Implementation of social assistance policy for communities affected by the covid-19 pandemic in DKI Jakarta Province

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ABSTRACT

The Covid-19 pandemic has significantly impacted health and the economy, leading many countries, including Indonesia, to launch social protection programs to mitigate the negative effects of the crisis. This research employs a qualitative research method with purposive sampling in selecting informants. Data analysis is conducted using the Miles and Huberman method, supported by the Nvivo 12 application. The research findings indicate that the implementation of social assistance policies for communities affected by the Covid-19 pandemic in DKI Jakarta Province involves two main aspects: policy content and policy implementation context. The policy content aspect encompasses factors such as influencing interests, types of benefits provided to the community, the expected extent of change, the roles of policymakers, the implementation of social assistance programs, and the limitations of available resources. On the other hand, the policy implementation context aspect includes power, interests, and strategies of the actors involved, the characteristics of institutions and authorities distributing social assistance, as well as the compliance levels and responses from policy implementers.

Keywords: social assistance policy; covid-19 pandemic; communities affected

INTRODUCTION

The Covid-19 pandemic has had a significant impact on communities worldwide, including in DKI Jakarta Province, Indonesia. In response to the challenges posed by the pandemic, the Indonesian government, through the Ministry of Social Affairs, has implemented social assistance policies to support communities affected by the crisis. These policies aim to provide relief and improve the welfare of the population during these challenging times (Minas et al., 2012; Nelson, 2013; Sátyro & Cunha, 2014; Yörük et al., 2019).

However, the implementation of social assistance policies in DKI Jakarta Province has faced various issues and constraints. These issues include inaccurate and incomplete data of aid recipients, lack of transparency in data management, and challenges in disseminating accurate information and ensuring equitable access to assistance (de Senna & Souza, 2016; Li & Walker, 2020; Varshney et al., 2021; Zhang, 2015). These challenges have hindered the effectiveness of the bureaucracy in addressing the Covid-19 pandemic and delivering social assistance effectively to those in need (Alnuaimi et al., 2022; AlNuaimi et al., 2022; Hatcher, 2020; Kuo & Chen, 2021; Wren-Lewis, 2020).

To overcome these challenges and improve the implementation of social assistance policies, it is crucial to investigate and understand the current state of the implementation process in DKI Jakarta Province. By examining the policy's implementation, identifying existing issues,
and exploring potential solutions, this research aims to contribute to the improvement of social assistance programs and the overall welfare of the affected communities.

The theoretical framework used in this study is based on the concepts of social protection and policy implementation. Social protection refers to the set of policies and programs designed to ensure the well-being and social security of individuals and communities, particularly in times of crisis or vulnerability. Policy implementation theory focuses on the processes, actors, and factors that influence the successful implementation of public policies.

Research on the implementation of social assistance policies during the Covid-19 pandemic has gained attention globally. Studies conducted in various countries have highlighted the importance of comprehensive strategies and effective implementation to respond to the socio-economic impacts of the pandemic.

Sasuwuk et al., (2021) emphasized the need for comprehensive strategies in executing social protection programs to respond to Covid-19, highlighting the lack of such strategies in some countries. Emphasized the importance of narrative development and control in policy advising practices, as well as the need for effective communication and socialization of policies.

In the Indonesian context, research on the implementation of social assistance policies during the Covid-19 pandemic is still limited, especially in DKI Jakarta Province. Therefore, this study aims to fill this gap in the literature and contribute to the understanding and improvement of the implementation of social assistance policies in the province. The main objective of this research is to analyze the implementation of social assistance policies for communities affected by the Covid-19 pandemic in DKI Jakarta Province.

**METHOD**

**Approach**

This study adopts a qualitative research approach to explore and understand the implementation of social assistance policies for communities affected by the Covid-19 pandemic in DKI Jakarta Province. Qualitative research allows for an in-depth examination of complex social phenomena and provides rich insights into the experiences, perspectives, and interactions of individuals and organizations involved in policy implementation (ÖZKER et al., 2022).

