Sharpening Strategic Collaborative of Social Safety Net Program in Covid-19 Era: The Uses of Force Field Analysis

I. Gede Eko Putra Sri Sentanu[1]([✉]), Ardian Prabowo[1], Klara Kumalasari[1], Yuliannova Lestari[2], and Pongsathon Kaewmanee[3]

[1] Faculty of Administrative Science, Universitas Brawijaya, Malang, Indonesia
sentanu@ub.ac.id
[2] School of Politics and International Studies, Central China Normal University, Wuhan, Hubei, People's Republic of China
[3] Faculty of Political Science and Law, Burapha University, Chonburi, Thailand

Abstract. The COVID-19 outbreak in Indonesia has triggered a socioeconomic disaster. The government needs to include the Direct Cash Assistance (*Bantuan Langsung Tunai*) program as an essential social safety net for citizens affected by COVID-19. Because of incorrect distribution. The purpose of this research is to develop a plan for the accuracy of collaboration among players in the distribution of the Cash Direct Assistance program in Batu City. This study uses qualitative research methods and applies forces field analysis as an analytical tool to obtain the target condition. This study demonstrates that city-community collaboration hasn't been maximized. Nonetheless, this initiative may serve as a social safety net for those with shared welfare in the future. By comparing the positive and inhibitory variables, one might determine that the positive elements are more important. This analysis may enhance strategies in five dimensions, increase community involvement elements, generate accountability and transparency, and implement digitalized and integrated G2P so it can be applied in this program by raising positive factors and restraining obstructing factors.

Keywords: Conditional Cash Assistance · Force Field Analysis · Collaborative · Strategies

1 Introduction

The COVID-19 pandemic has caused a dramatic loss of human life worldwide [1, 2]. This case began with the World Health Organization (WHO) information on December 31, 2019, which stated a cluster case of pneumonia of unknown aetiology, a new type of coronavirus in Wuhan City, China. The increase in the number of Covid-19 cases is happening quite quickly and has spread between countries, Indonesia is no exception [3]. On March 11, 2020, WHO has declared COVID-19 as a pandemic [2]. According to a Ministry of Health, COVID-19 has mutated into several variants, such as the delta and omicron variants, where the omicron variant has a high level of transmission and risk of

severity. This pandemic presents unprecedented challenges in terms of health, food and economy [1, 2, 4]. In the economy, the pandemic has an impact on the business sector, causing layoffs, and reducing employment [5]. Social instability is predicted to occur if this situation is not properly anticipated. Over time, the disparity between income groups, between regions, and between urban and rural areas will expand, which will have an influence on the occurrence of intergenerational poverty. The Covid-19 pandemic has negatively impacted the economy in a variety of ways, not just in metropolitan areas but also in rural areas [5, 6].

The government has issued a social assistance program for communities affected by the COVID-19 outbreak as a social safety network in the COVID-19 crisis to restore the community's economy [7]. The Republic of Indonesia's Ministry of Social Affairs' Decree No. 54/Huk/2020 concerning the Implementation of Basic Food Social Assistance and Cash Social Assistance in Handling the Impact of Corona Virus Disease 2019 provides the legislative framework for this initiative. According to a Ministry of Social Affairs, Social assistance is temporary assistance provided to the poor society, which aims to improve their lives in a reasonable manner. In the regulation, it is explained that to implement the social safety net as mandated in Government Regulation in Lieu of Law Number 1 of 2020 concerning State Financial Policy and Financial System Stability for Handling the Corona Virus Disease 2019 (COVID-19) Pandemic and/or In Facing Threats Those who endanger the National Economy and/or Financial System Stability for people affected by Corona Virus Disease 2019 (COVID-19), need to provide social assistance for basic necessities and cash social assistance [8].

In addition, the social assistance program is also a form of realization of the responsibility of the central government or local government which is very concerned about the condition of the poor and neglected communities in each region [9, 10]. This program is an implementation of the 1945 Constitution Article 34 paragraph 1 which states that the poor and neglected children are cared for by the state. The distribution of social assistance expenditures to State Ministries/Institutions in the form of money can be made through Bank/Post channeling to recipients of social assistance in accordance with the Regulation of the Minister of Finance regarding social assistance spending at State Ministries/Institutions, namely: (1) Regulation of the Minister of Finance Number 228/PMK.05/2016 concerning Amendments to the Regulation of the Minister of Finance Number 254/PMK.05/2015 concerning Social Assistance Expenditures at State Ministries/Institutions; and (2) Minister of Finance Regulation Number 254/PMK.05/2015 concerning Social Aid Expenditures at State Ministries/Agencies and Minister of Finance Regulation Number 254/PMK.05/2015 concerning Social Aid Expenditures at State Ministries/ Agencies.

Batu City implements the COVID 19 social relief program derived from the Batu City Government's regional budget. This is regulated in Batu Mayor Regulation No. 40 of 2020 concerning the provision of social assistance for people affected by the 2019 Corona virus disease outbreak in Batu City. The Direct Cash Social Assistance Program in Batu City is intended for people affected by the COVID-19 pandemic, especially for people who have decreased income or even lost their jobs. According to the Batu City Government, the impact of COVID-19, as many as 2,555 workers were laid off, and 52 other workers were forced to experience layoffs. The majority of these workers work in

the hotel sector and manage tourist destinations in Batu City. In Batu City, the tourism sector is one of the main ones affected by the Covid-19 pandemic [11].

