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Sensemaking of Stakeholder Identity Construction in Determining Potential Social Assistance Recipients

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ABSTRACT

Implementation of the social assistance policy program to determine social assistance recipients in the context of development communication involves stakeholder action in the sensemaking process as an effort to achieve a common understanding in determining who is worthy of receiving social assistance. Previous research stated that the problems that still occur today are weak communication and coordination between institutions, distribution of social assistance that does not match targets, unclear distribution mechanisms and data on social assistance recipients that are not in sync, lack of integration of one Indonesian data, misidentification, and neglect of groups. vulnerable, deceased social assistance recipients are still registered, identity of social assistance recipients is not registered in DTKS or SIKS-NG, problematic social assistance recipients are still registered, NIK is invalid, inactive social assistance recipients still receive assistance, multiple social assistance recipients. The aim of this research is to understand the sensemaking process used by stakeholders in determining potential social assistance recipients. The approach used in this research is descriptive qualitative using a constructivist paradigm and case study design. The research results show the important role of identity construction of local leaders, especially village heads, in data management and distribution of social assistance. Through a reflective and participatory approach, local leaders can ensure the accuracy and honesty of data on social assistance recipients, as well as increase the overall effectiveness of the social assistance program. The results of this research offer a new approach in determining social assistance recipients called sensemaking.

Keywords: Development communication, identity construction, sensemaking

ABSTRAK

Pelaksanaan program kebijakan bantuan sosial untuk menentukan penerima bansos dalam konteks komunikasi pembangunan melibatkan tindakan pemangku kepentingan pada proses sensemaking sebagai upaya mencapai pemahaman bersama dalam menentukan siapa yang layak penerima bansos. Penelitian sebelumnya menyatakan, permasalahan yang masih terjadi hingga saat ini adalah lemahnya komunikasi dan koordinasi antar lembaga, penyaluran bansos yang tidak sesuai target sasaran, ketidakjelasan mekanisme penyaluran dan data penerima bansos yang tidak sinkron, kurangnya integrasi satu data Indonesia, kesalahan identifikasi dan pengabaian terhadap kelompok rentan, penerima bansos meninggal masih terdaftar, identitas penerima bansos tidak terdaftar dalam DTKS atau SIKS-NG, penerima bansos bermasalah tetap terdaftar, NIK tidak valid, penerima bansos tidak aktif tetap menerima bantuan, penerima bansos ganda. Adapun tujuan dari penelitian ini adalah untuk memahami proses sensemaking yang digunakan pemangku kepentingan dalam menentukan calon penerima bansos. Pendekatan yang digunakan dalam penelitian ini adalah deskriptif kualitatif dengan menggunakan paradigma konstruktivis dan desain studi kasus. Hasil penelitian menunjukkan, pentingnya peran konstruksi identitas pemimpin lokal, terutama kepala desa, dalam tata kelola data dan penyaluran bansos. Melalui pendekatan reflektif dan partisipatif,

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pemimpin lokal dapat memastikan keakuratan dan kejujuran data penerima bansos, serta meningkatkan efektivitas program bansos secara keseluruhan. Hasil penelitian ini menawarkan pendekatan baru dalam penentuan penerima bansos yang disebut sensemaking.

Kata Kunci: Komunikasi pembangunan, konstruksi identitas, sensemaking

INTRODUCTION

Implementation of the social assistance (Bansos) policy program to determine potential recipients of social assistance in the context of development communication involves stakeholder action in the sensemaking process as an effort to achieve a common understanding in determining who is worthy of receiving social assistance. In this case, development communication can facilitate stakeholder action to create social change through mutual agreement (Rogers, 1983). This perspective emphasizes that communication is not just the delivery of information, but rather the formation of dialogue and cooperation between government, social institutions, and society (Servaes 2020). The policy process does not only focus on government proposals, but also includes the direction of action taken by policy implementing stakeholders (Howlett & Cashore, 2014).

