

Collaborative Supervision in the Implementation of Social Assistance in Sumedang Regency

Atirista Nainggolan^{1,*)}

¹Politeknik Kesejahteraan Sosial Bandung

^{*)}Correspondence e-mail: atiristanainggolan2019@gmail.com

ABSTRACT

This research refers to the implementation of the distribution of social assistance for the poor in Sumedang Regency. The implementation of social assistance for the poor empirically experienced many problems, one of which was an error in the target household data. The implication is that many citizens should be entitled to receive social assistance but do not receive social assistance, on the other hand, citizens who can receive social assistance should not be entitled to receive social assistance. Based on these problems, collaborative monitoring is needed to ensure the policy runs as it should. This supervision is carried out to ascertain whether the target of social assistance is following the criteria that have been previously set or if there is an error or discrepancy in the targeting of the social assistance program. This study uses a qualitative approach with a descriptive analysis method. The data collection used is an in-depth interview, observation, and documentation study. Meanwhile, the technique of checking the validity of the data uses the credibility test, transferability test, dependability test, and confirmability test. The results showed that there has been no collaborative supervision effort on the implementation of social assistance policies intended for poor families in Sumedang Regency. The supervision process is carried out using a closed internal control model, where other parties including the community do not have access to carry out supervision. Based on this, it is necessary to reconstruct the supervision model for the implementation of social assistance that allows collaboration between stakeholders in the field of supervision to produce an integrated and synergistic monitoring system.

Keywords: Collaborative supervision, Social assistance, Poverty, Poor Family

INTRODUCTION

The impact of COVID-19 on the economy has been empirically experienced by all levels of society, but families from the lower middle class feel a far greater impact, considering that most of them are informal sector workers who depend a lot on their daily livelihood. The problem is increasingly complex for people at the grassroots level because most of them have jobs with daily wages and do not have the opportunity to work from home. Social restrictions on both large and micro scales make it more difficult for them to move. Studies show that the higher the understanding of citizens regarding the risk of COVID-19, the more they carry out social restrictions and reduce the frequency of trips. This also has a direct impact on the transportation, hotel and tourism industries in general, which so far have absorbed a large number of workers. The informal sector, which is usually able to survive during times of crisis, has suffered a severe blow during the COVID-19 pandemic due to strict social restrictions and income uncertainty.

The role of the State and Government to protect all Indonesian citizens, both before, during and after the COVID-19 Pandemic, is not an ordinary duty or obligation, but rather a mandate from the constitution. Therefore, this role must be carried out in earnest. In article 27 paragraph 2 of the constitution, it is written that "every Indonesian citizen has the right to work and a decent living for humanity". If there are citizens who have lost their jobs or livelihoods due to a pandemic, the State is obliged to provide a solution. Likewise in article 28C paragraph 1, it is written "every person has the right to develop himself through meeting his basic needs, has the right to get an education, and to benefit from science and technology, arts and culture to improve the quality of his life and for the welfare of mankind". Many of the basic rights of citizens have been lost and taken away during the pandemic, so the State must be present to help and protect them.

The presence of the state through various government regulations and policies, especially to protect those who are most vulnerable and affected. When the market is down and the community is also experiencing an equally heavy social burden, like it or not, the state becomes the last place to rely on for all its citizens. The Indonesian government has attempted to issue various regulations, policies and programs to deal with the impact of the pandemic. For example, the Indonesian government has formed a special Task Force for Pandemic Handling, issued a national social restriction policy, pushed for a work-from-home policy, expanded testing and vaccination coverage, and refocused the budget, to issue various social assistance programs for groups of people in need. Unfortunately, the latest BPK report for 2022 shows that the distribution of Social Assistance is still not on target and causes potential state losses of up to Rp. 6.93 Trillion.

The existence of a social assistance policy provided by the government is expected to be able to help the poor so that they can continue to carry out their lives, but the implementation of the program does not fully work as the initial goals set, the problem that arises is that the various programs are not on target, namely people who are categorized as poor and those who are entitled to assistance do not receive social assistance, while people who are not classified as poor and are not entitled to receive social assistance empirically receive social assistance from the government (Setiawan 2020).

Social assistance in the context of community protection that was not on target was acknowledged by several regional heads such as the Governor of Jakarta who stated that there were 1.6% of recipients of social assistance affected by COVID-19 who were not on target and the Governor of West Java who stated that there was an error in the data for households. Target Ladder (KRTS) needs to be repaired (Halim and Mukti 2020; Public Relations of West Java Province 2020). The regional head's statement is supported by empirical facts where several village heads refused to distribute social assistance due to an error in Target Household (RTS) data, it was feared that it would lead to conflict in the community (Ghani 2020).

The local government of Sumedang Regency experienced the same thing, which faced public pressure regarding social assistance that was not on target. As stated on the detiknews.com news page, the Sumedang Regency Government noted that 621 residents had submitted complaints to the complaint centre managed by the Sumedang Simpati Quick Response (SSQR) Team regarding social assistance

for residents affected by Covid-19. Of the total number of reports or complaints from the public, 550 of them asked about the distribution of social assistance (Ruhana & Ferdiansyah 2020).