However, in its implementation, there are several problems in the distribution of social assistance to the central and regional governments, having several obstacles in distributing social assistance to the community [12, 13]. In Batu City, there are still problems in determining the data on recipients of social assistance programs. This happened because the Social Service determined the data on beneficiaries still referred to the 2015 Social Welfare Integrated Data (DTKS) [14]. Even though this program is intended for people in need in the midst of the impact of the Covid-19 pandemic. Thus, it makes the distribution of aid not right on target. In addition, added that the distribution of social assistance to the community was not optimal due to the government's unpreparedness [15] and the unprepared decision support system to determine which poor families should be given assistance [16]. The issue of the COVID-19 pandemic requires academics to play an active role, the one is in the field of research, such as research conducted the implementation of social assistance policies for communities affected by COVID-19 empirically faces problems, especially in the distribution that is not right on target, some people belonging to the Target Households (RTS) do not receive social assistance while the people who are classified as capable and are not the Target Households (RTS) instead received assistance [17]. One of the causes of these problems is the absence of collaborative supervision, the process of monitoring social assistance policies for communities affected by COVID-19 is carried out using closed internal controls where other parties including the community do not have access to carry out such supervision.

From several previous opinions, researchers can conclude that the social assistance program is still not effective, because there are still obstacles that must be resolved by the government. Therefore, the government needs to form an effective cooperation strategy in social assistance programs, so that it can increase the accuracy of targeting social assistance recipients.

This study focuses on improving strategic factors such as the governance dimension, administrative dimension, autonomy dimension, mutualism dimension and reciprocity and trust dimension. It is necessary to establish the main principles in creating a social safety net of accountability, transparency, participation, and inclusion. This research is a refinement of previous research from Sentanu, because what affects not only the collaboration factor between actors, but there are other factors in creating the effectiveness of this program. At the same time create strategies to maximize the achievement of social assistance programs for communities affected by COVID-19 [18].

Found that cooperation in a program has a positive role in improving government performance [19]. In addition, that cooperation can strengthen cooperation or networking and coordination of the government and all relevant ranks including all regional government heads and cross-sectoral experts in the settlement of COVID-19, therefore research on cooperation in distribution Cash social assistance for people affected by COVID-19 is very important in determining strategies.

2   Research Methods

A qualitative descriptive approach is used in this research. Research that gives a thorough and organized description of the subject under study is referred to as descriptive research. This study offers knowledge and data related to the field's phenomena [20]. Investigating and comprehending the meaning that some people or groups of people assign to social or humanitarian issues is done through qualitative study [21]. Important tasks in this qualitative research process include asking participants specific questions and following procedures to gather their data, inductively analyzing that data to identify general themes from more specific ones, and interpreting the results.

The data analysis used in this research is the Force Field Analysis (FFA) from Kurt Lewin [22–25] with three stages of FFA. First, Identify in two types. Classified as driving/positive forces for change, if it encourages the welfare level of the people affected by COVID-19. Classified as restraining/negative forces for change, if it hinders the welfare of the people affected by COVID-19. Second, the assessment and scoring of each factor. The assessment is carried out by considering the level of encouragement and resistance. The assessment produces three value variants, namely low, medium, and high. After the assessment process is complete, then scoring is done by giving a score of 1 for a low value (not good), a score of 2 for a medium value (good), and a score of 3 for a high value (very good). The score is inversely proportional to the negative forces by adding a negative (-) in front of the number which means it is a barrier. The next analysis is carried out by adding up all the values given for both positive and restraining forces. Then the value of the two forces is compared to find out who is stronger, positive or restraining forces. Third, develop options, which are useful for finding alternatives that allow for increasing incentives and reducing barriers.

This stage is the determination of the strategy or action needed to change the present state to the desired state which is useful for the search for possible alternatives to increase incentives and reduce barriers.

The location of this research is in Batu City, East Java. This research is sourced from primary data and secondary data, namely by data collection techniques consisting of interviews, observations, and documentation. This study conducted interviews with purposively selected informants including the Head of the Batu City Social Service, Work Devices from the Cash Direct Aid Program.

3   Results and Discussion

In the last year, the poverty rate in Batu City increased by 0.08% to 3.89% in 2020. It is in contrast to the previous four years, where the poverty rate of Batu City has consistently decreased [26, 27]. It becomes the effects of the coronavirus pandemic (Covid-19), which hit all countries in the world starting in December 2019. Based on this increase, the Batu City Government implemented a Social Assistance Program originating from the Government's regional budget. Stone Town. It is regulated in Batu Mayor Regulation No. 40 of 2020 concerning social assistance for people affected by the 2019 Coronavirus disease outbreak in Batu City. The Direct Cash Social Assistance Program in Batu City is intended for people affected by the COVID-19 pandemic, especially those with decreased
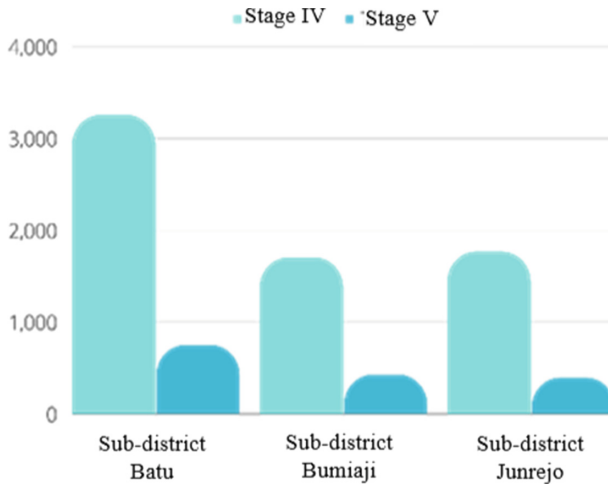
Fig. 1. Receipt of direct cash social assistance in Batu city.

income or even lost their jobs. According to the Batu City Government, the impact of COVID-19, as many as 2,555 workers were laid off, and 52 other workers were forced to experience layoffs. The majority of these workers work in the hotel sector and manage tourist destinations in Batu City. The following (Fig. 1) is the number of people who received assistance in this program.