Previous research stated that the problems that still occur today are the distribution of social assistance that does not meet the targets and the unclear mechanism for distributing social assistance as well as data on social assistance recipients that is not in sync between the regional government and the central government (Ramly & Budiawan, 2021; Kusumaputra, 2021). The problem of weak communication and less than optimal coordination between institutions in socializing the social assistance program is also one of the causes of the ineffectiveness of the social assistance program (Wahyuni, 2021). Meanwhile, One Data Indonesia which is regulated in Presidential Regulation Number 39 of 2019 concerning data governance has not been properly integrated (Sjaf, et al, 2020).

According to the Financial Audit Agency's report highlighted by the Ombudsman in 2022, six errors were found in the distribution of social assistance which did not comply with the provisions. First, there is the entry of the names of social assistance recipients who have died into the list of social assistance recipients. Second, the identities of social assistance recipients are not listed in the Integrated Social Welfare Data (DTKS) in October 2020, nor are they listed in the proposals submitted by the Regional Government through the Social Welfare System-Next Generation (SIKS-NG) application. Third, there are still social assistance recipients who experienced problems in 2020 but are still registered as recipients in 2021. Fourth, there are recipients with invalid or unregistered Population Identification Numbers (NIK). Fifth, there are still recipients who should no longer be active but are still receiving assistance. Sixth, multiple aid recipients (Purnama, 2022; Teja, 2020).

An inappropriate process for determining potential recipients of social assistance can have a major impact on welfare and social justice. Therefore, understanding by stakeholders about the real situation and conditions of citizens who are potential recipients of social assistance through a sensemaking process can help increase accuracy and fairness in determining potential recipients of social assistance.

By looking at the problems in the background related to weak communication and coordination between institutions, distribution of social assistance that does not match the targets, unclear distribution mechanisms and data on social assistance recipients that are not synchronized, lack of integration of one Indonesian data, misidentification and neglect of vulnerable groups, recipients of social assistance deceased is still registered, the identity of the social assistance recipient is not registered in DTKS or SIKS-NG, problematic social assistance recipients are still registered, NIK is invalid, inactive social assistance recipients still receive assistance, multiple social assistance recipients, So the question in the research is how stakeholders carry out the sensemaking process in determine potential recipients of social assistance. The aim of this research is to understand the sensemaking process used by stakeholders in determining potential social assistance recipients.

THEORETICAL REVIEW

Communication is the main tool in forming stakeholder identities in policy implementation, and is important for achieving policy results (Muers, 2018). This identity supports shared understandings and values that all have a crucial role in designing strategies for policy development (Brennan, 2023). Apart from being influenced by local culture, identity formation can also be influenced by other cultural and social structures built by the surrounding environment on their living environment (Darmastuti et al., 2020).

Development communication can facilitate the sensemaking process of stakeholder identity construction to convey information to other stakeholders clearly about the identity criteria for potential social assistance recipients in a joint dialogue activity, which involves active participation from all parties involved, including the local community (Servaes, 2020). This Sensemaking process is not only limited to specific situational understanding, but also involves a series of ongoing processes in forming and combining individual and group identities (Weick, 1995). Identity construction is the process through which actors determine who they are, namely the extent to which a person internalizes a given identity as a self-definition (Ashforth & Schinoff, 2016).

In the process of determining potential social assistance recipients, understanding the criteria for social assistance recipient requirements is sometimes difficult to understand in several aspects. This situation occurs especially when the environment undergoes rapid change, presenting unexpected surprises. Therefore, sensemaking involves efforts to understand logically and give meaning to situations and conditions of reality that occur in society (Ancona, 2012). Sensemaking involves ongoing interpretation of existing information, and individuals combine various data elements to form a cohesive understanding of their identity (Johnsen, 2021). In the decision-making process to determine potential targets for social assistance recipients, stakeholders' abilities are needed in the act of sensemaking, identity construction in data governance and data use, namely understanding data with common sense. Sensemaking relies on more than just data, it involves thinking (Gregory & Koesten, 2022).

