequate empowerment. Therefore that, the implementation of KUBE in Brebes became relevant context for examine connection between support government, work The same institutions and objectives improvement welfare public (Peraturan Menteri Sosial Republik Indonesia Nomor 7 Tahun 2023 Tentang Program Pahlawan Ekonomi Nusantara, 2023).

Implementation empowerment economy based group face challenge Because distribution help No in a way automatic produce independence economy. Mazmanian and Sabatier (1983) explain that success implementation influenced characteristics issues, abilities policy structuring implementation and conditions environment. Grindle (Peraturan Menteri Sosial Republik Indonesia Nomor 2 Tahun 2026 Tentang Program Pemberdayaan Sosial Ekonomi, 2026) emphasizes importance capacity institutional in support achievement objective development. In the context of KUBE, both perspective the show the need differentiate success administrative in the form of distribution help with success substantive in the form of improvement ability economy. Differences This important Because connection social, knowledge Work same, and understanding entrepreneurship is dimensions mutual empowerment related, but Not yet Of course develop in line with improvement welfare (Sibarani, 2018).

In a way conceptual, study implementation policies, institutions, and social capital has explain importance source Power as well as action collective in empowerment society. However, the relationship between development capacity socio-institutional and outcomes economy need analysis multidimensional that differentiates achievement of each aspect. The assessment is only emphasize distribution help or change economy in a way aggregate potential ignore the work process same and development ability member (Lubis, 2020). Rather, judgment is only focus on relationships social

Not yet adequate for explain achievement objective economy. Needs analytical the become base study This For examine relatedness between condition economy, relations social, knowledge Work same, and understanding entrepreneurship recipient benefit (Creswell & Creswell, 2018).

This research offer perspective *Institutional–Economic Outcome Gap* as framework interpretive for identify possibility misalignment between development dimensions socio-institutional and outcomes economy in KUBE implementation. Framework This connect perspective implementation Mazmanian and Sabatier's (1983) policies, North's (1990) institutionalism, and Coleman's (Hedinger & Heé, 2018) social capital. The proposed contributions No formation theory new that has been validated, but rather approach analytical For understand How dimensions empowerment can show different achievements. Perspective the allows evaluation implementation more policies comprehensive compared to an approach that only focus on distribution help or One indicator results.

Based on the description said, research This aim analyze evaluation recipient benefit to condition economy, relations social, knowledge Work The same institutional and understanding entrepreneurship in implementation of KUBE in Brebes Regency; identifying possibility misalignment interdimensional empowerment; and interpret need support policy for sustainability business group. In theoretical, research This expected enrich study implementation policy through understanding connection between capacity socio-institutional and outcomes economy. In general practical, research This directed for formulate recommendation strengthening mentoring, work The same groups, and development business productive public (Ernawati & Manuaba, 2024).

Literature Review and Theoretical Framework

Policy Implementation and Institutional Capacity

Implementation policy is a translation process decision government become actions and outcomes that are influenced by relationships inter-implementer, source power, as well as condition group target. Mazmanian and Sabatier (1983) explain that success implementation determined by characteristics problem, ability policy structuring implementation and environment socio-political. Pressman and Wildavsky (1973) emphasize complexity coordination in connect

objective with action, while Lipsky (1980) shows importance discretion implementer in practice service public. Grindle (Sanjaya et al., 2023) next connect implementation with content policy and context implementation. Perspective the show that distribution help is output administrative matters that have not been can equalized with achievement objective empowerment economy (Lipsky, 1980).

Capacity institutional determine ability actor manage source power and maintain program implementation. Grindle (1997) emphasized development capacity organization as prerequisite effectiveness development. In KUBE, capacity the related with management assistance, distribution not quite enough answer, coordination members, and sustainability business. With Thus, the analysis implementation need notice ability group change support government become activity productive (Gong et al., 2024).

Institutional Cooperation and Social Capital

North (Male et al., 2022) explains that institutions is formal and informal rules that shape interaction economy. Ostrom (1990) shows that action collective can managed through rule together, supervision, and mechanisms appropriate institutions with context. Second perspective the confirm that existence formal organization yet ensure effectiveness Work The same without rules and practices functional management.