The Batu City Government performs several stages in implementing the Direct Cash Social Assistance Program in the picture. In stage IV (four), the number of people in Batu Sub district who received assistance was 3,253. In Bumiaji Sub district, 1,703 people received a grant, while Junrejo Sub district received as many as 1,765 people. Furthermore, there was a decrease in the provision of assistance in stage V (five). The number of people in Batu District received 748 grants, while 426 people who received the grant in Bumiaji District and Junrejo District received 395 people intended to receive the assistance. There is a process of collaboration between stakeholders in the planning process to distribute this direct cash assistance to the intentional community.

The researcher uses the theory of Ann Marie Thomson and James L. Perry in 2006 with the title "Collaboration processes: Inside the black box", wherein collaboration there are 5 (five) components such as a) Dimensions of governance; b) Administrative Dimensions; c) Dimensions of autonomy; d) Dimensions of Mutualism; and e) Reciprocity and Trust Dimensions (Process of Building Social Norms) [27]. Furthermore, the following field conditions will discuss those parts further, as follows:

3.1 Dimensions of Governance or the Process of Collaborative Governing

The Governance Dimension. The components of the government dimension relate to joint decision making, resource sharing arrangements, and problem-solving in decision making [27]. In interviews conducted by researchers, Mashuri stated that:

"*We (the government) rarely involve other parties in joint decisions on social assistance programs because these programs are derivatives of the central government. However, we make joint decisions if there are problems during distribution. For example, some actors have problems with distribution. We usually have an evaluation at the time of the evaluation, so we gather all the actors involved through the forum.*" (Results of an interview on September 8, 2021)

From these interviews, decision making on the Direct Cash Social Assistance Program in Batu City is still centred on the Government through the Social Service. In addition, according to Suhartono, "decision-making on the hierarchical structure of the main tasks and functions is very clear based on the provision of the central government to the regional governments" (Interview results on September 8, 2021). If there are problems, the Social Service will solve the problem by giving warnings and sanctions according to applicable regulations. Mashuri expressed, "*However, in implementing the program, the actor said that he had created problems. If there is a problem like that, we will reprimand and give sanctions*" (Interview results on September 8, 2021).

In addition, the need for collaboration from every stakeholder reflects the group's consensus, not coalition strength or political power. The interest in the cash social assistance distribution program for people affected by COVID-19 in Batu City is by the program's vision. This program is temporary, given to the poor with the intention that they can reasonably improve their lives. The objective of this program namely increasing social welfare through poverty reduction. Suhartono stated this as follows:

"*To achieve the program's success, the parties need to strengthen the vision and mission. There must be no interest from other groups of actors later. The vision in this social assistance program is to help people affected by COVID-19*" (Results of the interview on September 8, 2021)

3.2 The Administrative Dimension Focuses on Organizational Structure, Coordination, Communication, and Information Dissemination

The organizational structure in this program is based on the Mayor's Regulation number 52 of 2021 concerning Giving to the people affected by Covid-19 in Batu City. This regulation contains technical guidelines for managing social assistance programs. The technical policies include each actor's authority, coordination, and stages in the program. In addition, Hartono revealed that:

"*The cooperation of the involved actors has been determined by the government. We (the government) must not involve any other actors. The Regional Disaster Management Agency (BPBD) both issue social assistance to communities affected by COVID-19, but we do not cooperate. It is based on these regulations. The coordination is also in the order of the existing procedures or stages of the distribution process. We can't be arbitrary* (Results of interview on September 21, 2021)

In carrying out the Social Assistance Program in Batu City, several stakeholders work together. Each of the actors involved has a coordinating and commanding or directing relationship. In mapping the administrative structure of each stakeholder in this program

based on the Mayor's Regulation number 52 of 2021 and the results of interviews, as follows:

- The Social Service is a regional apparatus organization appointed by the government as a regional apparatus organization responsible for distributing social assistance programs for communities affected by COVID-19 in Batu City. Mashuri expressed the statement, namely, *"This COVID-19 social assistance program is based on a decree issued by the Batu City Task Force, the Department plays a role in facilitating social assistance programs"* (Interview results on September 8, 2021)

- The Local government is the most basic government institution and is close to the community. The involvement of the Local government has an essential role in the direct cash social assistance program, namely as an actor who records prospective social assistance recipients distributes immediate cash social assistance to program monitoring and evaluation. It was conveyed by Hartono, namely *"The role of village officials in the COVID-19 social assistance program from data collection of its citizens, distribution to evaluation. The local government actor is the most important because he knows the condition of the community"* (Interview results on September 8, 2021)

- *Rukun Tetangga* and *Rukun Warga* are community organizations that have a role in helping social services and as representatives of the community in their area. The Neighborhood Association and the Citizens' Association is to strengthen the Local government in collecting data on prospective social assistance recipients. Hartono conveyed it, namely *"By the technical guidelines, it is necessary to involve RT and RW as community institutions, their job is to help and coordinate, who I am the community who proposes the assistance with the existing criteria"* (Interview results on September 8, 2021)

