

Collaborative Governance on Social Safety Networks During The Pandemic Covid-19

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ABSTRAK

Artikel ini membahas tata kelola kolaboratif antara lembaga pemerintah dan LSM serta kelompok masyarakat untuk mengelola jaringan pengaman sosial. Kami mengelompokkan kegiatan-kegiatan ini menjadi dua jenis, JPS pemerintah dan JPS LSM. Program JPS pemerintah didanai oleh anggaran pemerintah, namun JPS LSM didukung oleh dana non-pemerintah daerah. Penelitian ini menggunakan metode Narrative Policy Framework (NPF).

Kata kunci: tata kelola kolaboratif, LSM, Jaringan Pengaman Sosial (JPS)

ABSTRACT

This article discusses collaborative governance between governments institutions and NGOs as well as the community groups to manage the social safety network. We have categorized these activities into two types, government's JPS and NGO's JPS. The government's JPS program has been funded by the government budget, but the NGO's JPS has been supported from local non-governmental funds. This study used Narrative Policy Framework (NPF) methods.

Keywords: collaborative governance, NGO, Sosial Safety Net

INTRODUCTION

On April 20, 2020, the Covid 19 epidemic triggered a wave of layoffs (PHK) with a nationwide average of 15.6%, according to the Population Research Center of the Indonesian Institute of Sciences (LIPI). This wave of layoffs consisted of 1.8% layoffs with severance pay and 13.8 layoffs without severance pay. This figure represented the national average; for Bali, Nusa Tenggara was the largest region with 39.9% of the total, followed by Banten, which had the second-highest percentage of layoffs (24.8%). Besides from that, the age demographic ranging from between the ages of 15 and 24, covers most of layoff instances (Ngadi, Meilianna, and Purba, 2020: 44–45). Numerous workers are impacted, including those in the official sector. Informal workers in the non-agricultural and agricultural sectors experience the same problems. During the pandemic, 28% of informal workers experienced a 30% reduction in their income, and

58% of informal employees received no pay at all (Center for Budget Studies of the DPR RI Expertise Agency, 2020: 6). Undoubtedly, this situation has an effect on decreasing the welfare of citizens as a whole. The Covid 19 epidemic has had extremely damaging impacts on both the formal and informal sectors.

The Social Safety Net (JPS) policy was the central government's response to this situation. According to Smeru (2020), the government allocated a minimum of 110 trillion rupiah in 2020 for JPS initiatives, including as social assistance, accelerated Pre-Employment Card implementation, reduced electricity and water rates, and different subsidy schemes. The Covid 19 epidemic is the subject of JPS programs in almost all ministries. The goal of this initiative was to make citizens more resilient, particularly those who have been impacted by social restriction laws and the economic sector's deterioration as a result of the Covid epidemic.

Following that, the Ministry of Villages governed the 2020 Priority Use of Village Funds Regulation, Development of Disadvantaged Regions and Transmigration (Permen DPDTT) Number 6 of 2020. A new regulation was implemented, stating that in order to reduce the effects of the Covid 19 epidemic, Village Funds were permitted to be utilized for Direct Assistance Cash-Village Funds (BLT-Village Funds) between 25 and 35 percent of the total. Villages had to put in more effort to reallocate their local funds soon after the DPDTT Ministerial Regulation was released. The village fund budget needs to be updated, and the community needs to receive BLT-Village Funds directly from them.

In order to mitigate the effects of Covid-19 and establish an expedited program for managing the pandemic, the government, especially the Local Government (Pemda), must take numerous actions. The local government revenue and expenditure budget (APBD) describes the spending plan that all government financial commitments have to conform to. Despite this, the finances available to local governments are limited. Regulations (Perda) or Qanun, the local government, supervise this budget and have been crucial in controlling the Covid-19 pandemic.

Handling Covid-19, like other disasters, often gives rise to various community participation movements (including institutions/private sector) in various regions. Participation was in the form of providing grants/donations in the form of money,

consumables or fixed assets. This participation can be done through the local government, which then distributes it to the public who have experienced the impact of the Covid-19 pandemic.

The challenge in organizing Covid-19 was that donations and funding from the general public and other organizations are accidental and need to be distributed immediately to the impacted communities. This is due to the fact that altering the APBD is a time-consuming process that, if it must be done through the APBD mechanism, will make it more difficult to implement the receiving and spending of grants and contributions. Normally, changes to the APBD are planned for the second session of the current fiscal year.