Coleman (1988) views social capital as source Power in connection social facilitating action collective, while Putnam (1993) emphasizes networks, trust, and norms of reciprocity. Woolcock and Narayan (2000) explain that connection between social capital and development influenced by interactions network public with more institutions area. Mansuri and Rao (2013) also showed that effectiveness participation public depends on context local and responsive institutions government. Therefore that, work The same group need analyzed as capacity socio-institutional that can support, but No automatic determine success economy.

Economic Empowerment and Entrepreneurial Capacity

Sen (1999) places expansion capability individual for determine choices and improve quality life as the core of development. Chambers (1983) connects poverty with vulnerability as well as limitations source livelihoods. Bebbington

(1999) expands perspective the with explain connection between assets, capabilities, and abilities public access source Power For maintain livelihood. Within the framework this, empowerment economy need assessed through ability utilise source Power productive, not only reception help (Putnam, 1993).

Karlan and Valdivia (2011) show that training entrepreneurship can repair part practice business without always produce improvement performance meaningful endeavor (Musaad et al., 2024). While that, Banerjee et al. (2015) found that expansion access credit micro no in a way automatic produce change big in welfare House stairs. Although characteristics his intervention different from KUBE assistance, second study the show importance differentiate knowledge entrepreneurship, access to capital, and results economy actual.

Institutional–Economic Outcome Gap: An Analytical Framework

Synthesis literature show that implementation policy, capacity institutions, social capital, and empowerment economy is interrelated dimensions related, but own different mechanisms and indicators. Banerjee, Karlan, and Zinman (2015), through synthesis six evaluation experimental, showing that impact expansion access credit micro tend limited and not always transformative. Findings the strengthen reason For No assume connection direct between intervention source power and enhancement welfare.

Based on the argument said, research This propose *Institutional–Economic Outcome Gap* as framework interpretive for examine possibility misalignment between development socio-institutional and outcomes economy in KUBE implementation. Framework This integrate perspective implementation Mazmanian and Sabatier (1983), institutional North (1990), action Ostrom(Feliu et al., 2021) social capital analysis. focused on four dimensions, namely condition economy, relations social, knowledge Work same, and understanding entrepreneurship. Framework the No intended for prove connection causal, but rather for identify pattern evaluation recipient benefits and explain the implications for strengthening implementation policy empowerment. The integration of policy implementation, institutional cooperation, and economic empowerment into the proposed analytical framework is illustrated in Figure 2.