- The Field Coordinator Team is part of the Social Service. Actors The Field Coordinator Team consists of several communities selected by the social service. The role of this actor is to validate prospective recipients of social assistance from the Neighborhood Association and the Community Association, and the Local government. Hartono conveyed it, namely, *"The volunteer team as field coordination helps oversee the course of this program as well as acts as an intermediary between the Social Service and the Camat* (district leader)". (Results of an interview on September 8, 2021)

- The Population and Civil Registry Service is a Regional Apparatus Organization (OPD) in charge of civil administration registration, such as implementing population registration services, civil registration, and the management of the Population Administration Information System. The role of this actor is to enter and verify the data of prospective recipients in this program. This was conveyed by Hartono, namely *"The Civil Registry Office is involved in the procedures for the social assistance program by checking the data on the proposed recipients of social assistance so that there is no double data on the recipients, if they are found, report them immediately so that they can be followed up"* (Interview results on September 8, 2021)

From the interview results, in the Social Assistance Program in handling communities affected by Covid-19 in Batu City, there are 5 (five) actors involved and these actors are dominated by the government. The Department of Social Affairs is the leading actor in

planning, implementing, monitoring, and evaluating this program. The Population and Civil Registry Office helps enter and verify data on social assistance recipients. The Local Government helps to record prospective recipients of social assistance, distribution of direct cash social assistance, to program monitoring and evaluation. *Rukun Tetangga and Rukun Warga* help strengthen the Local government in collecting data on potential social assistance recipients. Meanwhile, the Field Coordinator Team helped validate potential social assistance recipients from the Neighborhood Units, Community Units, and the Local Government.

In addition, the concept of collaboration provides an understanding that the government must emphasize the disclosure of information, respect for the opinions of others, and through lengthy negotiations in reaching an agreement. Information disclosure is carried out by the Social Service through the Field Coordinator Team. However, there are still people who do not get the information in the process because the data dissemination is still done manually. Mashuri stated this as follows:

"*When it comes to collaboration and information disclosure, we (the government) are very open, so there are Field Coordinator Teams in every sub-district. The function of the team is to help provide information to the public or actors, besides that we also provide a quick response to people who need information. However, this information is only obtained formally, we are also very open to the actors involved, including the community.*" (Interview results on September 8, 2021)

3.3 The Autonomy Dimension Relates to the Belief that Their Profits Are Influenced by the Actor's Awareness of Trying to Meet the Success of the Collaboration and the Expectations of Other Actors in the Cooperation

For the success of the Social Assistance Program in Batu City, the government shares knowledge with each actor related to program objectives, recipient targets, main tasks and functions, and work mechanisms. It aims to fulfil each actor's awareness (knowledge) and form appropriate expectations. Deny stated this as follows:

"*We (the government) provide socialization to the actors involved. The materials presented include program objectives, target recipients, roles and mechanisms for collecting data on potential recipients. We continue to provide socialization of its function to strengthen communication between the actors involved*" (Interview results on September 8, 2021)

3.4 The Dimension of Mutualism Comes from the Interdependence of Each Stakeholder

An organization must experience interdependence both in shared interests and differences in interests. In implementing a program, of course, there is a relationship between the actors involved. The relationship has a continuous interaction between two or more people, which facilitates implementing the program. In this study, the author focuses on the relations' power of actors in the network of implementing social assistance distribution programs in Batu City. It is also proven in an interview with Mashuri, namely "*In the structure of distributing social assistance, relationships with other actors are*

only professional work because the purpose of the actor's involvement is to help run the program" (Results Interviewed on September 8, 2021).

From the interview, each actor in the distribution of the Social Assistance Program in Batu City has worked according to their respective authorities professionally. It was also confirmed by Choiri, namely "*Although the Covid-19 Task Force has a role as a policymaker, the full responsibility lies with the Social Service. It can be found in the existing technical instructions*". (Results of the interview on June 24, 2021).

In addition to the words from the Batu City Government, the Bumiaji Local government revealed that "Full power rests with the Social Service. Does the Department of Social Affairs accept the candidate's proposal for social assistance? Or even rejected by all decisions of the Social Service?. The decision of the social service office is also inviolable" (Interview on June 25 2021). The results of the previous presentation can be concluded that each stakeholder has a relationship and interdependence. The dominant stakeholder in this program is the government. The relationship mechanism is based on technical guidelines, and there is a hierarchical (centralized) authority structure.

3.5   Reciprocity and Trust Dimensions (the Process of Building Social Norms)

Based on the principles of social norms that form the basis of social interaction in society. If done repeatedly, this interaction includes trust between the collaborating parties. The existence of trust between the collaborating parties provides benefits for the continuity of the collaboration, namely:

- Making good intentions, the collaborating parties will behave according to explicit and implicit commitments.
- Honest in any negotiations.
- The collaborating parties will not take more advantage even though there is an opportunity.