Through Presidential Instruction (Inpres) Number 4 of 2020 concerning Budget Refocussing, Budget Reallocation, and Procurement of Goods and Services in the Context of Accelerating Handling of Corona Virus Disease 2019 (Covid-19), the President has directed the Minister of Home Affairs to take additional steps to expedite the use of the APBD or to amend regional head regulations regarding the elaboration of the APBD to expedite the handling of Covid-19 to the governor/regent/mayor. In response to the Presidential Instruction. The Minister of Home Affairs Regulation permits local governments to make expenditures for which there has not been a budget yet, which was subsequently proposed in the APBD amendment draft making it simpler for local governments to handle Covid-19 through local budgeting and spending in the APBD.

The Ministry of Finance has also created a number of Social Safety Network schemes (Adhiyasa, 2020). Those programs were (a) Pre-employment cards; (b) Basic food cards; (c) Direct Village Fund Cash Assistance (Village Fund BLT); (d) Cash Social Fund; (e) Basic Food Social Services (BSS) Fund; (f) Basic Hope Program (PKH); (g) Basic food cards; and (h) Electricity subsidies. However, Non-Governmental Organizations (NGOs) have also developed and implemented social safety net initiatives, although on a smaller scale and directly for communities affected by Covid-19 who have not received government assistance. This article discusses the collaboration between the two types of JPS, the government version and the NGO version.

LITERATURE REVIEW

Social safety net collaboration

Beyond the realm of government, governance encompasses the management and planning of nations, regions, and cities by the public and private sectors. The act of governing, whether in the public or private sphere, is also referred to as governance. According to Ostrom (1990), governance is an aspect of cooperatively developed norms and guidelines intended to control both individual and group behavior within the framework of collective action. O'Leary, Bingham, and Gerard (2006, 7) define governance as the "means to steer the process that influences decisions and activities within the commercial, public, and civic sectors." Another definition of governance is a "set of coordinating and monitoring actions" that ensures the survival of an organization or cooperative partnership (Bryson, Crosby, and Stone 2006). Collaborative governance entails the government, community, and commercial sectors communicating and cooperating to achieve more than any single sector could do alone. According to Finkelstein (1995) and Rosenau (1992), collaborative forms of governance are multi-actor processes that involve a variety of stakeholders, including governments, businesses, civil society organizations, and labor unions. Previous research on global governance emphasized these forms of governance. The conditions necessary for successful collaborative governance have been researched by Ansell and Gash (2008). According to them, "the ultimate goal is to develop a contingency approach of collaboration that can highlight conditions under which collaborative governance will be more or less effective as an approach to public management and policy making (Magnette, 2003, p. 144). Both formal and informal connections in problem solving and decision making are covered under collaborative governance. Collaboration between the public, corporate, and community sectors can be facilitated in order to integrate traditional government policy processes into broader policy processes.

Three elements are needed for collaborative governance: a venue, leadership, and support. The support determines which policy issue needs to be resolved. The sectors are gathered in a forum through the leadership. The forum participants then work together to create policies, solutions, and responses. Consensus-building and network formation are only two examples of the many different ways that collaborative

governance can be implemented. A community's visioning process involves its members coming together to decide on a description of their desired future and the steps that will help bring those aspirations to reality. Building consensus is the process by which stakeholders agree on how to approach specific public policy issues. There are various models of governance, from government-led to group-based governance. (for an overview see Crouch, 2005: 108-120).