The description of the problems mentioned above constructs an understanding that the implementation of the distribution of social assistance needs to be monitored, this is based on several reasons, namely: first, the inappropriate targeting of social assistance recipients indicates that the policy has failed in policy objectives so that efforts to improve it are needed, there is a monitoring process is one way to improve the implementation of the policy, this is in line with the opinion of experts such as Fachrudin (2004) who states that supervision is carried out to ensure whether the activities carried out are in accordance with predetermined benchmarks/criteria or on the contrary there are errors or discrepancies in the process of implementing an activity. Second, the inaccurate targeting of social assistance recipients has resulted in disharmony among the community in addition to causing protests and social jealousy from people who are entitled to receive social assistance, so the monitoring process is carried out to provide a sense of certainty to the community that the social assistance policy will be implemented as well as possible. perhaps, this is in line with Lotulung's understanding (in Fachrudin 2004) which states that supervision is carried out to avoid mistakes.

Based on the results of the mapping of the distribution of social assistance, the core of the problem is the unreliability of the database of recipients of social assistance. During the Covid-19 pandemic, all social assistance must be distributed immediately using existing data. However, the data used is often inaccurate, causing many problems in the field. There was a lot of criticism towards the distribution of social assistance, criticism did not only come from the public but from Central and Regional Government officials, as was conveyed by the Governor of West Java Ridwan Kamil giving criticism related to data that was not integrated with the Central Government. Ridwan Kamil said that each Ministry has its survey data which results in data held by the Central Government and Regional Governments being out of sync. It is this data asymmetry that has resulted in the rejection of social assistance at the Provincial Government of West Java by several Village Heads in Sukabumi. They refused social assistance from the West Java Provincial Government because there was no valid data yet and it was considered that it overlapped with data on residents who were registered as beneficiaries of the PKH program from the Central Government (Wildan Rahmansyah, 2020)

The process of compiling and determining target communities for recipients of social assistance in Sumedang Regency must also be accompanied by an integrated/collaborative monitoring system and carried out at every level or level of government, starting from the level of data collection at the Neighborhood Association (RT) level to later becoming data at the District level. /City. Supervision of the data collection process for people who are entitled to receive this assistance is important to minimize errors in determining the target community so that social assistance can be provided to people who in their daily lives are entitled and appropriately require social assistance from the government.

The importance of supervision efforts as described above needs to be done collaboratively considering that the social assistance policy for the poor involves government officials from the lower level, namely from the village level (in this case the Head of RT / RW and community leaders) in the process of collecting data on Target Households (RTS) to the government at the central level regarding the amount of budget financing for the policy. On the other hand, social assistance policies for the poor are not only provided by the central government but also by local governments, so supervision by all parties is important to ensure the synergy of social assistance policies for the poor.

METHODS

This research utilised a qualitative approach with a descriptive type of research. This research provides an overview of the problems in the implementation of social assistance, how supervision is carried out by stakeholders and describes whether collaborative supervision has been carried out by the Sumedang Regency Government in the implementation of social assistance so that social assistance is right on target while at the same time reducing chaos and citizen protests.

To obtain the above description, the data collection used in this research is in-depth interviews, observation, and literature study. The literature study was conducted on many documents, articles,

journals and existing documentation to build an initial understanding of the implementation of social assistance.

In selecting informants, a purposive sampling technique was used, where informants were selected with certain criteria to provide an in-depth description of how the social assistance policy for the poor, how the implementation of social assistance in Sumedang Regency and how collaborative supervision is applied in the implementation of social assistance. From the criteria set, the number of informants was 6 people consisting of the Head of the Social Protection and Security Section of Sumedang Regency, the Head of the Empowerment Section of Sumedang Regency, the SIKS-NG Operator (DTKS at the Regency level), the Village Head, the Village Consultative Body (BPD), the Head of the Neighbourhood Association (RT). The list of informants is presented in table 1 below:

Table 1. List of Informants

No.	Informant Name	Age	Education	Position	Length of time in position (years)
1	Ahmad Syarifudin,AKS	50	S1	Head of Social Services Division	4
2	Komar,SE,ME	55	S2	Head of Social Security Division	3
3	Tatang	35	SMA	Regency SIK-NG/DTKS Operator	5
4	Nana	58	S1	Village Council	4
5	Dr.Awandi Nopyan	62	S3	Village Chief	2
6	Joni	45	SMA	Neighbourhood Chief	6

Source: Primary data processed 2022

RESULTS AND DISCUSSION

This research is about collaborative supervision in the implementation of social assistance in Sumedang Regency which includes the characteristics of the community receiving social assistance, social assistance policies, implementation of social assistance policies in the context of protecting the poor and collaborative supervision models in the implementation of social assistance policies. Where by implementing a collaborative supervision model that starts from the lowest level of society, namely the RT, it is hoped that it can minimise data errors which have implications for the accuracy of targeting social assistance recipients.

Characteristics of Social Assistance Recipients

The criteria for recipients of social assistance according to Permensos RI Number 1 of 2019 concerning the Distribution of Social Assistance Expenditures within the Ministry of Social Affairs are those who have social problem criteria which include: 1) poverty; 2) neglect; 3) disability, 4) isolation; 5) social disabilities or behavioural deviations; 6) disaster victims; and/or 7) victims of violence, exploitation, discrimination, victims of narcotics, psychotropic and other addictive substances abuse.