There are still some problems with the Social Assistance Program in Batu City. The problem is that some actors are still less trustworthy, responsible, and honest. Mashuri stated this as follows:

"*Speaking of the issue of honesty in negotiations, the negotiation referred to here is an implementation in the program, honesty in actors is lacking here. We (the government) provide negotiations to actors. For example, we give trust and trust to the actors involved to carry out their duties, but in implementing the program, the actors say they create problems. If there is a problem like that, we will reprimand and give sanctions.*" (Results of an interview on September 8, 2021)

Problems occurred in implementing the COVID-19 social assistance distribution program in Batu City, such as individual interests. To minimize this, the Department of Social Affairs carries out admonition and sanctions each actor who has problems. Mashuri also expressed this problem as follows:

"*During the implementation of the Social Assistance Program for communities affected by COVID-19 in Batu City, a problem that is often faced is the individual*

interests of the actors. However, we (the government) emphasize that actors must be honest and carry out their duties by the existing goals. However, there are still problematic actors, such as the Rukun Tetangga and Rukun Warga actors in one village entering candidates for social assistance recipients who do not meet the criteria." (Results of an interview on September 8, 2021)

Based on the five collaboration components, the Social Assistance Program aims to improve social welfare through reducing poverty affected by COVID-19 in Batu City. In the Governance Dimension, Autonomy Dimension, Mutualism Dimension, Administrative Dimension, and Reciprocity and Trust Dimension (Process of Building Social Norms), the distribution program for direct cash social assistance for COVID-19 in Batu City has not gone well. There are still actors who abuse authority and responsibility.

In addition, the government is not good at disseminating information to the public because it still uses manual means. Besides, the government dominates the government's lack of participation of actors, primarily, the community-making decisions or others.

Based on the conclusions, this study discusses the significance of implementing the Community Cash Social Assistance program during the COVID-19 pandemic. This research was conducted during the COVID-19 pandemic. The aspects used to measure the program's effectiveness in this research are parts of targeting accuracy, program socialization, aspects of program objectives, and aspects of program monitoring in this study which are said to be ineffective [28]. Furthermore, based on program effectiveness characteristics [29]. The theory is goal achievement, target group satisfaction, client responsiveness, and system maintenance. In this study, the Non-Cash Food Assistance Program was confirmed to have not been effective [30]. Besides, determine the Effectiveness of Direct Village Fund Cash Assistance for the poor affected by COVID 19 in Bambung Village, Gemeh District, and Talaud Islands Regency. This study uses indicators of timeliness, accuracy in making choices, and accuracy of targets. The results of this study still occur some problems in terms of targeting accuracy, such as some should not deserve but accept [31].

Previous research that the implementation of cash social assistance in Purwosari Village, Purwosari District, and Pasuruan Regency has not been effective because of lack of data accuracy and is not on target. It is caused by no data update and no technical guidance related to data collection. In addition, some residents get double assistance. The recipient has moved/died so that other residents who need it are not covered. Another similarity is that this research was conducted during the COVID-19 pandemic and the object of this research is the cash social assistance program [32]. The effectiveness of the implementation of the Cash Social Assistance program using aspects of targeting accuracy, program socialization, program objectives, and program monitoring. The Cash Social Assistance Program has not been effective. There are inhibiting factors: the recipient's data does not match the amount received, there is no data validation, follow-up, sudden assistance and no socialization [33]. The following Table 1 is a table from previous research on the Social Assistance Program.

Several previous studies regarding social programs are only based on the effectiveness of the distribution of social assistance programs, such as targeting accuracy, the responsiveness of clients (community), system maintenance, and program monitoring. However, it does not explain whether the roles of each actor and the results of their

Table 1. Previous research on social assistance programs.

Researcher	Aspects/effectiveness indicators	Research result
Jasmine and Zulkarnaini [28]	Aspects of accuracy of targets, program socialization, aspects of program objectives, and aspects of program monitoring.	The Cash Social Assistance Program is said to be ineffective
Longgani [29]	Aspects of achieving goals, target group satisfaction, client responsiveness, and system maintenance [30]	The Non-Cash Food Assistance Program is said to have not been effective.
Mendome et al. [31]	Indicators of timeliness, accuracy in making choices, and accuracy of targets	The Village Fund Direct Cash Assistance Program still has some problems in terms of targeting accuracy.
Mufida [32]	Indicator of target accuracy and data accuracy	The Cash Social Assistance Program has not been effective in terms of lack of data accuracy and not being well targeted.
Shofi [33]	Aspects of targeting accuracy, program socialization, program objectives, and program monitoring	The Cash Social Assistance Program has not been effective.
Emperor [9]	Aspects of the ability to carry out tasks, functions (operating program or mission activities) [9]	So far, the social assistance provided by the government has not been effective.

collaboration can achieve program effectiveness. The importance of regulating cooperation by several actors involved in completing the agreed goals is certainly not easy. Still, in its implementation, there are influencing factors such as power, trust, interdependence, reciprocity, transparency, commitment, participation, and accommodative factors in determining stakeholder collaboration [34–37]. Therefore, at this time, the government needs to form an effective cooperation strategy in social assistance programs to increase the accuracy of targeting social assistance recipients.

Therefore, researchers focus on collaboration between stakeholders in increasing the effectiveness of cash social assistance programs. It can be seen from the change from the previous state to the present state, indicating an interaction between the driving and inhibiting factors. Appropriate analysis of these interactions also provides an overview of achieving the desired state. The previous states that have been identified are the conditions of the poor and vulnerable to the impact of COVID-19. It aims to encourage the desired state by increasing the level of welfare for people affected by Covid-19. In

addition, cooperation in providing reasonable social assistance between the centre and the regions will give a good coordination pattern. To see the increase in the effectiveness of collaboration between stakeholders in the Social Assistance Program in Batu City, researchers used the theory of Ann Marie Thomson and James L. Perry in 2006 with the title "Collaboration processes: Inside the black box", wherein collaboration there are 5 (five) components as follows: a) Dimensions of governance; b) Administrative Dimensions; c) Dimensions of autonomy; d) Dimensions of Mutualism; and e) Reciprocity and Trust Dimensions (Process of Building Social Norms) [27].