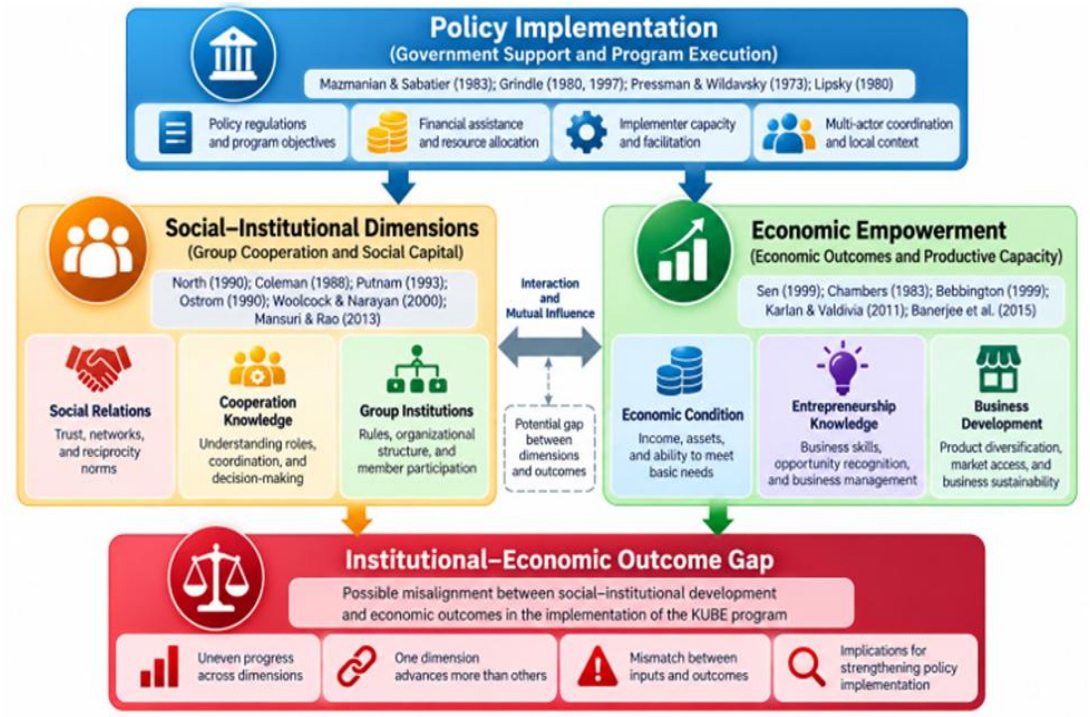


Figure 2. Analytical Framework of the Institutional–Economic Outcome Gap in the Implementation of the KUBE Program

Source: Authors' conceptual synthesis based on the theoretical literature.

2. Method

Research Design and Approach

This research use approach descriptive through secondary data analysis for study Implementation of the Joint Business Group (KUBE) Program in Brebes Regency, Central Java. Approach This used for identify pattern evaluation recipient benefit to dimensions empowerment economic and socio-institutional based on evaluation data that has been available. Analysis secondary allows researchers interpret return collected data for objective previously through question research and perspective different conceptual frameworks (Darma et al., 2023). This research No use design experiment or measurement impact causal.

Data Sources and Units of Analysis

Research data sources originate from document Evaluation of the 2024 KUBE Program prepared by the Social Service Central Java Province and its response questionnaire recipient benefits in Brebes Regency. The program includes 40 KUBE groups with allocation Rp20,000,000 in assistance per group.

Evaluation data contains 47 entries response KUBE administrators and members who were gathered through online questionnaire using Google Forms (Social Services) Central Java Province, 2024). Observation unit is response individual, whereas context analysis is program implementation at the level district. Number response No equalized with amount group recipient help and considered represent all over population recipient benefit.

Research Variables and Analytical Dimensions

Analysis focused on four dimensions based on the framework *Institutional–Economic Outcome Gap,* ie condition economy, relations social, knowledge about importance Work The same institutional and understanding entrepreneurship. Information supporters includes membership status, type business, as well as need program strengthening. Assessment before and after implementation of KUBE is retrospective Because obtained through questionnaire evaluation, not observations on two period different. Special dimensions economics, questions about condition beginning and perception improvement welfare own form measurement different so that No treated as scale equal pairs (Jiang et al., 2021).

Data Processing and Analysis Techniques

Data processing begins with inspection completeness response, consistency category, possibility duplication and standardization identity group. Quantitative data analyzed use statistics descriptive in the form of frequency, percentage, and distribution score in accordance characteristics instruments. Comparison distribution evaluation used for describe pattern perception, not estimate program impact. Selection technique analysis consider data characteristics and boundaries inference research (Bebbington, 1999).

Response open about need support analyzed through analysis content qualitative with stages identification unit meaning, coding, grouping categories, and interpretations theme. Procedure the follow principle analysis systematic and transparent content (Banerjee et al., 2015). The second result component analysis Then integrated in a way interpretive for examine possibility misalignment between development socio-institutional and outcomes economy.

Data Credibility, Ethical Considerations, and Limitations

Credibility study strengthened through inspection consistency between response recipient benefits, documents evaluation official Social Services Central Java Province, and materials Implementation of the KUBE Program in Brebes Regency. Assessment direct recipient help used as proof empirical about change condition economy, relations social, knowledge Work same, and understanding entrepreneurship that they feel after follow the program. Identity personal respondents No displayed in reporting research. Although evaluation retrospective own limitations in the form of possible memory b for ias and subjectivity, experience recipient benefit still become source important For evaluate program contributions (Brebes, 2024). Therefore that, the findings study interpreted as *perceived program impacts* that reflect KUBE's contribution to empowerment economic and social recipient benefits, without conclude that decline level poverty Brebes Regency in general overall solely caused by the program.