RESEARCH METHOD

The approach used in this research is descriptive qualitative using a constructivist paradigm and case study design. In the constructivist paradigm, truth is a social reality resulting from social construction and the truth of a social reality is relative, where every human action has meaning (Creswell, 2018). Constructivism is a research paradigm that denies the existence of objective reality, instead that reality is a social construction of the mind that emphasizes the subjective relationship between researchers and participants, and the construction of meaning (Morgan, 2014). This research was carried out using a type 4 (multi case) case study design model. Where in this research there were several cases such as problems with weak communication and coordination between institutions, unclear mechanisms for distributing social assistance and the validity of the data as written in the background. Case studies are empirical methods that investigate cases in depth and in real-world contexts, especially when the boundaries between phenomenon and context may be unclear (Yin, 2018).

Thus, the analysis unit of this research is the actors involved in the process of determining potential social assistance recipients, in this case the Social Service, Subdistrict Head, Village Head, Hamlet Head and RT Head. This research was conducted in Karangtengah Village, Cilongok District, Banyumas Regency, Central Java Province. Data collection in research was carried out by collecting primary and secondary data through three stages, namely; Observation, In-depth Interviews and Documentation. Observations in this research were carried out by paying attention to the behavior of sensemakers (stakeholders) in the process of determining potential social assistance recipients by directly observing the activities of

decision-making actors and then putting them in written form, in-depth interviews with informants in this study were conducted with sensemakers determining potential social assistance recipients and documentation in the form documents, performance reports; audio or video recordings, legal regulations and technical instructions regarding the implementation of social assistance policies.

The data analysis technique used in this research is as proposed by Miles and Huberman (2014) by carrying out three data analysis activities, namely: (1) Condensation, (2) Data display, and (3) Drawing conclusions. The data analysis process is carried out through the Nvivo 12 application by displaying a visualization of the coding results with a Hierarchy Chart which is interpreted by referring to the process of understanding and interpreting information to extract meaning and make conclusions about what can be drawn from the data, including explanations of observed phenomena.

DISCUSSION

In the context of determining social assistance recipients, the sensemaking process begins with the interpretation and integration of available information. Stakeholders collect data regarding potential aid recipients. This process involves retrospective sensemaking analysis or reflective actions towards potential social assistance recipients. In this case, stakeholders look at past experiences, whether residents have received or been registered in other social assistance programs before, then provide meaning to decide what action to take now.

The stakeholder retrospective describes a series of steps taken by various parties related to determining potential recipients of social assistance, in this case, sub-district officers took reflective action by monitoring the distribution of social assistance, verifying data, and recording resident recipients in each village. Through direct monitoring, they help identify and record potential aid recipients at the village level. The next identity construction is carried out by the Village Head with reflective actions, namely; reporting inappropriate social assistance data, selecting data on the eligibility of social assistance recipients, and holding Village Deliberations to determine potential social assistance recipients. The village head is responsible for ensuring that the data reported to the next level is accurate and appropriate. Through village selection and deliberations, the village head contributes to the decision-making stage.

Apart from the sub-district head and village head as sub-district and village leaders, village officials such as the hamlet head (Kadus) and RT head have an important role in retrospective sensemaking actions. Kadus has a supervisory and reporting role. They ensure

that inappropriate data is reported immediately, and monitor data collection for potential social assistance recipients at the RT level to ensure data accuracy. The RT head is at the closest level to the community. Through reporting data changes, the RT Head helps maintain data accuracy by taking reflective action to report changes in death status data and moving house to Kadus.

Stakeholders in the distribution of social assistance have their respective roles in every action and responsibility at the sub-district, village, hamlet, and RT levels. This effort is part of the identity construction effort in the process of determining potential social assistance recipients. However, there are differences in the levels of identity construction actions in determining potential social assistance recipients from the village head level to the lowest level, namely the RT (see figure 1).