From the results of the field findings, the following is a discussion of the 5 (five) components of the collaboration and their values.

Dimensions of Governance The governance dimensions are related to joint decision making, resource sharing arrangements, and problem-solving. From the study results, it is known that the distribution of cash social assistance to communities affected by COVID-19 in Batu City is still hierarchical. The organizational structure is hierarchically structured (tiered), where each level has defined its respective field of work. Each actor has a primary task and function based on Mayor Regulation number 52 of 2020. From the regulatory factor for the distribution of resources, the processes and authorities are by the regulations. The researcher gives a score of 3 (three) or very good from these findings. That the suitability of the implementation of the main tasks based on the hierarchy of actors can improve organizational performance [38]. As for how big the role or importance of the actor depends on the resources he has and how necessary these resources are in overcoming the public affairs/problems [39].

From a hierarchical arrangement, the Kota Baru Social Service has final responsibility for top leaders or strategic actors so that hierarchical structures and authority still dominate. It makes joint decision making very limited. Achieving efficiency on a common goal, the researchers have to make a relationship between the customer (the community) and the supplier (government) to make a decision making [40]. From these findings, the researcher scored -2 (negative two) on the joint decision factor. There is a close relationship with public participation in the collaborative decision-making process. Currently, the ruling authority only communicates in one direction or only provides information that will and has been implemented to the public. This level is included in the second level of pseudo-degree: informing the ruling authority does not prevent participation but does not execute public aspirations [41].

Community participation in policymaking is because the community knows what is needed. From this point of view, the decision-making process cannot be reduced to a linear process that aims to select the best alternative in a predetermined set [42]. In other words, to obtain choices related to needs, it must be based on three elements: learning, participation, and assessment [43]. Community participation is an essential factor in the basis of public policymaking. Ideally, public participation aims to increase community involvement in formulating public policies, thereby producing better policies. In the context of the emergency handling and prevention of COVID-19, it is necessary to involve the public by implementing a COVID-19 prevention approach through social distancing and staying at home [44].

Moreover, the actor's problem-solving factor or problem-solving has been running. If there are problems in the process, the Social Service will solve the problem by giving

warnings and sanctions according to Mayor Regulation number 52 of 2020. Giving punishment to problematic actors is a form of law enforcement administrative sanctions [45]. For this factor, the researchers' findings provide a score of 2 (two) because it is better for the problem-solving process to play a role in administrative sanctions and have a significant role for risk management that may be solved. Solutions in policy are often partial, with little progress from the previous situation [46]. Knowing who will be involved in the process and understanding the requirements are critical to success or failure. A solution that may seem more appropriate may not have the highest chance of successful implementation. However, the decision-maker must seek and be open to the second or third best alternative, which has a better chance of overcoming the obstacles posed by various stakeholders. At the same time, extensive and adequate communication and investigation is necessary to maintain and gain support for the program [47].

In the administrative dimension, it is essential to maintain the relationship between the collaborating parties. In research, Thomson and Perry found that every actor and organization was able to coordinate and communicate a good thing [27]. The administrative dimensions discussed focus on organizational structure, coordination and communication, and information dissemination to carry out good governance in the public policy process to produce a policy product-oriented to the public interest [48]. It is supported by the administrative structure in collaboration which has a central position to have a basis for coordination of communication and information dissemination. Each actor also serves to manage and build relationships between actors. The study's findings, the administrative structure in this program is by the Mayor's Regulation number 52 of 2021 concerning Giving to the community affected by Covid-19 in Batu City, so the researcher gives a value of 3 (three) on the organizational structure factor. Clarity of roles and responsibilities of each actor, effective collaborative meetings, clarity of goals, well-coordinated tasks, formal communication channels, and monitoring of collaboration implementation [27].

This regulation contains technical guidelines for managing social assistance programs. Based on the Social Assistance program in handling communities affected by Covid-19 in Batu City, 5 (five) actors are there. The Department of Social Affairs is the leading actor in planning, implementing, monitoring and evaluating this program. The Population and Civil Registry Office helps enter and verify data on social assistance recipients. The Local government helps to record prospective recipients of social assistance, distribution of direct cash social assistance, to program monitoring and evaluation. Rukun Tetangga and Rukun Warga help strengthen the Local government in collecting data on potential social assistance recipients.

Meanwhile, the Field Coordinator Team helped validate potential social assistance recipients from the Neighborhood Units Community Units and the Local government. The government dominates the actors involved. Each actor is interconnected in the network, trying to communicate with other actors so that there can reflect a greater degree of interdependence among the actors. From the researchers' findings, the process of coordination and communication between stakeholders in this program has been going very well, so the researchers gave a score of three.

Actors in public programs are individuals but can also be in the form of organizations, as the actors involved can also represent particular groups or parties. The actors

referred to here are the government (public organizations), then interest groups, parties, social groups, the business world (private organizations) and other entities in society and the citizens themselves (individuals). These actors interact with each other according to their relationship and their role in solving the problem. In addition, the concept of collaboration provides an understanding that government must emphasize information disclosure. Information disclosure is carried out by the Social Service, assisted by the Field Coordinator Team. However, there are still people who do not get the information in the process because the data dissemination is still done manually. The information dissemination process is still not good from these findings or -2 (minus two). It is necessary to improve services in this process. Limited information can hinder government programs. It is also mandated in Law No. 14 of 2008 concerning Public Information Disclosure.