3. Results And Discussion

KUBE Implementation and Respondent Characteristics in Brebes Regency

The implementation of the Joint Business Group (KUBE) Program in Brebes Regency in 2024 includes 40 groups. recipient help with total allocation budget of Rp. 800,000,000 or Rp. 20,000,000 for every group. Help the directed for support activity business economy productive public through management business in a way in groups. In the context of policy countermeasures poverty, distribution help is output administrative program, while change condition economy, relations social, knowledge Work same, and understanding entrepreneurship become dimensions evaluated results (Social Services) Central Java Province, 2024).

Analysis using 47 entries response questionnaire recipient benefits in Brebes Regency. Based on membership status, response originate of 21 members (44.7%), 18 chairmen (38.3%), four secretary (8.5%), and four treasurer (8.5%). Composition the show involvement administrators and members in evaluation. However, the number of response No can equalized with amount group recipient help and considered represent all over KUBE members in Brebes Regency.

Type of business recorded covering industry processed food as many as 20

responses (42.6%), livestock 15 responses (31.9%), trade 11 responses (23.4%), and industry home or craft One response (2.1%). Diversity This show that KUBE assistance is used in a number of activity productive with characteristics different business conditions. the important as context when interpret variation experience recipient benefit (Chambers, 1983).

Perceived Economic Outcomes among KUBE Beneficiaries

Evaluation results economy show that before accept KUBE assistance, as many as 27 of the 47 responses (57.4%) provided score welfare families in the range 1–5. A total of 14 responses (29.8%) were in the range 6–8, while six response (12.8%) gave score 9–10. Distribution the show that part big respondents evaluate condition economy his family is in the category score low until medium before follow the program.

On the question about condition economy after accept aid, distribution answer show seven responses (14.9%) on scores 1–5, 24 responses (51.1%) on scores 6–8, and 16 responses (34.0%) on scores 9–10. Score eight is most frequent answer given, namely by ten response (21.3%). Findings This show that evaluation to condition economy after the program is concentrated on the range score medium until tall.

Although thus, both question economy No own a complete formulation equivalent. Question before the program asks evaluation level welfare family, whereas question after the program asks improvement perceived economic impact. Therefore that, the difference distribution score No treated as size change verified individual income.

Document evaluation the official also reported that 59.5% of recipients benefit evaluate his welfare relatively No changed, 17.1% starting feel improvement, and 23.4% felt very helpful. Classification This show existence difference intensity benefit economy according to evaluation program recipients. However, because base grouping category the Not yet can confirmed from response data original, the result No combined in a way direct with distribution score questionnaire (Coleman, 1988).

In a way overall, evaluation economy show that the benefits of KUBE are not felt in a way uniform. Some respondents give evaluation positive to development economy, whereas report evaluation Still take notes group

recipients who have not feel repair welfare in a way means. Inequality experience the be one of findings main study.

Changes in Social Relations among KUBE Members

Evaluation connection social show difference distribution response between condition before and after participated in KUBE. Before the program, 12 responses (25.5%) were at a score of 1–5, 21 responses (44.7%) were at a score of 6–8, and 14 responses (29.8%) were at a score of 9–10. After the program, responses at a score of 1–5 decreased. become two (4.3%), while scores of 6–8 amounted to 15 responses (31.9%) and scores of 9–10 increased to 30 responses (63.8%).

The most prominent changes contained in the score ten, which increases from ten responses (21.3%) to 19 responses (40.4%). The score of nine also increased from four response (8.5%) to eleven response (23.4%). Average score evaluation connection social move from 7.21 to 8.77.