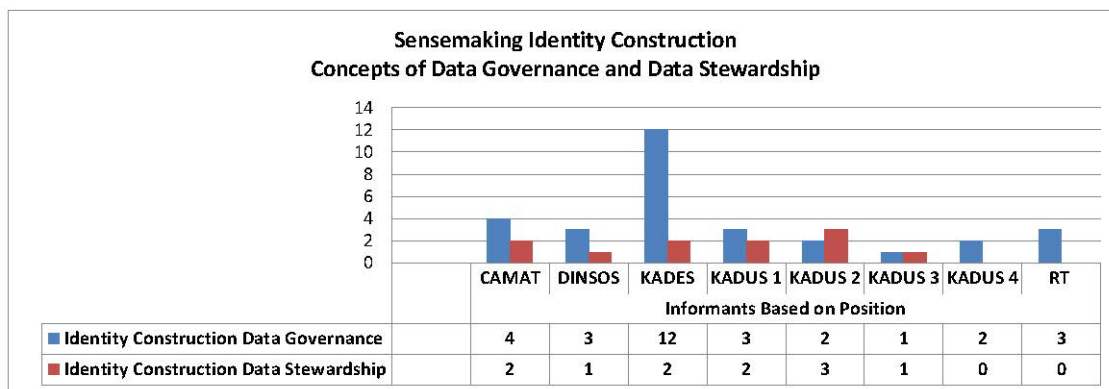


Figure 1. Graph of Sensemaking Actions for Stakeholder Identity Construction

The sensemaking action graph for stakeholder identity construction in Figure 1 shows the numbers for each informant. These numbers are not quantitative numbers. These numbers are the number of statements from each informant that have been coded into themes that emerged in the interview. The graph shows that the construction of the identity of the village head in the concept of data governance is at the highest level, namely twelve, the sub-district head is at level four, the Social Service, Kadus 1, and the Head of the RT are each at level three, while at level two it is owned by the Head of the Village. 2 and Kadus 4 and Kadus 3 with level one.

Thus, there were twelve statements by the Village Head regarding data management in determining potential social assistance recipients, as were other informants. In the concept of data use, Kadus 2 is at the highest level, namely three levels, while the sub-district head, village head, Kadus 1 are at level two, Kadus 3 is at level one and Kadus 4 and the RT head

has no levels, which means that social assistance data management is not carried out. by Head of District 4 and Head of RT in the process of determining potential social assistance recipients.

The village head stated in an interview that he took reflective action in determining potential social assistance recipients, including collecting data and verifying data on potential social assistance recipients. The village head also constructed his identity as village head with assignments to hamlet heads and RT heads to ensure data honesty, as well as selection of recipient eligibility. social assistance. Updating data on social assistance recipients is also carried out by the Village Head by crossing out inappropriate data. Dialogue with residents is also carried out by the Village Head to convey information on social assistance policies through PKK meetings and RT meetings. Village deliberations to determine potential recipients of social assistance are carried out by the village head involving village officials, and the village head uses data from the village deliberations to be proposed as recipients of social assistance (see figure 2).

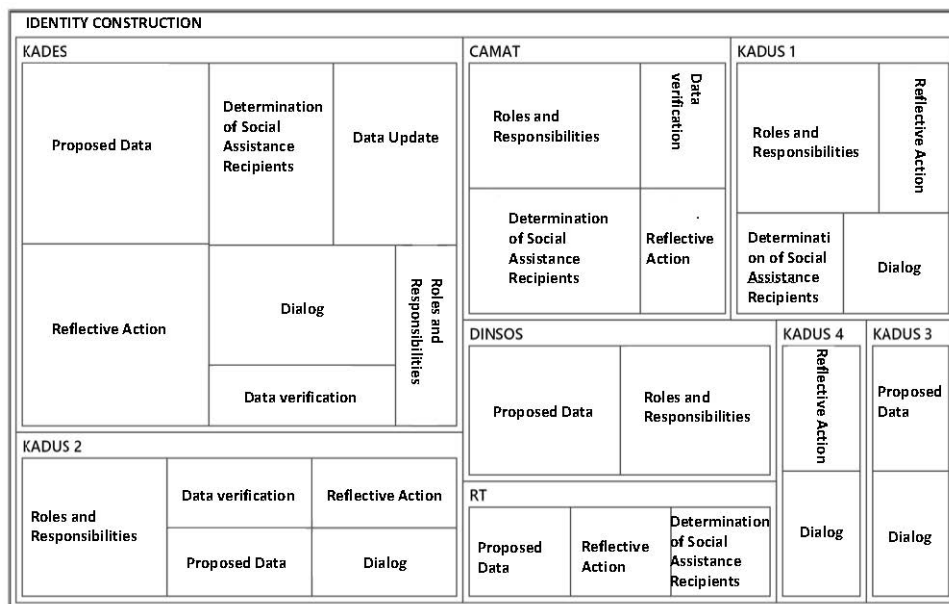


Figure 2. Hierarchy Chart Visualization

The hierarchy chart visualization in Figure 2 shows that the village head updated data for social assistance recipients who were no longer eligible by deleting data as social assistance recipients. The Village Head’s efforts to monitor, verify and ensure honesty in data reflect his responsibility in maintaining the integrity of the process of determining potential social