**Informants**

The informants for this research consist of key stakeholders involved in the implementation of social assistance policies in DKI Jakarta Province. These stakeholders may include government officials from the Ministry of Social Affairs, representatives from local government agencies, community leaders, beneficiaries of social assistance programs, and other relevant actors who possess valuable knowledge and insights related to the research topic. A purposive sampling technique will be used to select informants who can provide comprehensive and diverse perspectives on the implementation process.

**Data Collection Techniques**

Data collection will involve several techniques to gather comprehensive and relevant information. These techniques may include:

1. Interviews: In-depth interviews will be conducted with key informants to explore their experiences, perceptions, and challenges related to the implementation of social assistance
policies. The interviews will be semi-structured, allowing flexibility for follow-up questions and probing deeper into specific issues.

2. **Document Analysis:** Various documents, such as policy documents, reports, guidelines, and official correspondence, will be analyzed to gain insights into the policy framework, guidelines, and administrative processes related to social assistance implementation. This analysis will provide a contextual understanding of the policies and their operationalization.

3. **Observation:** Direct observation of the implementation process, such as attending coordination meetings, field visits to social assistance distribution centers, and observing interactions between stakeholders, will provide valuable insights into the actual practices and dynamics of the implementation.

**Data Analysis**

Data analysis will follow an iterative process using NVivo 12, a qualitative data analysis software. The software will assist in organizing, coding, and categorizing the data, facilitating the identification of emerging themes and patterns. The analysis process will involve the following steps:

1. **Transcription:** Interviews will be transcribed verbatim, ensuring accurate representation of the collected information.

2. **Data Coding:** Initial codes will be generated by systematically reading and organizing the data. The coding process will involve both deductive coding based on predetermined themes derived from the research objectives and inductive coding to capture emerging themes and concepts.

3. **Theme Development:** Codes will be grouped into broader themes and sub-themes, allowing for the organization and interpretation of the data. Themes will be explored to provide a comprehensive analysis of the implementation process.

4. **Data Interpretation:** The identified themes and patterns will be analyzed and interpreted in relation to the research objectives. Findings will be supported by quotations and examples from the data to ensure transparency and credibility.

5. **Triangulation:** Data triangulation will be employed to enhance the validity and reliability of the findings. This will involve cross-referencing and comparing data from different sources, such as interviews, observations, and document analysis.

**RESULT AND DISCUSSION**

**Result**

The economic crisis triggered by the COVID-19 pandemic has created a need to improve the social assistance system in Indonesia. This unprecedented pandemic-induced economic crisis has led to a situation filled with uncertainty within society. Such circumstances have driven the urgency to comprehensively reform the social assistance system. Policy makers are expected to swiftly respond to the social upheavals in society. Both of these requirements can only be achieved through coordination and synchronization mechanisms involving relevant actors at various levels of government. The need for a revamped social assistance system can be observed from various issues related to data collection and distribution of assistance during the pandemic.

After analyzing the implementation of the Covid-19 social assistance policy by the Department of Social Services in DKI Jakarta Province using Grindle's theory of implementation
as a measurement/indicator, the components examined in policy implementation are as follows:
1) Policy Content, consisting of: a) Interest Affected, b) Type of Benefits, c) Extent of Change Envisioned, d) Site of Decision Making, e) Program Implementer, and f) Resources Committed,
2) Implementation context, such as: a) Power, Interest, and Strategy of Actors Involved, b) Institution and Regime Characteristics, c) Compliance and Responsiveness (level of compliance and presence of responses from implementers).

The analysis of policy implementation in the two aspects of policy content and context provides clear information regarding the implementation of social assistance in DKI Jakarta Province. The policy context will be presented by conducting an analysis using NVivo 12 in Figure 1.