Distribution the show trend evaluation connection more social positive after respondents follow the program. In the context of KUBE management, relationships social be one of relevant elements Because activity business together involving communication, interaction, and coordination between members. However, this data measure evaluation proximity reported social respondents, not frequency interaction or quality observed relationships in a way direct (Tengah, 2024).

Institutional Cooperation Knowledge

Dimensions Work The same institutional measured through evaluation respondents about importance knowledge Work The same in manage business. Before Following KUBE, there were 14 responses (29.8%) at scores 1–5, 20 responses (42.6 %) at scores 6–8, and 13 responses (27.7%) at scores 9–10.

After following the program, responses on scores 1–5 decreased. become three (6.4%), while scores 6–8 reached 16 responses (34.0%) and scores 9–10 increased to 28 responses (59.6%). In general special, score ten increase from 13 responses (27.7%) to 19 responses (40.4%), while score nine increase from No There is response become nine response (19.1%).

Average score knowledge about importance Work The same increase from 6.87 to 8.70. The pattern show strengthening evaluation respondents to

importance Work The same in management business after follow KUBE.

Although Thus, the results This need differentiated from effectiveness Work The same real institutional. Questionnaire measure knowledge or perception about importance Work same, isn't it? in a way direct measure distribution authority, settlement conflict, taking decision together, as well as sustainability coordination. With Thus, the findings This especially show developments in dimensions understanding reported institutions recipient benefit (Elo & Kyngäs, 2008).

Entrepreneurial Knowledge and Orientation

In dimension entrepreneurship, assessment before the program shows nine responses (19.1%) on scores 1–5, 24 responses (51.1%) on scores 6–8, and 14 responses (29.8%) on scores 9–10. After participating in KUBE, the distribution changed become three responses (6.4%) on scores 1–5, 19 responses (40.4 %) on scores 6–8, and 25 responses (53.2%) on scores 9–10.

Score ten increase from 12 responses (25.5%) to 18 responses (38.3%), while score nine increase from two response (4.3%) to seven response (14.9%). Average score move from 7.26 to 8.38.

The results show that respondents tend give evaluation more tall to understanding importance entrepreneurship after follow the program. However, improvement understanding No in a way automatic show improvement skills business, profit effort, productivity, or sustainability activity economics. Dimension This describe development orientation perceived entrepreneurship, while performance business need indicator addition for can assessed in a way objective (Grindle, 1980).

Cross-Dimensional Outcome Patterns and the Institutional–Economic Outcome Gap

Comparison results four dimensions evaluation show existence variation perceived development recipient benefits of the KUBE Program in Brebes Regency. Based on the proportion respondents who provided score height (9–10), dimensions connection social show the biggest increase, from 29.8 % before the program to 63.8% after the program, or increased by 34.0 points percentage. Increase the followed by dimensions knowledge Work The same from 27.7% to

59.6% (31.9 points) percentage) and orientation entrepreneurship from 29.8% to 53.2% (23.4 points) percentage). Meanwhile that, proportion score high in dimension economy changed from 12.8% to 34.0%, with 21.2 points difference percentage (Heaton, 2004). Comparison This show that development evaluation recipient the most prominent benefits in the aspect connection social, followed understanding Work same and entrepreneurship.