assistance recipients. As part of the data updating action, the village head has a critical role in deleting data on social assistance recipients who are not eligible. The village head not only plays a supervisory role, but also as a determinant in identifying and correcting data discrepancies.

“Data from the center goes down to the village and we carry out verification to assess that person A is no longer worthy of receiving social assistance, and we can only reduce the number of social assistance recipients but cannot increase the data on social assistance recipients. “This means that we can delete data from the center for social assistance recipients who are not eligible, but for people who are eligible to receive social assistance and are not recorded, we cannot enter it because data from the center cannot be added.”

Even though the Village Head cannot add recipient data from the center, his efforts reflect transparency, honesty and active involvement in ensuring that the social assistance program runs effectively. Overall, the construction of the village head’s identity in data governance and data use for social assistance recipients has the highest level compared to other stakeholders (see figure 3). This reflects a complex and responsible role. These actions are not only about maintaining data integrity, but also involve community empowerment, transparency, and fair policy implementation.

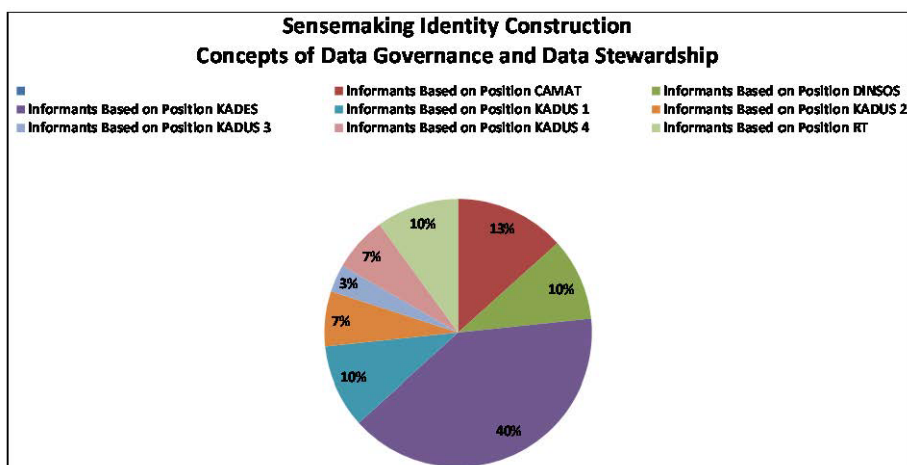


Figure 3. Percentage of stakeholder identity construction sensemaking actions

Figure 3 shows that although other stakeholders also have an important role in data governance and data use in determining potential social assistance recipients, the strength of the village head’s sensemaking actions lies in direct, participatory involvement and direct

correction of the data. The greater 40% percentage reflects the dominance of the village head's contribution in the process of determining potential social assistance recipients, underscoring his role as a central agent in understanding and constructing the identity of aid recipients at the village level.