Referring to the Permensos, poverty, neglect and disability are the criteria for receiving social assistance. Referring to Barrientoss (2019), states that social assistance is the government's main policy instrument to reduce poverty and inequality, as well as build and protect the most vulnerable individuals, families and communities so that they can fulfil their basic needs and improve their quality of life, social assistance is intended for a person, family, group or community that is poor, incapable, and/or vulnerable to social risk. Referring to the Permensos and Barientos, the majority of social assistance recipients in Sumedang Regency are poor/incapable families who work in the low-income informal sector.

According to informant TG, a SIK-NG operator at the district level, the characteristics of the poor in Sumedang Regency who receive social assistance are casual labourers, farm labourers, farmers/gardeners, drivers, carpenters, breeders and other types of low-income jobs.

Table 2 Low Income Occupation Type

No.	Type of Employment	Total	Percentage (%)
1	Casual labourer	41.787	42,93
2	Farm Labourer	4.486	4,60
3	Farmer/gardener	48.888	50,22
4	driver	1.240	1,27
5	Carpenter	559	0,57
6	breeder	253	0,26
7	Housemaid	119	0,12
Total		97.332	100,00

Source: Sumedang Regency Social Service in 2022

Based on this data, the most common type of work is farmer/gardener (50.22%), followed by casual labourer (42.93%).

Social Assistance Policies and Programmes

Before and during the COVID-19 pandemic, the Government of Indonesia has issued various Social Assistance policies and programmes to mitigate the impact of the crisis or provide assistance to poor households and other groups considered vulnerable. In accordance with Presidential Regulation No. 63/2017 on Non-Cash Distribution of Social Assistance Article 1, Social Assistance is assistance in the form of money, goods, or services to a person, family, group or community that is poor, incapable, and/or vulnerable to social risks. During the COVID-19 Pandemic, social assistance was channelled through Ministries/Institutions under the umbrella of the National Economic Recovery Programme which was rolled out starting from March 2020. If you look at the data, from 2016 to 2021, social assistance spending continues to experience a significant increase. For example, in 2020 the realisation of social assistance reached IDR 202.5 T (1.31% of GDP) compared to 2016 which was only 46.9 T (0.40% of GDP). During the pandemic, the Government prepared a total budget of IDR 203.9 T for social protection programmes and IDR 1.3 T for housing incentives for low-income people (Ministry of Finance, 2020). Sumedang Regency is one of the districts receiving several types of social assistance including PKH, PKH and BPNT, Regular BPNT, Additional BPNT, PPKM BPNT, BST kemensos, Regency Social Safety Net, Village Fund Direct Cash Assistance (BLT DD) and types of PBI APBN and PBI APBD Health Insurance. The number of families who received this type of social assistance can be seen in the following table:

Table 3 Recapitulation of Social Assistance Data in 2021 Sumedang Regency

NO	KECAMATAN	DTKS (JIWA)	JENIS BANSOS								JENIS JAMINAN KESEHATAN			JUMLAH TOTAL	
			PKH	PKH DAN BPNT	BPNT REG	BPNT TAMBAHAN	BPNT PPKM	BST KEMENSOS	JPS KAB	BLT DD	JUMLAH	PBI APBN	PD PEMDA/ PBI APBD		JUMLAH
1	BUAHDIUA	26.319	259	949	1.506	2.288	1.115	2.713	270	402	9.502	10.629	3.482	14.111	23.613
2	CIBUGEL	16.162	146	724	956	1.400	546	989	156	318	5.235	7.949	3.183	11.132	16.367
3	CIMALAKA	32.741	491	1.211	1.448	2.705		2.493	458	414	9.220	17.287	6.075	23.362	32.582
4	CIMANGGUNG	72.698	866	3.633	3.301	5.150	2.171	2.379	509	533	18.542	29.175	4.382	33.557	52.099
5	CISARUA	15.524	167	599	704	2.248		741	170	147	4.776	6.706	2.176	8.882	13.658
6	CISITU	25.250	355	1.466	1.427	1.633	986	1.597	209	418	8.091	13.638	2.560	16.198	24.289
7	CONGGEANG	18.816	196	555	959	1.028	755	2.860	364	153	6.870	7.360	2.885	10.245	17.115
8	DARMARAJA	29.120	266	1.063	1.500	2.796	1.031	2.208	403	237	9.504	12.247	4.903	17.150	26.654
9	GANAS	15.997	180	768	802	1.100		1.316	323	106	4.595	9.077	3.473	12.550	17.145
10	JATIGEDE	12.237	216	577	905	1.075		664	155	222	3.814	6.563	1.474	8.037	11.851
11	JATINANGOR	66.627	600	2.360	1.933	7.184		4.080	653	1.352	18.162	20.764	3.072	23.836	41.998
12	JATINUNGGAL	44.785	688	1.524	2.604	3.537	1.423	2.118	371	257	12.522	18.011	3.648	21.659	34.181
	NULL (TANPA NAMA)	1.159										14.122		14.122	14.122
13	PAMULIHAN	47.751	563	2.726	2.690	4.483	2.146	1.498	655	483	15.244	23.737	6.010	29.747	44.991
14	PASEH	25.039	214	640	912	3.857	819	1.547	295	541	8.825	8.876	4.596	13.472	22.297
15	RANCAKALONG	32.016	251	886	1.495	3.345		2.286	220	229	8.712	11.138	5.584	16.722	25.434
16	SITURAJA	32.533	282	1.348	1.667	2.783	1.194	2.187	364	346	10.171	15.861	4.457	20.318	30.489
17	SUKASARI	29.342	557	713	1.568	1.947	1.291	1.355	151	364	7.946	12.304	3.118	15.422	23.368
18	SUMEDANG SELATAN	56.304	438	1.999	2.190	7.524		2.588	347	298	15.384	20.674	8.363	29.037	44.421
19	SUMEDANG UTARA	61.863	597	2.561	2.204	7.187		3.465	432	372	16.818	25.366	8.480	33.846	50.664
20	SURIAN	7.476	95	249	525	674	362	359	46	327	2.637	3.312	1.008	4.320	6.957
21	TANJUNGPURBA	20.915	274	718	1.273	2.469		1.348	317	330	6.729	9.817	3.644	13.461	20.190
22	TANJUNGMEDAR	20.545	308	709	849	3.090		703	124	270	6.053	7.594	2.165	9.759	15.812
23	TANJUNGSARI	51.012	795	2.058	2.285	5.481	2.215	1.697	865	482	15.878	20.835	6.753	27.588	43.466
24	TOMO	17.300	202	650	805	1.688		1.556	223	509	5.633	6.985	2.632	9.617	15.250
25	UJUNG JAYA	20.324	298	798	1.656	680		1.083	124	186	4.825	11.453	1.423	12.876	17.701
26	WADO	35.186	483	1.545	1.747	3.510	1.409	1.167	350	386	10.597	15.395	4.279	19.674	30.271
JUMLAH TOTAL		835.041	9.787	33.029	39.911	80.862	17.463	46.997	8.554	9.682	246.285	366.875	103.825	470.700	716.985

