

# Social Protection System to Reduce Poverty in a Natural Resource Rich Country: Towards the Success of the Sustainable Development Goals

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This article discusses the discourse of social protection systems to reduce poverty in natural resource rich countries, toward the success of the sustainable development goals. The people of a natural resource rich country like Indonesian have big problems related to the issue of poverty. In the present era, poverty management is demanded which has a positive contribution to reducing poverty in Indonesia. Recognizing this, this article is to contribute thoughtful insights for the Indonesian People and Government. Based on primary interviews with key informants, observation, and literature studies, although Indonesia already has a well-structured social protection system for all, there are programs that are not implemented equally, and the standard of poverty in Indonesia is below the average poverty standard in the world. It is not easy to run a program as large as SDGs, so the implementation of this long-term program will present with many significant challenges. The SDGs provides the most effective opportunities for Indonesia to work together in combating poverty, this is one of the main principles of 'no one left behind'. Finally, achieving zero poverty by 2030 is actually not a dream if Indonesia is able to manage this opportunity to learn from the many experiences of developing countries in this global cooperation scheme.

**Key words:** *Social Protection System, Poverty, Sustainable Development Goals, Government Policy, Development Plan, Natural Resource Rich Country.*



## Introduction

Poverty is not just an economic and social burden for a country, it is also a source of contention amongst experts trying to understand this widespread and global problem. Social development is only limited to slogans and has not been integrated with economic development strategies (Asiru, 2011). This phenomenon is very interesting especially for developing areas that try to build respectable governance, where the process development is not only a top down basis for the government, but must be done with the ability to build public participation (Hakim, 2011).

A strong opinion was offered by Pete Alcock, a Professor of Social Policy and Administration of the University of Birmingham; he argued that there is no correct and scientific definition to be agreed upon because poverty is a political concept (Alcock, 1997). Poverty therefore has many different meanings in the social sciences, and there are at least twelve definitions currently in place (Spicker, 2007). It is, however, important to have a working definition that can be used as a common ground for understanding and thus help solve the problems associated with poverty. One such definition was provided by the United Nations Development Programme which stated that poverty was a complex phenomenon that generally refers to the inability of individuals to meet their needs and thus endure inadequate living conditions (UNDP, 1998). This definition is in line with the World Bank's assertion that poverty refers to the inability to meet material needs such as food, housing, land and other assets (World Bank, 1999). Thus, poverty is a complex issue that cannot easily be defined; importantly, however, it encompasses the diminished sense of well-being some groups suffer as a result of poor living conditions.

Currently, about 10.9 percent of the world's population live the poverty (World Bank, 2018). The existence of poverty must be overcome through government policies, one of the most popular policies of which is the social protection system. This system refers to the various services offered to the poor and those who are suffering temporary difficulties, such as a disruption of income due to illness. It is a form of protection that provides social security, social assistance, and health care (Spicker, 2007). Furthermore, Midgley (1984) argued that social assistance programmes functioned as a social investment that can improve the economic productivity of the poor and facilitate their self-inclusion in the wider social environment. Thus, it can be said that a social assistance programme is likely to be the most sophisticated approach to reducing poverty because it helps to improve quality of life and economic circumstances.

In the past two decades, the world focus on poverty reduction continues to be improved. In fact, the United Nations (UN) as the highest government institution in the world has initiated two poverty alleviation programs. First, Millennium Development Goals (MDGs) that aimed

to reduce the number suffering from poverty, around the world, by half by 2015. Fortunately, the target was successfully achieved in 2010, which is five years before the end of the program (World Bank, 2013). And the second, Sustainable Development Goals (SDGs), a new model of program that want to continue the work of the MDGs in reducing poverty, even eliminating poverty by 2030. As this program aims to eradicate poverty, it is expected that presence of the SDGs is able to help the acceleration of the development in all aspects in developing countries, including Indonesia (Rassanjani, 2018).

For the MDGs, in one sense it constituted a failed programme as this plan was unable to pay explicit attention to the social protection agenda; it is hoped the SDGs will address this problem (UNDP, 2016). Meanwhile, Kumar et al. (2016) stated that the SDGs exemplify an increased consolidation of the convergence of the international development agenda, which focuses on strengthening equality, human rights, and non-discrimination. Thus, it can be said that the SDGs is fully committed to the implementation of a nationally appropriate social protection system for all levels of society, and will achieve substantial coverage of poor and vulnerable communities across the world by 2030, as stated in Goal 1-Target 3: "Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable".

The existence of these global programs, that were initiated jointly by UN member states, is assisting the developing countries in formulating effective poverty alleviation programs; and one of the countries is Indonesia. After implementing the MDGs in the previous national development projections, Indonesia's hopes rest on this ongoing sustainable program. In support of this aim, the government has appointed the Badan Perencanaan dan Pembangunan Nasional (Bappenas) to be a coordinator of the SDGs in Indonesia. This public agency is responsible for formulating the national action plan that will oversee the successful implementation of SDGs.