Figure 1
Analysis of Policy Implementation in Terms of Policy Content and Policy Context using NVivo 12

The analysis of policy implementation in terms of policy content revealed the existence of six semantic nodes representing different meanings. From interviews, it was found that there were 20 beneficiaries, 18 implementers (or sub-district heads), and 6 policy-makers who served as cases, which were managed using the NVivo 12 software's Project Map feature. The prominent theme that emerged from this analysis was brotherhood or solidarity.

Furthermore, informants provided information stating that there were nodes grouping items from each aspect of policy content, which were divided into six aspects. Each aspect consisted of two sub-aspects, namely: 1) community economic sustainability, 2) policy differences in the pandemic era, 3) policy actors during the pandemic, 4) legal basis for social assistance policies in the COVID-19 era, 5) policy influenced by internal local government, 6) policy unaffected by
exteral parties, 7) types of assistance in the pandemic era, 8) benefits for the community, 9) implementation of social assistance policies in the pandemic era, 10) stakeholders involved in policy implementation, 11) limited human resources needing additional support, 12) available and capable human resources.

Similarly, the analysis of policy implementation in terms of policy context also identified six semantic nodes and involved 20 beneficiaries, 18 implementers (or sub-district heads), and 6 policy-makers as cases, which were managed using the NVivo 12 software's Project Map feature. The prominent theme that emerged from this analysis was also brotherhood or solidarity.

Moreover, in the context analysis, nodes were identified to group items from each aspect of policy context, which were divided into three aspects with two sub-aspects per aspect. These sub-aspects include: 1) Utilization of Integrated Social Welfare Data (DTKS), 2) Empowerment of street-level bureaucracy, 3) Socialization of social assistance policies, 4) Penta helix strategy in the implementation of social assistance policies, 5) positive response from the community to social assistance policies, 6) negative response from the community to social assistance policies.

The findings from the analysis of policy content and policy context contribute to a comprehensive understanding of various aspects of the implementation process. These insights shed light on the challenges, successes, and potential areas for improvement in the implementation of social assistance policies during the Covid-19 pandemic.

Discussion

In the aspect of policy content analysis, the implementation of the policy revealed six semantic meaning nodes. The data collected from interviews with 20 beneficiaries, 18 implementers (such as local government officials or district heads), and 6 policy-makers were managed using NVivo 12, specifically the Project Map feature. Notably, the theme of brotherhood emerged from the analysis. Furthermore, the informants provided information that categorized the items from each aspect of policy content into six aspects, each with two sub-aspects. The sub-aspects are as follows: 1) community economic sustainability, 2) policy differences in the pandemic era, 3) actors shaping policies during the pandemic, 4) legal basis of social assistance policies in the Covid-19 era, 5) policy influenced by internal local government factors, 6) policy unaffected by external factors, 7) types of assistance in the pandemic era, 8) benefits for the community, 9) implementation of social assistance policy during the pandemic, 10) stakeholders involved in policy implementation, 11) limited human resources requiring additional support, and 12) available and capable human resources for their tasks.

Moving to the aspect of policy context analysis, it was found that six semantic meaning nodes were identified, with 20 informants being beneficiaries, 18 being implementers (such as local government officials or district heads), and 6 being policy-makers. These informants were transformed into cases and managed using NVivo 12, specifically the Project Map feature. The prominent theme that emerged from the analysis was brotherhood. Furthermore, nodes were identified that grouped the items from each aspect of policy context into three aspects, each with two sub-aspects. These aspects are as follows: 1) utilization of Integrated Social Welfare Data (DTKS), 2) empowerment of street-level bureaucracy, 3) socialization of social assistance policies, 4) the penta-helix strategy in the implementation of social assistance policies, 5) positive response from the community to social assistance policies, and 6) negative response from the community to social assistance policies.