Source: Sumedang Regency Social Service in 2022

1. Social Assistance with Central Sources (APBN)

Some forms of social assistance programmes sourced from the State Budget (APBN) and targeting poor and vulnerable households during the pandemic and before the pandemic include

- a) Family Hope Program (PKH)

PKH itself is a conditional social assistance program for poor and vulnerable families who are determined and registered in DTKS as beneficiary families (KPM PKH). PKH has been started since 2007 in Indonesia as an adaptation of the Conditional Cash Transfers (CCT) program in the world which has proven to be quite successful in reducing chronic poverty in many countries. Assistance for each person in the KPM PKH such as pregnant women (Rp. 3 million/year), early childhood (Rp. 3 million/year), elementary school (Rp. 900 thousand/year), junior high school (Rp. 1.5 million/year), high school (Rp. 2 million/year), severe disability (Rp. 2.4 million/year), and the elderly (Rp. 2.4 million/year). The number of family heads receiving PKH social assistance until 2021 in Sumedang Regency is 1,800 families and PKH and BPNT social assistance is 3,524 families.
- b) Non-cash food assistance (BPNT)

Previously, this food card program was called Non-Cash Food Assistance (BPNT). This assistance is intended to strengthen the protection to the community to access nutritious food. The program was launched in February 2017 with the assistance of IDR 1.32 million/year or IDR 110,000/month/family for 15.6 million families. In 2019, the Government increased the value of assistance to IDR 1.8 million/year/family or IDR 150,000/month/family. During the COVID-19 Pandemic, the Government again increased the value of the Basic Food Card assistance to Rp. 2.4 million/year or Rp. 200,000/month/family. The realization of the Basic Food Card program up to 29 September 2020 was Rp. 32.4 trillion for 19.41 million KPM. Data on who received BPNT assistance in Sumedang Regency are as follows: Regular BPNT 8,684 families, Additional BPNT 70,716 families, October 2021 Additional BPNT 11,631, BPNT PPKM 11,896 families. Why is there additional BPNT because the impact of the Covid-19 pandemic has caused many residents to lose their jobs which has an impact on increasing number of poor families so BPNT is expanded.
- c) Direct Cash Assistance (BLT) Village Funds

The government has distributed Village Fund Direct Cash Assistance (BLT) of Rp600 thousand/KPM/month (April-June 2020) and Rp300 thousand/KPM/month (July-September 2020). BLT Desa is given to poor or underprivileged families in the village who are not recipients of PKH assistance, Basic Food Cards, and Pre-Employment Cards. Data collection on prospective KPM is carried out by the Village Head or Village Volunteer Team by considering the Ministry of Social Affairs' Integrated Social Welfare Data (DTKS). BLT Village Fund is budgeted at a maximum of 35% of the Village Fund or more than 35% with the approval of the Regency/City government. BLT Village Fund recipients have been regulated since the beginning of Permendes 6/2020 on Improving the Priority Use of Village Funds 2020. The regulation was then followed by Permendes 7/2021 on Improving Priorities for the Use of Village Fund 2022. The number of people receiving BLT village funds in Sumedang Regency is 3,409 households.
- d) Indonesia Smart Card (KIP) for School