Since the Covid-19 pandemic, many scholars have researched how the government responds to this crisis situation. Djalante, et al. (2020) investigates the Indonesian government's, non-government organizations', and community's collaboration to tackle the covid epidemic. The study Yulianti et al. (2020) analyzes the Indonesian government's response to the Covid-19 pandemic, creating policies and assessing the country's crisis response management in order to control the epidemic. Schwartz and Yen's researched in Taiwan (2020) collaborative approach facilitates trust-building and understanding of local conditions and vulnerabilities while enhancing capacities and more effectively allocating resources for pandemic prevention and control. Choi's research in South Korea has found that the collaboration synergy between public and private sectors as an important factor in control of the epidemic. The result is that the South Korean public health system's battle against Covid-19 is a great example of collaborative governance. A number of policy decisions made and conducted in South Korea have been identified by researchers and the media as critical factors in the country's successful management of the situation. The smooth and efficient operation of the entire governance system is necessary for the execution of these policies, and this depends on many actors in the public and private sectors exhibiting a high degree of coordination and cooperation. Based on a true multisector perspective, Rajan et al.'s research conducted during the Covid-19 crisis revealed that governments need to recognize the complex needs and implications of society and engage in broader, cross-disciplinary consultations with experts from health and other fields. More transparency about who decision-making bodies listen to as a basis for their conclusions is required. Hattke and Martin's research looked at how a system based on fragmented authority might generate collective action that amounts to a successful crisis response. Germany's case is critical and politically relevant in countering suggestions for more centralized

and hierarchical solutions to the Covid-19 outbreak. As a result, we can see how coordination, cooperation, and collaboration can help with collective action implementation. The findings may help policymakers and administrators in gaining a better grasp of how to build a decentralized, resilient public health system and the challenges that this may involve

Different from the other research, Nugroho and Azmi used a narrative approach to research social safety net policy (2021) The goal of this study was to discuss how the national coalition policy portrayed the social safety net (JPS) policy as a way to save people from the crisis during the Covid-19 Pandemic. The influence of the policy narrative component from experts, executives, and their supporters on the JPS policy process was examined using the Narrative Policy Framework (NPF). However, research on how the government contributes in collaborative governance of social safety net programs is rare.

RESEARCH METHODS

Narrative Policy Framework (NPF) methods are used in this study. We characterize the NPF as a framework because it is a means of identifying, organizing, and comprehending concepts and their links to other concepts within the policy process. This is done by heuristically relying on the model, theory, and framework distinctions of Elinor Ostrom (e.g., 2011; Schlager, 1999; 2007).

RESULTS AND DISCUSSION

Government Social Safety Net Programs

Tim detik.com (2021) reports that Indonesia reportedly verified Covid-19 cases on March 2, 2020. By August 9th, 2021, 34 Indonesian provinces were reporting 31,991 cases of Covid-19. The Covid-19 epidemic has had a significant effect on Indonesia's economic structure; about 50% of people there are currently facing financial troubles (Semeru Research Institute Webinar, March 4, 2021). The implementation of a Large-Scale Social Restrictions (PSBB) policy in 2020 represents one of the policies that could lead to a decline in business activity and limited employment prospects. During the pandemic, individuals found it more difficult to get social services they needed,

which made it harder for them to receive food, health care, and education for their kids. The poor and their families who work in the unorganized sector, MSMEs with low credit, disrupted corporate systems, and banking conditions that can lead to capital flight, depreciation of the rupiah, liquidity issues, and financial market volatility were the groups most impacted (Mardiyah and Nurwati, 2020). Besides from that, a great deal of businesses, factories, stores, and MSMEs had to close down, downsize, or even eliminate workers. People now opt to be extremely cautious when making investments and even when buying products as a result of the COVID-19 pandemic's enormous impact on investment.

The government's has regulated Perppu Number 1 of 2020 concerning State Financial Policy and Financial System Stability for Handling the Covid-19 Pandemic which includes more details about national economic recovery, taxation, financial system stability, arrangements for financial policy between the center and the regions, and other related topics. But the Social Safety Net is only briefly discussed and limited to an article stating that village revenue can be used for faster Covid-19 program management and village-level direct cash assistance (BLT) to low-income individuals (Maftuchan, 2020).

The Social Safety Network program was announced by President Joko Widodo at a press conference on March 31, 2020. A state may offer the Social Safety Net (JPS), which is non-contributory aid aimed at enhancing the quality of life for vulnerable families, the impoverished, and the very poor (World Bank, 2018). Because the recipient of JPS does not need to make any prior contributions, it is referred to as non-contributory. The individual can get this help as long as they fulfill the requirements set forth by the state. Yohandarwati et al. (2003) state that this approach is applied in Indonesia in order to give vulnerable groups—particularly the impoverished and extremely poor—a sense of security and protection. According to Yohandarwati (2003) the definition of protection and guarantee can be explained as:

"..a policy action carried out to provide protection and a sense of security for the poor, especially for the very poor and poor community groups (the poor)"

In order to mitigate the poverty caused by the effects of Covid-19, the government implemented the JPS Program. The JPS includes providing Direct Cash

Assistance (BLT), Assistance for Micro Business Actors (BPUM), Pre-Employment Card Assistance, Electricity Subsidies, and Social Assistance. The Family Hope Program (PKH), BST (Cash Social aid), and Basic Food Social Assistance are the three categories of social assistance that the government offers (Permensos RI, 2019). In this instance, the Indonesian government has allocated over hundreds of trillions of rupiah in funding to help citizens impacted by COVID-19, particularly those who live in lower middle-income communities.

Maftuchan (2020), stated that the program details as follows: (1) Ten million eligible families will participate in the Family Hope Program (PKH) for a full year. Families with early childhood children pay IDR 3,000,000 annually for pregnant women, IDR 2,400,000 for families with impairments, and so on. With a 37.4 trillion dollar budget allotted, this policy went into force in April of 2020. (2) Food Assistance without Cash (BPNT). Also, the government increased the number of people receiving BPNT help from 15.2 million to 20 million. This was followed by an increase in the aid amount as a percentage of the total, which went from IDR 150,000 to IDR 200,000 per recipient, or a 30% increase. (3) Pre-Employment Card with a four-month incentive of IDR 600,000. (4). The energy subsidies. In addition to offering full subsidies to 450 VA power customers, the government also offers three-month subsidies to 900 VA electricity users. (5). Budget reserve allocation, funds amounting to IDR 25 trillion will be used for basic needs, market operations and logistics. (6). Credit relief under 10 billion for informal sector workers and MSMEs. (7) Village Fund BLT for 11 million beneficiaries for three months, with the exception of those receiving pre-employment assistance, basic food cards, cash social assistance, and PKH.

A family receiving assistance from the Family Hope Program (PKH), Basic Food Cards, Pre-Employment Cards, Cash Social Assistance (BST), or other government social assistance programs may not be eligible for the Village BLT program. However, the program must be based on the criteria of poor or underprivileged families who live in the village. For a period of six months, Village BLT will provide Beneficiary Families (KPM) with an amount of IDR 600,000 for the first three months and IDR 300,000 for the remaining three. With April 2020 seeing the

fastest distribution, the entire Village Funds used for this program came to IDR 31.79 trillion, or roughly 44.65% of the total Village Funds.

The Village BLT program was designed to maintain the purchasing power of the populace, which was already beginning to dwindle, particularly for those who lived in rural areas. The villagers' economy may be able to recover with an increase in people's purchasing power. The nation's economy may ultimately be strengthened by changes in the economic cycle at the base of society. The Village Fund policy, including Village BLT, has been implemented so that these funds can quickly reach the people who need them and be immediately used for their daily living needs. The BLT, in Article 1 Number 28 of Village Minister Regulation Number 6 of 2020 BLT was defined as assistance for poor people which was sourced from village funds. This assistance is a type of social protection and security from the Government. JPS can be given to poor groups and used productively or invested appropriately, such as for education, purchasing business assets, developing social networks, or anything that can increase income (Devereux, 2002). This means that there are 2 ideal goals directed at this type of JPS program, namely for minimal protection so that it can survive, and for development into something productive.