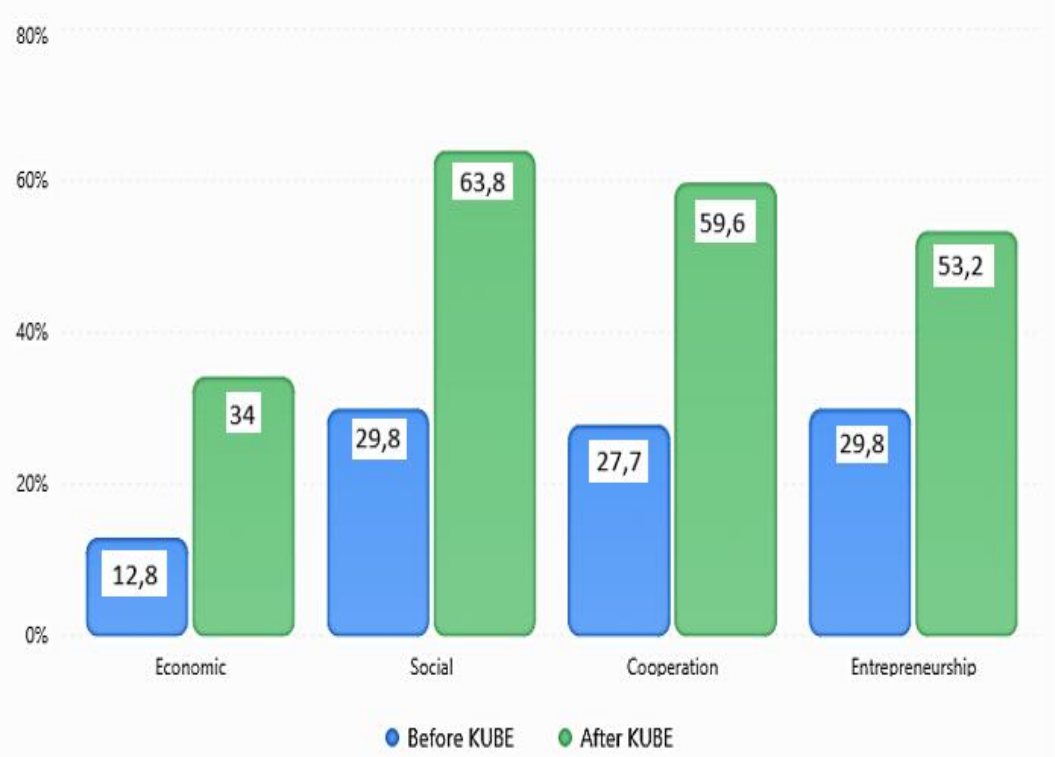


Figure 3. Comparison of High-Score Beneficiary Assessments (9–10) Before and After KUBE Participation in Brebes Regency.

Source: Social Services Central Java Province (2024), processed by the authors.

Findings the show that implementation of KUBE related with development positive in dimension social and understanding institutional recipient benefits. Increased evaluation connection social indicates that activity business in groups can become room interaction and reinforcement proximity between members. Likewise, the increase evaluation about importance Work same and entrepreneurship show development awareness recipient benefit to aspect collective and productive in management business. However, development the Not yet fully followed by benefits equitable economy. Document evaluation show that 59.5% of recipients benefit evaluate condition his welfare relatively No changed, while 17.1% started feel improvement and 23.4% felt very helped

after follow the program (Social Services) Central Java Province, 2024).

Difference pattern results the give base empirical for identification *Institutional–Economic Outcome Gap,* ie misalignment between development dimensions socio-institutional and benefits perceived economic impact program recipients. In the context of KUBE in Brebes Regency, the assessment connection social, the importance of Work same, and orientation entrepreneurship show development positive, while results economy Still varies between respondents. Although Thus, the difference formulation question economy before and after the program limits comparison direct with third dimensions others (Johnston, 2014). Therefore that, the gap the understood as pattern evaluative based on experience recipient benefits, not as proof connection cause and effect. Findings This become base for discuss How development socio-institutional can translated become benefit better economy equitable and sustainable through implementation policy empowerment public.

Implementation Support Needs Reported by Beneficiaries

Answer open recipient benefit show a number of related needs with sustainability KUBE business. Respondents mention importance solidarity, communication, honesty, and work The same between members. In addition, there are request about additional capital, training, mentoring, development products, as well as expansion marketing through online and offline channels.

A number of response in a way special touch on recording of capital and profits, increase production, as well as development type business new. There is also a proposal that the group farm get mentoring from appropriate extension workers with field his efforts. Themes the show that recipient benefit No only emphasize need help financial, but also support technical and institutional in operate business (Harefa et al., 2026; Siahaan et al., 2026; Tomi et al., 2026).