The role of the Regional Government that the Field Coordinator Team can represent is essential in disseminating information for the community [49, 50]. In addition, the information transparency process is related to the accountability process in public programs. Both of these processes can increase public trust and reduce budget abuse. In the general program, it is necessary to disclose information as widely as possible (transparency) and develop accountability mechanisms for the public (accountability). It is done to eradicate corruption and increase public trust as citizens and customers. In this process, there is still a lack of disclosure of information and mechanisms for accountability, so it can be said that it is not good or -2 (minus two).

The autonomy dimension contrasts between shared control and individual control [51]. In collaboration, the actors involved protect their identities by maintaining individual control. On the other hand, joint management involves the availability of partners to share information, not only about the operations of their organizations but also about what they can and cannot in the bureaucracy. An attempt to sensitize actors to meet the expectations involved is to provide information dissemination related to each actor's main tasks and functions and provide socialization of the interests of social assistance programs. By providing such socialization, it is hoped that actors can fulfil the objectives of the program's success and meet the goals of the program's success. For the success of the Social Assistance Program in Batu City, The Department of Social Affairs shares knowledge with each actor related to program objectives, target recipients, main tasks and functions, and work mechanisms. However, in this process, representatives of the Rukun Tetangga and Rukun Warga (RT/RW) were injured by entering candidates for social assistance recipients who did not meet the criteria. The findings can be said good or 2 (two) in this process.

Furthermore, the dimension of mutualism is rooted in interdependence. An organization experiences interdependence both in shared interests and differences in goods referred to as "complementarities". Complementarity describes a situation where an organization sacrifices its right to obtain power from other organizations to achieve its interests [52]. In collaboration, interdependence is an essential key so that relations between actors continue to be well established. The dependence between these actors will not harm other actors. Besides, the result of the collaboration is the need for organizations to obtain resources from other organizations. The more actors can overcome

differences based on their individual needs, the more likely they collaborate. This process can be concluded from these findings as very good or three (3).

On the Dimensions of Reciprocity and Trust in Building Social Norms. Principles of social norms form the basis of social interaction in society. This interaction includes trust between the collaborating parties if done repeatedly [27]. From the findings, the Social Assistance Program in Batu City has not yet built reliable community interactions due to how many actors are dishonest in implementing the program, causing problems. The problematic actors sometimes are still concerned with their benefits. The lack of trust between the actors involved has hampered the program's implementation. On the other hand, the Social Service has carried out according to the procedure in recruiting the actors involved based on the mayor's regulation number 52 of 2020. The findings can be said to be not suitable or −2 (minus two) in this process.

Based on previous dimensions, the supporting facilities and infrastructure or work equipment, in this case, is included in the definition of facilities and infrastructure as an essential part and determines the implementation of the management process. The factor of facilities and infrastructure, which is defined as equipment, is essential in the implementation of government activities [53]. In this case, the facilities are used to facilitate or expedite the movement and activities of the government. This opinion shows that the factors of facilities and infrastructure must be met and become a supporter to realize the smooth implementation of organizational tasks as a management process.

In line with that, the factors of facilities and infrastructure in addition to humans and funds are also a very decisive factor for the success of management in achieving the goals, targets, and concrete outputs that have been previously set [54]. In the context of the Social Assistance Program, data input, data verification, and distribution of aid is still in a manual process and has not been well integrated. The findings can be not suitable or -3 (minus three) on this additional factor. The distribution of social assistance to the community was not optimal due to the government's unpreparedness and the unprepared decision support system to determine which low-income families should be given help [55]. From some of the factors described previously, it can be seen from the change from the previous state to the present state showing an interaction between the driving and inhibiting factors, in the Fig. 2 below.

There are two contradictory types between positive and restraining forces from the figure. Positive influences or encouragement of the welfare level of the people affected by Covid-19 give several positive factors with their scoring. The resource sharing factor is worth 3, problem-solving is worth 2, the administrative structure is worth 3, coordination and communication is worth 3, awareness and hope is worth 2, and interdependence is 3. The total number of positive forces is 16. Meanwhile, restraining/hostile forces for change or inhibiting the welfare of the people affected by Covid-19 have several negative factors along with their scoring: the lack of accountability factor −2, limited shared decision making −2, and limited information dissemination 2. Trust and reciprocity −2, and the system is not yet integrated −3. The total number of restraining forces is −11. From this amount, it can be seen that the collaboration between actors in distributing Social Assistance has succeeded in encouraging the level of welfare for people affected by Covid-19. Although the cooperation between actors in this program can be said to be successful, some problems still need to be followed up.
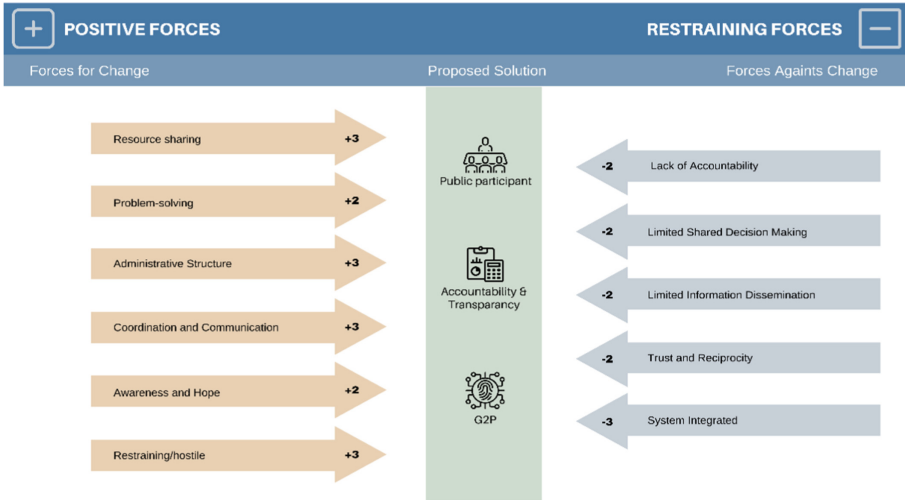
Fig. 2. Strategic business in social assistance program.