Table 1 The government social safety net programs

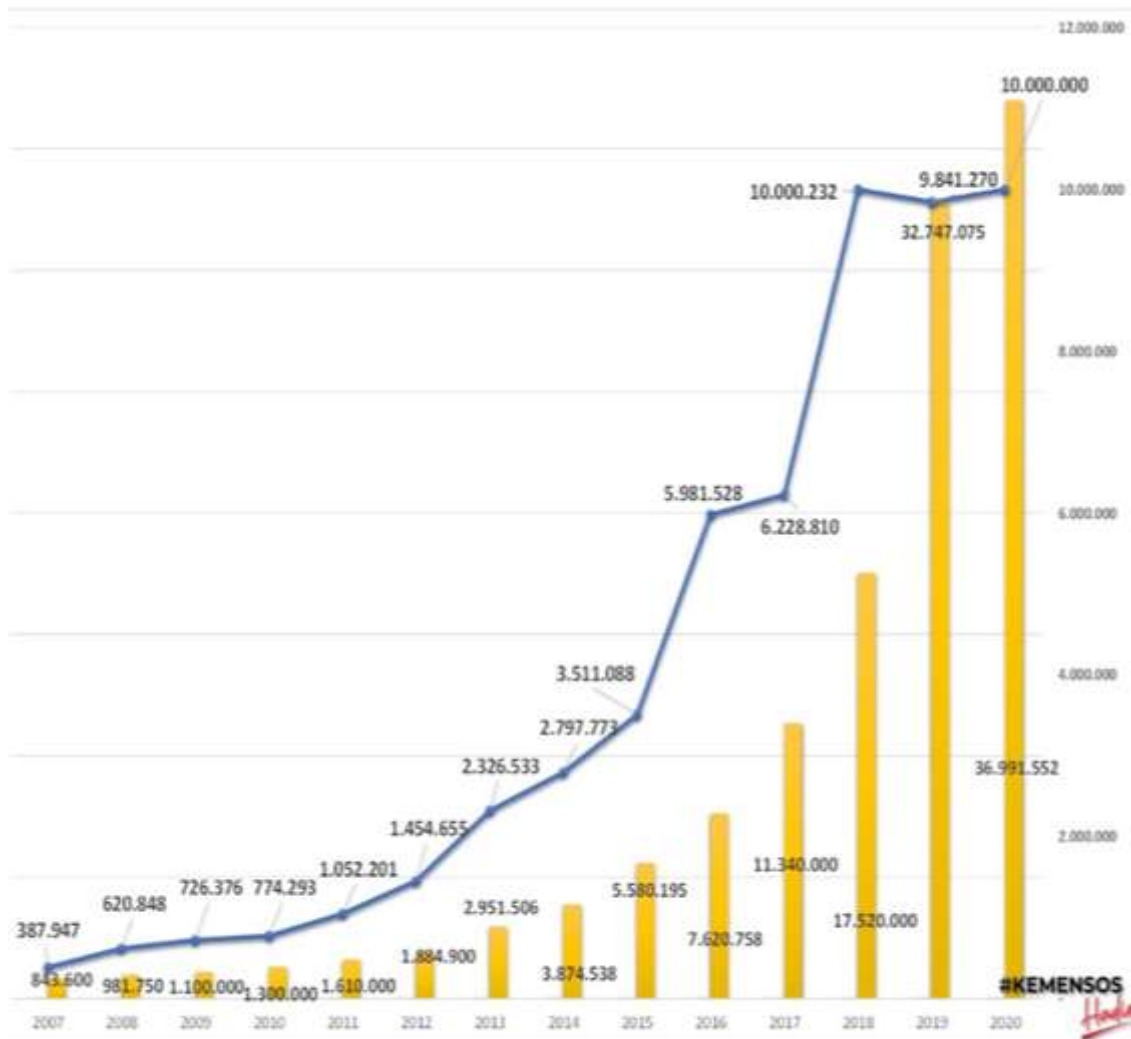
Program	Support	Mechanism
Program Keluarga Harapan	National to lowest level government	Bottom - up
Keluarga Penerima Manfaat	National to lowest level government	Bottom - up
Cash and Basic Food Program	National to lowest level government	Bottom - up

Source: The secondary data that has been processed

The other JPS's program for the low-income families was the Family Hope Program (PKH) social fund. PKH seeks to boost purchasing power, enhance nutrition, and support the immune systems of young people, pregnant women, the elderly, and those with severe disabilities. In order to reduce social risks during the Covid-19 pandemic, the program will also raise public consumption as well as the income and expenses of low-income households (Ministry of Social Affairs, 2020). The distribution of PKH rose by 25% during the pandemic, from 9.2 million beneficiary families (KPM)