It is cash assistance, expansion of access, and learning opportunities from the government provided to students and students who come from poor or vulnerable families to finance education through the Smart Indonesia Card (KIP). In 2020, KIP School holders get education financing assistance benefits in the form of: SD/MI/Paket A students receive Rp450,000 per year. SMP/MTs/Package B students receive Rp750,000 per year. SMA/SMK/MA/Paket C students receive Rp1,000,000 per year. PIP funds that have been disbursed can be used to assist students' education costs, such as buying school/course supplies, pocket money and transportation costs, additional practice costs and competency test costs. The target priorities of PIP recipients include (1) KIP holders (2) Learners from poor/vulnerable families and/or with special considerations such as: (a) Learners from

families participating in PKH, (b) Learners from families holding the Prosperous Family Card (c) Learners who are orphans from schools / social institutions/orphanages (d) Learners affected by natural disasters (e) Learners who do not attend school (drop out) who are expected to return to school (f) Learners who experience physical abnormalities, victims of a disaster, from parents who have experienced termination of employment, in conflict areas, from convicted families, are in correctional institutions, have more than 3 (three) siblings living in the same house (g) Participants in course institutions or other non-formal education units.

e) **BPJS Health Contribution Assistance Recipients (PBI)**

Although the National Health Insurance (JKN) is included in the Social Security scheme and not Social Assistance, specifically for BPJS Health Contribution Assistance Recipients (PBI JK) participants can be categorized as a form of Social Assistance. This is because those who receive it are the poor and the underprivileged whose contributions are paid by the government. The poor in question are people who have absolutely no source of livelihood and/or have a source of livelihood but cannot meet the basic needs that are appropriate for their lives of themselves and/or their families. Meanwhile, an incapable person is a person who has a source of livelihood, salary or wage that is only able to meet basic needs. However, they are unable to pay Health Insurance contributions for themselves and their families. The requirements to become a PBI BPJS Health participant are that Indonesian citizens have an NIK registered at Dukcapil and are registered in the Integrated Social Welfare Data (DTKS). PBI JK membership is valid from the time of registration by the Ministry of Health based on the determination by the Ministry of Social Affairs. For babies born to biological mothers from families registered as PBI JK are automatically participants. The method of registering PBI BPJS Health participants is done through data collection by the Ministry of Social Affairs / District / City Social Service according to the criteria determined by the Central Government. Then, the Ministry of Health will register the decision of the Ministry of Social Affairs to BPJS Health. The contribution for PBI Health Insurance Participants is IDR 42,000.00 (forty-two thousand rupiah) per person per month in accordance with Presidential Regulation No.64/2020. The number of family heads who receive PBI social assistance is as follows: PBI APBN as many as 133,247 families and PBI APBD as many as 57,536 families.

f) **Social Cash Assistance Ministry of Social Affairs**

Cash Social Assistance (BST) of the Ministry of Social Affairs is an assistance in the form of money given to poor, incapable, and/or vulnerable families affected by the Covid-19 outbreak. The amount of BST is Rp.600,000,-/family/month. The number of family heads who received BST in Sumedang Regency was 31,733 families.

2. Social Assistance sourced from the Local Government Budget (APBD)

Social assistance that comes from the Regional Government (APBD) of Sumedang Regency is called the Regency Social Safety Net (JPS) and the Provincial Social Safety Net (JPS).

a) **Regency Social Safety Net (Regency Social Aid)**

The Social Safety Net, hereinafter referred to as JPS, is a form of protection to ensure that all people who are socially and economically affected by the COVID-19 Pandemic can fulfil their basic needs properly. This form of protection can be seen in Sumedang Regent Regulation Number 30 of 2020 concerning social safety nets for people affected by social and economic impacts due to Covid-19. The amount of Cash Assistance is adjusted to the financial capacity of the region which is determined by a Regent Decree. Cash Assistance is provided for a maximum period of 4 months starting from April, May, June and July 2020. The targets of the Regency JPS are people affected by daily income who have difficulty meeting their daily food needs due to lack of savings and who are affected outside the 2020 DTKS Data and have not received cash assistance and/or non-cash assistance from the Central Government, West Java Provincial Government and Village Government provided that they have been verified by regional apparatus and local social services. The form of JPS Kabupaten is money in the amount of Rp.500,000 per month per household for 4

months. However, the reality in the field is that the community that has been recorded does not receive it for 4 months but less than 4 months. This caused protests and chaos in the community, because once they had been registered as Regency JPS beneficiaries, they were not entitled to receive similar social assistance from the APBN (duplication of assistance was not allowed). In addition to social assistance in the form of money, there is also JPS in the form of basic necessities given to underprivileged families such as street vendors, pedicab drivers, delman drivers, and several other communities spread across all Sub-district in Sumedang Regency.

b) Provincial Social Safety Net (Provincial Social Aid)

Social assistance from the West Java Provincial Government in the form of cash and non-cash food assistance worth Rp. 500,000, - aimed at low-income or new poor residents due to the Covid-19 pandemic in West Java. The details are cash assistance of IDR 150,000 per family per month and non-cash food assistance consisting of 10 kg of rice, 1 kg of flour, 16 packs of instant noodles, 2 liters of cooking oil, 2 kg of eggs, 2 kg of canned food (4 cans), 1 kg of sugar, vitamin C which if converted to rupiah is worth IDR 350,000 per month. The beneficiaries were divided into three groups. First, group A is residents who have been registered in the DTKS by the central government. Second, group B is non-DTKS residents, aka residents who are prone to poverty or new poverty due to the Covid-19 pandemic. Third, group C is group B who are also migrants (do not have national ID cards).