In a way overall, results evaluation show that KUBE provides room for development connection social, understanding Work same, and orientation entrepreneurship. However, the benefits perceived economic impact Still diverse, while recipient benefit identify need support continued. Combination findings This become base for discussion about connection between capacity institutional, sustainability effort, and inequality results empowerment

economy (Mansuri & Rao, 2004).

Discussion

Social Relations and the Formation of Collective Capacity

Findings study show that most prominent developments in The implementation of the Joint Business Group (KUBE) Program in Brebes Regency is in the dimensions connection social. Proportion respondents who provided score high (9–10) increased from 29.8% to 63.8%, more big compared to dimensions knowledge Work same, entrepreneurship, and economics. Findings This show that activity business based group No solely related with giving capital assistance, but also provides room interaction social enabling member build proximity, communication, and experience Work together. In the social capital perspective, Coleman (1988) explains that connection social can become source facilitating power action collective, while Putnam (1993) emphasizes importance trust and networks social for success coordination. With Thus, development connection social KUBE members can understood as indication formation capacity potential collective support sustainability business (Irwan et al., 2026; Purba et al., 2026; Reden et al., 2026; Sidabutar et al., 2026).

Although thus, increasing connection social No with by itself show that group has own capacity effective institutions. Ostrom (1990) emphasized that success management source Power in a way collective need understood rules together, mechanism supervision, and ability finish internal issues. Perspective This important Because KUBE evaluation in Brebes measures perception member about connection social and its importance Work same, isn't it? in a way direct test effectiveness taking decision or accountability management business. Findings the in line with Woolcock and Narayan's (2000) argument that social capital can facilitate development, but the benefits depends on the connection network social with source power and opportunity better economy wide.

Institutional Cooperation and Policy Implementation

Improvement proportion evaluation high in dimension knowledge Work the same, from 27.7% to 59.6%, indicating development awareness member to importance management business in a way collective. In theory implementation policy, Grindle (1980) explains that results policy influenced by interactions between program substance and context its implementation, including interest

actors, characteristics institutional, as well as capacity implementer (Mazmanian & Sabatier, 1983). The Brebes findings show that implementation of KUBE is related with development understanding Work the same, but Not yet Enough For ensure that coordination inter-member and support inter-institutional has walk effective. Difference between understanding institutions and capacity operational the become problem important in evaluate quality implementation of empowerment programs.

Pressman and Wildavsky's (North, 1990) perspective helps explain that success implementation No only determined by decision giving help, but also by series connecting action objective policy with results actual. In the context of Brebes, the implementation of help to 40 groups with allocation of Rp. 20 million per group show existence distribution source program power. However, the distribution the Not yet can made into size single success empowerment. Input open recipient benefit about need training, additional capital, bookkeeping, mentoring technical and marketing show existence need support continued. Findings This strengthen Lipsky's (1980) view that implementation policies at the level operational need ability adapt service with need real group target.

Uneven Economic Outcomes and the Limits of Group-Based Empowerment

Different with development connection social and knowledge Work same, benefits The KUBE program economy shows more patterns diverse. Documents evaluation take notes that 59.5% of recipients benefit report condition relative well- being remain, while 17.1% feel improvement and 23.4% said it was very helpful. This pattern show that experience positive in activity group Not yet always accompanied by repair perceived economic impact in a way evenly. In the approach capability, Sen (1999) asserts that development No Enough assessed based on availability source power, but must notice ability individual change source Power the become opportunities and achievements a life of value. Capital assistance and involvement in group, with thus, it is means empowerment, not guarantee improvement welfare (Angelina et al., 2026; Anggraini et al., 2026; Simanjuntak et al., 2026; Zusmelia et al., 2026).

Findings This own relatedness with Mansuri and Rao's research (2004, 2013) which shows that participation public in development programs based community No in a way automatic produce benefit equitable development. Its effectiveness influenced by context local, support institutional and program

capacity to address limitations faced group target. Karlan and Valdivia's (2011) research on training business for perpetrator business micro also shows importance differentiate development knowledge and practice business from change results economy. In the context of Brebes, the need mentoring business and access marketing delivered recipient benefit indicates that development capacity social and entrepreneurship Still need support productive in order to be able to translated become benefit better economy real.