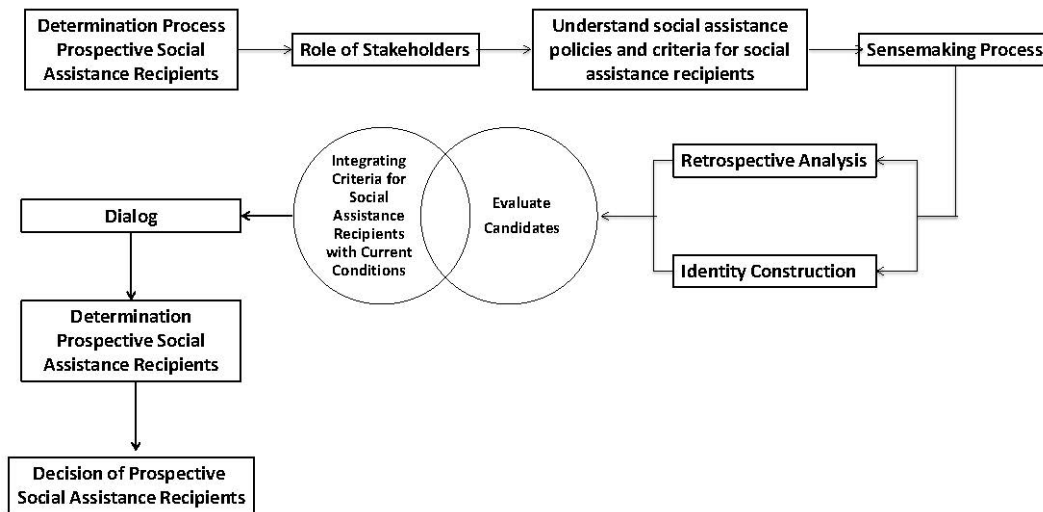


Figure 4. Chartflow of the Sensemaking Process of Identity Construction in Decision Making

The process of determining potential social assistance recipients starts from the role of stakeholders by understanding the social assistance policy rules and criteria for social assistance recipients, where this understanding is carried out through a retrospective sensemaking process, namely reflective action towards potential social assistance recipients by selecting potential social assistance recipients. The next sensemaking process is identity construction, namely integrating the criteria for social assistance recipients with the current conditions of potential social assistance recipients and the results of this process are carried out by village deliberations to determine potential social assistance recipients, then because of this village deliberation decisions are made for potential social assistance recipients (see figure 5).

Relevance to Previous Research

The relevance of previous research to this research lies in improving data governance and data use in the distribution of social assistance. Previous research identified problems in data management, while this research shows steps taken by stakeholders to improve the process, including direct monitoring, data verification, data updates, and removal of inappropriate data. In addition, this research shows how the identity construction of the Village Head, as a leader at the village level, carries out reflective and sensemaking actions in ensuring the accuracy and honesty of data on social assistance recipients at the village level.

CONCLUSION

The conclusions from the results of this research underline the important role of identity construction of local leaders, especially village heads, in data governance and distribution of social assistance. Through a reflective and participatory approach, local leaders can ensure the accuracy and honesty of data on social assistance recipients, as well as increase the overall effectiveness of the social assistance program. This research found that there are still challenges that need to be overcome in the distribution of social assistance, such as data discrepancies and unclear distribution mechanisms.

Previous research has identified crucial problems in the distribution of social assistance. These issues provide an important context for understanding the need for a new approach to determining social assistance recipients. The results of this research offer a new approach in determining social assistance recipients called sensemaking. This approach involves interpreting and integrating information from the past to understand the current situation, involving the construction of stakeholder identities at the local level. The construction of the village head's identity as a leader who is responsible and cares about the welfare of village communities plays a key role in ensuring the integrity and effectiveness of the social assistance program.

The implications of this research include policy recommendations to strengthen coordination between institutions, increase transparency and accountability, and strengthen community participation in the distribution of social assistance. Practical implications include efforts to improve data verification, strengthen community participation, and continuous monitoring of program implementation.

The main implication of the sensemaking theory of identity construction is the recognition of the role of leadership in shaping identity. The village head not only carries out administrative duties in determining social assistance recipients, but also constructs his identity as a leader responsible for the welfare of the village community. In addition, data governance theory emphasizes the importance of data accuracy, trustworthiness, and availability for effective decision making. In this context, the actions of updating, verifying, and deleting data carried out by the Village Head and other village officials underscore the importance of regular monitoring and data management to ensure the efficiency and effectiveness of social assistance programs.

RESEARCH LIMITATIONS

Apart from methodological limitations, this research also has limitations related to the research location, namely Karangtengah Village, Cilongok District, Banyumas Regency, Central Java Province, which may have unique characteristics and does not always reflect the situation in other areas. Therefore, the findings of this study may not be directly applicable to different contexts. Although this research provides valuable insight into the process of determining social assistance recipients in Karangtengah Village, it should be remembered that these findings must be confirmed or studied further in a broader and more representative context.

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