c) Contribution Assistance Recipients (PBI) APBD

PBI is assistance for Health insurance participants who are classified as poor or underprivileged. PBI is one type of BPJS Health membership specifically for the underprivileged or poor in accordance with the established criteria. In general, PBI social assistance is known as assistance provided by the government by paying monthly contributions to the health insurance program followed by beneficiaries. The number of beneficiaries of PBI APBD in Sumedang Regency is 103,825 families, while PBI APBN sourced from the central government is 366,875 families.

Concerning the above social assistance problems, Barrientos (2013) states that four things contribute to the inaccuracy of the target beneficiaries as follows: 1) Measuring errors in selection: Exclusion and Inclusion errors, some should be included and some should have been excluded from the program; 2) A process approach: The program approach process starts from identifying and determining beneficiaries as well as the registration and validation process of beneficiaries; 3) Vertical and horizontal coordination: Coordination from the top to the bottom level, miscommunication; 4) Information about the program: Information about the program is not known to all beneficiaries. The four problems mentioned by Barrientos (2013) above are empirically true in the implementation of social assistance in Sumedang Regency.

Collaborative Supervision in the Implementation of Social Assistance

The results of this study found several problems in the implementation of social assistance in Sumedang Regency, namely 1) the unavailability of accurate social assistance recipient data that can be used as a reference for social assistance distribution; 2) differences in understanding of data updating guidelines (technical guidelines for determining poor families are not yet available); 3) errors in social assistance distribution including: KPM does not exist in the DTKS data, KPM with problems in 2020 is still determined as a social assistance recipient, NIK does not match with the Central Dukcapil, KPM that has been deactivated still receives social assistance, KPM that is reported dead still receives social assistance, and KPM that receives more than one type of social assistance (double social assistance); 4) many social assistance implementers at the village and even district levels have not mastered and understood the KPM criteria and the distribution mechanism of each social assistance; 5) social assistance is divided equally to all residents to avoid riots / protests from residents.

These various problems can be minimized if collaborative supervision can be implemented properly. Supervision aims to ensure that the implementation of activities is following the initial objectives, this is in line with Marihot's understanding in Herdiana (2020) which states that the purpose of supervision

is to observe what happens with what should happen to then identify deviations that occur so that they become material for correction by the leadership to find a solution.

One of the objectives of supervision is to identify violations/deviations that occur and then find a way out. There were several irregularities found in the implementation of social assistance in Sumedang Regency as described above. To prevent these irregularities from recurring or at least being reduced, collaborative supervision is needed, namely supervision that involves the community in the implementation of social assistance. The community is involved to see whether the recipients of social assistance are right on target, whether they are the right amount and on time. The reality that occurs in the field is that many KPM of social assistance is still mistargeted, where people who are able to receive social assistance while those who are not able (poor families) do not receive social assistance. There were also cases where social assistance was distributed equally to all villagers without regard to the criteria for beneficiaries, in order to prevent riots and protests from the community. From the aspect of timeliness, it was found that social assistance was often not on time in its distribution, for example, it was slow in its distribution. Based on the cases found in the field related to the implementation of social assistance, it is urgent to design a collaborative supervision model that can minimize the problems surrounding the implementation of social assistance.

Based on the explanation of each informant, it can be concluded that the problems in the implementation of social assistance both in the context of overcoming COVID-19 and social assistance that has been implemented previously are faced with the same problem, namely an error in determining the Beneficiary Family (KPM) or Target Household (RTS), one of the causes of this problem is the absence of optimal supervision involving all stakeholders including the community.

Empirically, supervision of the implementation of social assistance is not carried out collaboratively as previously explained, these conditions encourage an understanding to build a collaborative supervision model as an alternative to the implementation of supervision which is expected to be part of the successful implementation of social assistance.

Based on this understanding, this research presents an alternative collaborative supervision model that is expected to contribute to improving supervision in the implementation of social assistance in Sumedang Regency. The design of a collaborative supervision model needs to involve several stakeholders that are closely related to the implementation of social assistance, for example, the District/City Social Service, the Population and Civil Registration Office (Disdukcapil Kab/Kota) which records population data (NIK), the SIKS-NG application operator (DTKS), RT/RW, village heads, Village Consultative Bodies, and Sub-district elements. These stakeholders have a relationship with each other as social assistance organizers. In its simplest form, this collaborative supervision seeks to ensure that social assistance is right on target so that it does not cause chaos or uproar and protests from the community.