Although the birth of SDGs was initiated by the issue of poverty alleviation, since its inception in 2015, SDGs have become a subject of research that is in great demand by academics across disciplines. This is evidenced by the existence of many studies and journal publications about SDGs. Given that SDGs have many goals, targets and indicators, of course each researcher focuses on certain goals and its area of study; for example, Toukan (2017) focused on education that represent Goal 4 and Connolly (2018) focused on peace that represent Goal 16. Meanwhile, there are also several studies that focus on poverty and SDGs, for example criticism on Goal 1 – 'No Poverty' that was conducted by Kamruzzaman (2016) and Sengupta (2018).

Similar to previous studies, this research will not examine all 17 goals of the SDGs, but will focus on Goal 1 only, especially Target 3. This is what makes this study different from

existing research, because as far as tracking, there is no research that focuses on Goal 1-Target 3 only, especially with Indonesia as the object of study. Moreover, the research question of this study is to what extent can the social protection programmes realise the achievement of the SDGs in Indonesia? In so doing, this research may serve as an evaluation media of the achievement of SDGs in Indonesia.

## **Literature review**

### ***Poverty in Indonesia***

As a major country that is characterised by cultural, religion, ethnic and political diversity, Indonesia is struggling to alleviate poverty and improve the well-being of its people. Afandi et al. (2017) analysed factors affecting poverty in Indonesia from 1981- 2013. The Error Correction Model (ECM) was used to provide an empirical estimate of poverty, along with a secondary time series data panel that included: Economic Growth, Investment, Inflation, and Gini ratios. The study identified a positive correlation between inflation and poverty in the short term, which explains the relationship between price increases and low purchasing power. The Gini ratio variable also indicated a low level of equality; consequently, the level of poverty continues to increase in this country. Unfortunately, Economic Growth and Foreign Direct Investment (FDI) do not contribute significantly to a reduction in the number of poor people. Overall, these findings suggest that poverty rates are associated with macroeconomic instability, especially price levels. Thus, high inflation rates lead to higher poverty rates in this country.

Furthermore, inflation is not the cause of poverty in Indonesia alone. Dartanto and Nurkholis (2013) also used panel data to measure the causes of poverty in Indonesia. They found that educational attainment; the number of household members; physical assets (land and house ownership); the employment sector; changes in employment status; access to modern electricity utilities; the micro credit programme; health shocks; and shifts in the number of household members are amongst the determinants of poverty in Indonesia. Thus, poverty is a multidimensional problem that is not caused by one factor alone, which implies that the alleviation of poverty is not an easy matter. A multidimensional problem like this requires sustainable-holistic solutions over time.

### ***Sustainable Development Goals***

The world has undertaken one of its largest challenges in aiming to end poverty by 2030. Developed to achieve this aim, the SDGs constitute a new type of global development programme aimed at tackling chronic poverty following the success of MDGs, even though not all countries received the benefits of this success. Many experts argue that the MDGs had drawbacks and weaknesses, and thus were critical of this programme. For example, Bello and

Suleman (2011) identified several problems with the MDGs, namely; (i) inconsistent methodologies which made it difficult to assess progress (ii) lack of indicators regarding data quality, (iii) overly ambitious and unrealistic targets, (iv) biased baseline years for some countries and regions, (v) reports on several countries were characterised by inconsistency.

Furthermore, the MDGs was unable to achieve an equal and full equity gain, especially for African nations (Clemens and Moss, 2005; Easterly, 2008). On the other hand, Rippin (2013) believed that the MDGs provided valuable lessons for stakeholders, enabling them to formulate new global development concepts to eradicate extreme poverty. Thus, due to their weaknesses, the MDGs failed to bring prosperity to several participating countries; however, the MDGs succeeded in encouraging the birth of a new era of programmes in the form of SDGs which are considered more attractive and competent. Moreover, it is believed that the MDGs was the first programme to successfully generate new and innovative partnerships with ambitious goals (Kumar et al., 2016). However, in terms of their eight goals, MDGs have not been able to exert maximum impact on several economic, social and environmental issues. Nevertheless, the new agenda of SDGs can benefit from the valuable lessons learnt by the implementation of the MDGs. Finally, the authors suggested that the SDGs are likely to result in the continuation of several problems associated with MDGS that were previously unaddressed.

In an article entitled "Poverty Reduction within the framework of the SDGs and Post2015 Development Agenda", Liu et al. (2015) directly address the topic of SDGs and poverty. The writers began by proffering an explanation of SDGs and divided its 17 goals into three categories: multidimensional poverty reduction goals (Goal 1 to Goal 6), sustainable development goals (Goal 7 to Goal 15), and global partnership goals (Goal 16 and Goal 17). Moreover, ending extreme poverty and achieving sustainable development by 2030 is at the heart of the SDGs agenda, the programme thus emphasises the importance of poverty alleviation in relation to development issues. Furthermore, the relationship between poverty reduction and sustainable development is closely interlinked as poverty alleviation is the premise for sustainable development.