The use of NVivo 12 and its Project Map feature has provided a systematic and comprehensive approach to analyzing the implementation of social assistance policies in DKI
Jakarta Province. The findings obtained from the analysis of policy content and policy context shed light on various aspects of the implementation process, including the themes, sub-aspects, and the perspectives of different stakeholders involved in the policy implementation. These insights contribute to a deeper understanding of the challenges, successes, and potential areas for improvement in the implementation of social assistance policies during the Covid-19 pandemic.

Analyzing the implementation of social assistance policies in DKI Jakarta Province provides valuable insights into the intricacies of policy implementation during the Covid-19 pandemic. The findings obtained from the analysis of policy content and policy context shed light on various aspects of the implementation process, including the themes, sub-aspects, and the perspectives of different stakeholders involved.

The identification of six semantic meaning nodes in the analysis of policy content provides a comprehensive understanding of the key elements and concepts embedded within the policies. This finding aligns with the study by Klaster et al., (2017), which emphasizes the significance of analyzing policy content to uncover the underlying principles and objectives of policies. Furthermore, the categorization of informants into beneficiaries, implementers, and policy-makers allows for a multi-dimensional examination of the implementation process. This approach is consistent with the research by Lim et al.,(2016), who argue that understanding the perspectives of various stakeholders is crucial for assessing the effectiveness and challenges of policy implementation.

The identification of themes such as brotherhood in the policy content analysis highlights the social and community-oriented aspects of the social assistance policies. This finding resonates with the study by Misuraca et al.(2018), which emphasizes the importance of social cohesion and solidarity during times of crisis. Moreover, the analysis of policy context reveals important dimensions such as data utilization, empowerment of street-level bureaucracy, and the effectiveness of policy communication and socialization. These findings provide valuable insights into the contextual factors that influence policy implementation. This aligns with the research by (Sabatier & Mazmanian, 1980), who argue that policy implementation is contingent upon the interplay of various contextual factors.

The analysis of both policy content and policy context provides a comprehensive understanding of the challenges, successes, and potential areas for improvement in the implementation of social assistance policies during the Covid-19 pandemic. This insight contributes to the existing body of literature on policy implementation during crises.

CONCLUSION

The implementation of social assistance policies for communities affected by the COVID-19 pandemic in DKI Jakarta Province is observed through two crucial aspects: a) policy content, and b) policy implementation context. In terms of policy content, six sub-aspects are considered: 1) the interests that are still influenced by the internal government of the local region, 2) the types of benefits received by the community based on their characteristics, such as those who have lost their jobs due to the pandemic, and other relevant characteristics, 3) the expected extent of change, where the community is expected to endure the COVID-19 pandemic despite the current funds not providing significant welfare improvements, 4) the roles of policymakers, with central authorities formulating regulations and making policies, while local government organizations are responsible for distributing social assistance according to the provided programs, 5) the
implementation of programs that have been distributed to communities affected by the COVID-
19 pandemic still face challenges, impacting the beneficiaries. Although there is excellent cross-
sectoral coordination in the distribution of social assistance, there are still obstacles faced by program implementers. 6) The available resources are limited and insufficiently capable due to the impact of COVID-19 on employees, resulting in work from home arrangements.

On the other hand, in terms of the policy implementation context aspect, three sub-aspects are considered: 1) the power, interests, and strategies of the actors involved, who should implement social assistance policies using a penta helix strategy and conduct socialization efforts to educate the community about the distributed assistance. 2) the characteristics of institutions and authorities responsible for distributing social assistance, ensuring compliance with regulations and coordination directed by the central and provincial governments. However, there are still deficiencies in implementation, such as coordination issues and inaccurate data. Additionally, the limited resources available for assistance distribution pose further challenges. 3) Compliance levels and responsiveness from implementers prompt quick responses from the government regarding data accuracy weaknesses and improved coordination. Given the ongoing pandemic situation, the government aims to enhance the implementation of the current assistance policy, considering the continued impact of the pandemic.

REFERENCES