Based on the results of in-depth interviews with informants, it turns out that Sumedang Regency has not optimally implemented collaborative supervision in the implementation of social assistance both before and after the Covid-19 pandemic. Collaborative supervision is needed that synergies between the various stakeholders/institutions involved which is based on a mutual agreement to achieve the goal of implementing social assistance that is right on target. In carrying out collaborative supervision, the position between stakeholders is not hierarchical but functional, which means that the entities involved are equal to one another so that supervision can run more functionally. The following is the proposed collaborative supervision design:

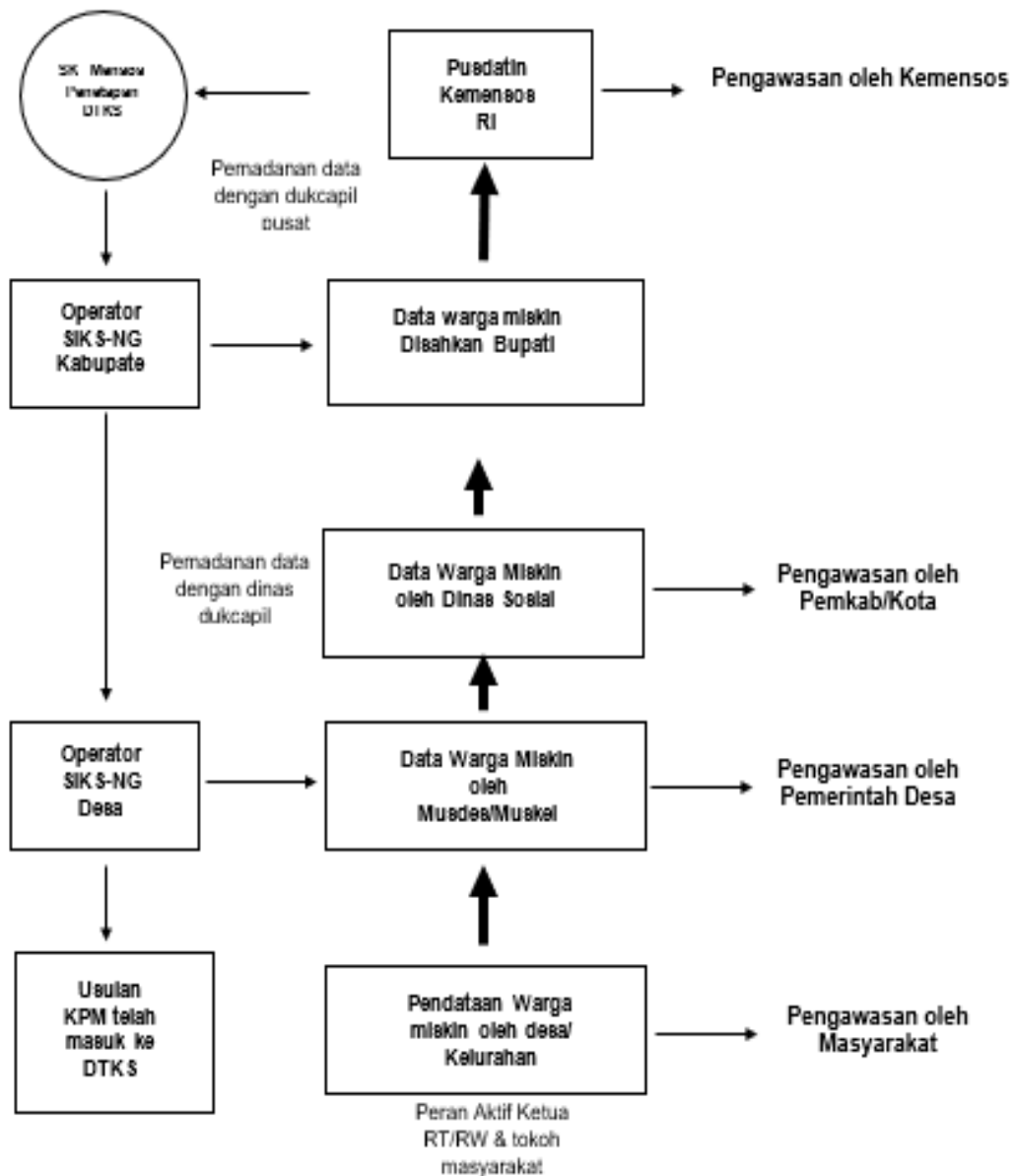


Figure 1 Collaborative Supervision Model in Implementing Social Assistance

Based on Figure 1 above, the implementation of social assistance is a tiered process that starts from the village or Village government level to the central government level. Based on this understanding, the supervision process carried out must also begin in stages, carried out by stakeholders both internally at each level of government and externally, as well as elements of the community. Supervision carried out by these stakeholders is a form of collaborative supervision that involves various elements at each level. Collaborative supervision is a form of joint commitment to the implementation of social program policies so that they run as originally intended, so the first basis for collaborative supervision is the commitment and basic rules of cooperation of the stakeholders to conduct collaborative supervision. Stakeholders are subject to and obey the commitments and rules that have been made and agreed upon. The process of collecting data on poor households that will later become target households (RTS) is one of the important activities that will determine the success of social assistance implementation. The process must be carried out in stages, starting from the lowest element of the village government, where at this stage the community is involved both in providing input in the selection of poor households and supervising village government officials so that the process of compiling the list of poor households is carried out correctly. In this process, the active role of the Head of RT/RW and community leaders is very important to provide input on potential recipients of social assistance.