to 10 million KPM. Pregnant mothers and children ages 0 to 6 received a monthly allocation of 250 thousand rupiah from the nominal PKH funds. Elementary school (SD) pupils received a monthly allocation of 75,000 rupiah, while female students received a monthly allocation of 125 thousand rupiah. Monthly fees for Upper Middle School (SMA) pupils are 166 thousand rupiah, while Secondary School First (SMP) students pay 166,000 rupiah. In the meantime, 200 thousand rupiah per month will be given as help to participants in the PKH who are over 70 years old and those who fall within the category of people with severe disabilities. A family may have up to four receivers of the PKH social payments. The community also gets funding from the Cash Social Fund (BST), which was awarded by the government following the identification of the Covid-19 outbreak in Indonesia, as well as to the PKH. BST was different from other programs in that that selects participants based on Integrated Social Welfare Data (DTKS). Those who eligible for charity but do not receive PKH support are known as BST receivers. Furthermore, those who receive BST are impacted people. Name by address (BNBA), Population Identification Number (NIK), and current cellphone number have also been used to track the direct economic impact of the Covid-19 epidemic. The distribution of BST is split into two categories for the months of April through December 2020. The first group covers April 2020 to December 2020. BST beneficiaries were given a monthly assistance of IDR 600,000.00 per family in June 2020. Furthermore, the distribution of BST for the second group began between July and July. December 2020, each family will receive a small amount of aid equal to IDR 300,000.00 per month. Distribution of BST to the community follows the same transfer process to each beneficiary's Himbara Bank account following the PKH policy. However, for BST recipients who did not have an account at Bank Himbara, the subsidy will be channeled through PT Pos Indonesia (Ministry of Social Affairs, 2020).

Figure 1: The PKH



The NGo’s Social Safety Nets Program

Following the Covid-19 pandemic, a movement for community solidarity was born. Whether publicly or individually, assist those who have been affected by Covid-19. Vegetables or ready-to-eat meals are given to them as assistance. In this non-governmental organization, two strategies have developed: receiving financial assistance or basic food needs. This program can be categorized as a social safety net but on a small scale. This JPS program, although on a small scale, has been beneficial for people who do not receive government assistance. This NGO assistance was immediately received by people suffering from Covid-19. Under the NGO’s management, the JPS program was initiated by the community, for the community.

Among these initiatives was Jogo Tonggo, a community-based program that promotes neighborly caregiving. Neighborhood-level members in a community take care of each other's medical needs. Jogo Tonggo was a program designed to accelerate Covid-19 management at the Community Association level through community-based approaches (Sulistiani & Kaslam, 2020). The following organizations have been incorporated in the Jogo Tonggo policy: Karang Taruna, Dasa Wisma, Posyandu, PKH Facilitators, Village Facilitators, Field Farmer Facilitators (Agriculture), Other Organizations, Residents, Village Medical Personnel, and Cross-community Institutions. The JPS program, which was initiated by community groups, was based on local wisdom such as Jogo Tonggo.

Table 2 The NGO's social safety nets program

Name of Program	Type Donation	Inisiator
<i>Jogo Tonggo</i>	Community self-help program	Local government in East and Central Java
<i>Kampung Tangguh</i>	Village Fund	Village Government in East and Central Java

Source: Secondary data

The community did not have complete authority over the Resilient Village Program. Prior to this program, the local development plan's inclusion of disaster management was discussed with the village leaders. This will be expected that the Disaster Development Budget Plan will be integrated into the Village Development Plan as part of the Village/Kelurahan Disaster Management Plan (RPB Desa/Kelurahan) program. Operating autonomously, RPB would find it difficult to obtain finance because of competition from other companies and their objectives related to village development. Because of this, it will be expected that the Village DRR Forum will help with the RPB Dec/Ex formulation as well as the integration of RPB elements into the Village Medium Term Development Plan.

DISCUSSION

The program for dealing the communities affected by the Covid-19 pandemic has been implemented through a social safety net between the government and the

community. The collaboration between government and society has been able to develop people's live in social safety net governance, all governmental levels have a strategic role, but without community engagement, the program won't succeed. The Village Fund provides funding for the Government's JPS. The JPS funds provided by the government was limited, and many people have no access to support. People who do not receive funding from the government were then assisted by JPS's community assistance.

CONCLUSION

The management of Covid-19 victims in society is too complicated to be handed to the government's JPS alone. The capacity of the government was limited. Although the JPS was given to some people, many people do not receive assistance from the government. The government have limitation. Then through the JPS program and maximizing community donations, the NGO's have been able to avoid these government limitations. However, the increased growth of community support during the Covid 19 pandemic has enhanced the quality of life for those who do not get government help. Because to the collaboration of NGOs and the government, the post-Covid-19 condition of society has gotten better.

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