Policy Regulation and the Institutional–Economic Outcome Gap

From the perspective regulation, objectives social and economic Actually has become part from design KUBE policy. Article 2 of the Regulation of the Minister of Social Affairs Number 2 of 2019 relates help business economy productive with improvement income, ability effort, independence, and solidarity social. Provisions about mentoring, monitoring, and reporting development business also shows that the success of the program is not intended stop at distribution assistance. However, the regulations the has revoked through Regulation of the Minister of Social Affairs Number 7 of 2023 concerning the Heroes Program the Indonesian economy, which applies when Brebes evaluation will be conducted in 2024. Regulation his replacement emphasize development ability social economy through help business, training, and mentoring (Jundana et al., 2026; Pressman & Wildavsky, 2022; Rosari et al., 2026). Development regulations This show sustainability orientation policy going to independence economy, at the same time importance support that goes beyond initial capital assistance.

In context said, research This identify *Institutional–Economic Outcome Gap* as misalignment between development evaluation socio-institutional and equity benefit perceived economic impact program recipients. Concept This No state that strengthening connection social fail produce benefit economy, but rather that both of them is achievements different that is not must growing at a rate or same time. Based on North 's (Schreier, 2022)framework, institutions provide rules and structure incentives that influence interaction economy, but existence institutions No in a way automatic ensure performance economy. Therefore that, the relationship social and awareness Work The same in KUBE can understood as condition supporters who still need capacity management, market access, and sustainability activity productive.

In a way theoretical, contribution study This lies in the affirmation that success implementation of empowerment programs based group need differentiated between development capacity social, understanding institutional, orientation entrepreneurship, and benefits economy. In general In practice, the Brebes findings show importance integrate capital assistance with mentoring business sustainable, strengthening governance group, recording finance, as well as development market access. This direction is also relevant with Regulation of the Minister of Social Affairs Number 2 of 2026 concerning the Empowerment Program Social Economy, which places preparation, implementation, and post-empowerment as stages policy. However, because the research data nature evaluation descriptive based on perception recipient benefits, concepts *Institutional–Economic Outcome Gap* need treated as interpretation empirical early, not connection causal that has been tested. Further research with revenue and profit data business and sustainability group required for test connecting mechanism development socio-institutional with results economy (Sen, 2020).

4. Conclusion

This research show that implementation of the Joint Business Group (KUBE) Program in Brebes Regency resulted in development evaluation recipient different benefits on dimensions economic, social, institutional, and entrepreneurial. The most prominent improvement found in the relationship social between members, followed by knowledge about importance Work same and orientation entrepreneurship. Meanwhile that, the benefits perceived economic impact program recipients still show variations, so that development capacity social and institutional Not yet fully followed by equalization results economics. Findings This confirm that success of empowerment programs public need assessed No based solely on distribution assistance and reinforcement interaction groups, but also based on sustainability benefit economy for program recipients.

In a way theoretical, research This identify *Institutional–Economic Outcome Gap* as pattern misalignment between development socio-institutional and outcomes economy in implementation of empowerment programs based group. Framework analytical the confirm that strengthening connection social,

understanding Work same, and orientation entrepreneurship is achievements important things that haven't been Of course quick produce improvement welfare economy. With Thus, the effectiveness of KUBE needs to be understood through connectedness between capacity collective, support institutions and opportunities available economy for member.

Implications policy study This emphasize the need strengthening implementation of KUBE through mentoring business sustainable, governance group, management finance, development capacity production and expansion access marketing. Direction of strengthening the in line with orientation empowerment and independence economy in Regulation of the Minister of Social Affairs Number 7 of 2023 concerning the Heroes Program Indonesian Economy, as framework regulations national regulations in force during the period 2024 evaluation. With Thus, the contribution study This lies in integration evaluation results socio-institutional and economic as base formulation policy empowerment a more diverse society effective, inclusive, and sustainable.

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