After the list of poor households was obtained, it was followed by a village deliberation (musdes/muskel). The musdes/muskel is attended by the village head, the village council (BPD), community leaders, RT/RW heads, village-level SIKS-NG operators and other elements deemed relevant to attend the musdes/muskel. At this musdes/muskel, the list of poor households will be discussed. If there is data that does not match the criteria for social assistance recipients, then at this musdes it will be canceled, not included in the proposed list of poor households. After being agreed upon by the musdes participants, the list of poor households will be uploaded by the SIKS-NG Operator at the village level.

Furthermore, the data on poor households by the Village-level SIKS-NG Operator is uploaded to the District-level SIKS-NG at the Sumedang District Social Service. At the Social Agency, the poor household data is verified (data matching) with the Population and Civil Registration Office (Dukcapil) to ensure that the Population Identification Number (NIK) of the poor household matches the NIK listed at the Dukcapil Office. If the NIK of the poor family does not match with the NIK at the Dukcapil Office, the Social Services Office will ineligible the poor family to be a candidate for social assistance, meaning that they cannot be proposed to be included in the DTKS. At this level, tiered supervision is carried out by the Social Affairs Office in collaboration with the Dukcapil Office.

Then the next step is to finalize the data by the Social Service Office through the SIKS-NG supervisor (usually held by the Head of the Social Protection and Security Division). The data on poor households are proposed to the Regional Head (Regent of Sumedang Regency) for approval. After being signed by the Regent, the Poor Household Data is sent to the Ministry of Social Affairs Pusdatin.

The Ministry of Social Affairs through Pusdatin matches the NIK data of poor households with the Central Dukcapil of the Ministry of Home Affairs to ensure that the NIK of poor households matches the data in the Central Dukcapil of the Ministry of Home Affairs. If the matching results are correct, then a Minister of Social Affairs Decree on DTKS in Sumedang Regency is issued. Then the Minister of Social Affairs Decree on DTKS is uploaded to SIKS-NG Sumedang Regency and forwarded to SIKS-NG at the village level. The poor households listed in the DTKS are the legal database of social assistance recipients in Sumedang Regency.

The data collection process, which is carried out in stages and involves many parties from the lowest level of government to the central government level and the existence of tiered supervision, is expected to produce accurate and credible data on poor households which is the basis for determining Target Households (RTS) in the implementation of social assistance policies.

Collaborative supervision efforts are realized by cooperation between various stakeholders at each level of government from the initial stage of supervision to the final stage of supervision. The elements involved share roles according to what has been determined and work synergistically so as to produce integration between one another.

The existence of supervision carried out by stakeholders from the central government level to the village government level is expected to optimize the performance of the implementation of social assistance policies so that the objectives of the social assistance program that have been determined at the beginning will be achieved and the target community will benefit from the social assistance policy.

CONCLUSION

The implementation of social assistance policies for the community before and during the Covid-19 pandemic empirically faced problems, especially the distribution that was not on target, some people who were included in the Target Households (RTS) did not receive social assistance while people who were categorized as capable and did not target households received assistance. One of the causes of this problem is the absence of collaborative supervision. The process of supervising the implementation of social assistance for the poor and people affected by Covid-19 is carried out using closed internal supervision where other parties including the community have less access to supervise the implementation of social assistance.

Through collaborative supervision that involves various stakeholders from the lower level of government to the central government, it will be able to minimize targeting errors/inaccuracy of social

assistance recipients, prevent invalid NIK, prevent duplication of social assistance, prevent nepotism in the RTS selection process, so that the benefits of social assistance can be felt by people who really need it. Therefore, the design of the collaborative supervision model proposed above can be implemented in the implementation of social assistance in Sumedang Regency so that cases of chaos, community protests against the village government and social jealousy in the community that have often occurred can be avoided. To optimize the model, the following recommendations are made to the government:

- a) Immediately involve the active role of the community (RT, RW, community leaders, village heads) in selecting poor households, because these components know more about the poor/economically underprivileged residents.
- b) A strong commitment among stakeholders is needed to immediately conduct collaborative supervision involving the active participation of community leaders, RT/RW, Village Heads and Village Consultative Bodies in selecting poor households so as to prevent inaccurate social assistance recipients.
- c) Immediately recruit human resources for SIKS-NG operators for villages that do not yet have SIKS-NG operators.
- d) Practical and easy-to-understand technical guidelines on the indicators of poor households are urgently needed, so that community leaders, RT/RW heads, village heads and elements of social assistance managers can clearly determine poor households as potential recipients of social assistance.
- e) Socialization of various social assistance programs, prerequisites/criteria, and social assistance distribution mechanisms need to be increased in frequency while reducing frequent changes in program names that confuse the community.
- f) The requirement to receive social assistance is still based on KTP / NIK, therefore invalid NIK cases need to be resolved by immediately matching data with the Dukcapil Service, so as not to hinder the rights of citizens to receive social assistance.
- g) The Ministry of Social Affairs needs to coordinate with the Ministry of Home Affairs so that local governments through the Social Services Office can immediately update the DTKS as expected/targeted.

The results of this research also recommend that further relevant research be conducted, for example:

- a) Conducting further research on the benefits of social assistance felt by poor families.
- b) Undertaking further research on evaluating the impact of social assistance on poverty reduction.
- c) Researching the impact of collaborative supervision implementation on the accuracy of DTKS as a database for determining poor households.

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