To follow up on this, the researcher formed alternative strategies that were possible to increase encouragement and reduce barriers. This stage is needed to accelerate the present state to the desired shape or desired condition by doing the following:

- They are conducting Public Participant in the process of social assistance programs. The government cannot work alone but requires participation from all components of society, including religious leaders, community leaders and other community institutions. Community participation in dealing with the spread of Covid-19 is very much needed, namely by following the rules set by the central government and local governments such as staying at home, maintaining distance, using masks, diligently washing hands and implementing a healthy lifestyle. It is necessary to break the chain of transmission and spread of Covid-19 [56]. Meanwhile, the findings of the researchers, currently the ruling authority only communicates in one direction or only provides information that will and has been implemented to the public. This level is included in the second level of pseudo-degree: informing the ruling authority does not prevent participation but does not execute public aspirations [41]. At the same time, the level of community participation can be increased in this program. The people of Batu City can be given space to contribute from the planning stage to the supervision of the cash transfer program. Public participation aims to increase community involvement in the formulation of public policies to produce better policies. Community participation can monitor the distribution of Social Safety Nets and the Procurement of Goods/Services in Handling COVID-19 [57–59].
- They are creating Accountability and Transparency in the direct cash transfer program in Batu City. Accountability as fulfilling the responsibility to report, explain, give reasons, answer, carry out obligations, take into account, and submit what is done and asked to be accountable or what parties outside the organization want to know, especially by the public served. Requirements for social assistance recipients

and data collection procedures or mechanisms must be transparently informed to the public. Verification and validation of Integrated Social Welfare Data (DTSK) and Non-DTSK data must be clear, clean, and not overlapping [60]. People who do not meet the requirements must be excluded from recipient data to give social assistance to the appropriate party. Each government unit in the village region informs the complaint channel on the implementation of the social safety net policy and prepares competent officers to facilitate complaints on the Covid-19 social assistance service quickly and thoroughly. Those matters are done to ensure that public complaints regarding the inaccuracy of the Covid-19 social assistance service can be channelled effectively and efficient. Every general complaint is used as an evaluation material for each stage of the provision of social assistance to residents affected by the Covid-19 pandemic to improve the quality of Covid-19 social assistance services in later stages—the importance of implementing transparency and accountability in social safety net policies. Transparency, accountability and reliability have become critical operational principles that are universally recognized, generally in good public administration governance, specifically in social protection systems [61].

• Accelerate the implementation of Government to Personal/G2P (Government to society) digitization and integration in the direct cash assistance program in Batu City. This system is a digitalization strategy from the data collection process, verification until it reaches the community systematically. To facilitate monitoring and the community in accessing the assistance. This system is directed by government policies and strategies related to digitization and integration of the G2P program that is right on target in Presidential Regulation Number 18 of 2020 concerning the 2020–2024 RPJMN. The policy aims to realize the 5T principles: right target, correct quantity, right time, right quality, and proper administration. It is done to minimize incorrect input of recipient data and reduce the nominal amount in the distribution process of social assistance programs. Stated that the social assistance distributed by the government is still not adequate. There are still inaccuracies in targeting aid receipts, unequal distribution of aid, extended distribution, misappropriation of funds, illegal levies, reduction of nominal amounts and resources received, inclusion and exclusion error to the politicization of social assistance. It can be minimized through G2P. G2P is the government's future system in social assistance programs. It can make it easier to provide subsidies as social protection and social safety net in several countries. Possessing digital ID potential and early design seeks to take advantage of this capability by using a national ID database for customer verification (for account opening) and authentication [62]. This system is a form of digital transformation which is believed to be a solution to accelerate the distribution of social assistance to people in need.

The four main principles of accountability, transparency, participation and inclusion in recent years have almost become the main goals of social safety net policies. To accelerate the occurrence of this principle, it is assisted through the transformation of the government system, namely Digitalization and G2P Integration.

4 Conclusion

The importance of building collaboration from each stakeholder to support the program's achievement ecosystem is to encourage the level of welfare for people affected by Covid-19. Because of the positive forces or the boost to the welfare level of the people affected by Covid-19, the total number of positive influences is 16. Meanwhile, the restraining/opposing forces for change or inhibiting the welfare of the people affected by Covid-19 have a total value of restraining forces. -11. From this amount, it can be seen that the collaboration between actors in distributing Social Assistance has succeeded in encouraging the level of welfare for people affected by Covid-19. Although the cooperation between actors in this program can be said to be successful.

It strengthened the dimensions of governance, administrative dimensions, dimensions of autonomy, dimensions of mutualism and the dimensions of reciprocity and trust. It is necessary to create the main principles in creating a social safety net of accountability, transparency, participation, and inclusion by accelerating the implementation of Government to Personal/G2P Digitization and Integration. Based on the five collaboration components, the Social Assistance Program aims to improve social welfare through reducing poverty affected by COVID-19 in Batu City. In addition, the Government is not good at disseminating information to the public because it still uses manual means. Besides, the lack of participation of actors, especially the community, in making decisions or more dominated by the Government.

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