The presence of SDGs certainly offers a valuable opportunity for every country to become involved in a common development agenda. Even for high-income countries, it is an arena that enables them to alleviate poverty in urban communities, even though there will be severer tasks to face as standards are higher than in rural society. Moreover, Liu et al. (2015) argued that "poverty and inequality within the community must continue to be the top priority of the governments because poverty reduction is the soft power that makes a country great in the eyes of the international community. Besides, the government should be willing to do everything, including exploring alternative methods that can be used in poverty alleviation programmes, and the government should continue to forge new partnerships around the

poverty and development agenda”. Thus, it cannot be guaranteed that wealthier countries will not be vulnerable to poverty. For example, Venezuela is considered one of the wealthiest countries in the world but remains mired in a deepening crisis that has led to widespread poverty (Stevenson, 2017). Thus, every country should place the alleviation of poverty at the top of their development agenda.

However, despite the many advocates of the SDGs, there are also those sceptical of the stated ideals who regard the programme as unreasonable. For example, the Bill and Melinda Gates Foundation argued that each new goal must be specific, measurable, achievable, relevant, time-bound, and easy to communicate (Sridhar, 2016). Pogge and Segupta (2015) agreed, stating that the condition of the poor today is better than it was a few decades ago. They argue that the potential for SDGs to replace the role of MDGs in eradicating poverty is a new hope but, of course, there is no perfectly designed human product. Through their analysis, they provide recommendations for improving and strengthening the targets of the SDGs, namely; (i) providing a specific reference to strengthen agenda accountability, (ii) calling for structural reform of the institutional order worldwide, (iii) strengthening human rights language, and (iv) needing to involve international independent groups in an honest evaluation of measurable progress.

Although the SDGs have broader goals than MDGs and have more supporters than detractors, it cannot yet be stated that the achievement of SDGs will be greater than that of the MDGs, but they are very likely to be able to mask the weaknesses of the MDGs. Moreover, long before SDGs emerged, Indonesia already had a sufficient range of social protection programmes, therefore, integrating SDGs into national action plans could make the implementation of existing poverty alleviation programmes more effective.

### ***Social Protection Systems***

The United Nations Children's Fund (2012) defined social protection as “a set of public and private policies aimed at preventing, reducing and eliminating the economic and social vulnerability to poverty”. A comprehensive social protection system typically consists of social security and social assistance programmes and includes several government-funded grant schemes as well as contributions from participants. Fundamentally, the existence of social protection is understood to be one of the policy instruments implemented to compensate for or reduce poverty. Moreover, social assistance programmes are an important part of the government's strategy to achieve inclusiveness in social, economic and political development (Alderman and Yemstov, 2013). The UNDP (2016) claimed, in a report that since the turn of the century, social protection has emerged as a key area of public policy regarding the development of a country. Many have observed a significant and unprecedented growth in social assistance programmes over the past twenty years, especially in low and



middle-income countries (Barrientos, 2013; Garcia and Moore, 2012). Thus, although social protection cannot eliminate poverty, it can reduce it, enabling the government to maintain economic and political stability.

Developing countries increasingly understand the importance of social protection (including social assistance) as a critical component of an effective national development strategy, because it can combine inclusive economic growth with the provision of basic social services and assistance. Hemerijck (2013), for example, noted that some high-income countries have long understood that social protection can be a productive factor, because social assistance programmes can contribute significantly to economic, political and social stability, as well as supporting capacity building and the growth of human capital. Therefore, social welfare policy aims to encourage economic growth and income redistribution for low-income communities and is perhaps the most important factor explaining the rapid growth of social assistance in developing countries. Thus, planning to achieve sustainable development requires productive, equitable and democratic community development, and social protection has a major role to play in this process.

However, there is no certainty regarding whether any form of social protection will succeed or fail. Korayem (2013) conducted research on social assistance programmes in Egypt, focusing on food subsidy policies and cash transfer policies. Based on his observations, Korayem (2013) found that food subsidy programmes were not efficient enough to target low-income groups at every level, especially in rural areas. Meanwhile, the cash assistance that was provided was not sufficient to cover the minimum living expenses for the lowest income group in Egypt and, again, this programme was not targeted at every level. Finally, regarding the pros and cons of transferring cash transfers into transfers of goods, most people believed that a transfer of goods will be more profitable than cash transfers. Given the high rate of inflation in the country, cash transfers will be useless given the rise in prices of major commodities. However, the authors see the need for a structural change in the distribution system of subsidies for the transfer of goods. This is necessary to ensure accuracy in targeting poor and low-income people in Egypt.

Béland and Daigneault (2015) explored the phenomenon of social assistance programmes in Canada, and they acknowledged that social welfare is a fundamental component of a country in improving the well-being of vulnerable people. Interestingly, every province in Canada has its own social assistance policy, which means that welfare matters become the responsibility of local government; consequently, the work of central government is helped by this regulation. Even though the social assistance is helpful for low-income communities, Béland and Daigneault (2015) argued for the reformation of the welfare system in Canada. They opined that the government should not only provide the cash but also improve the skills of welfare beneficiaries to increase their capacity to pursue work productively and engage in

full-time employment. Consequently, social assistance programmes will not only reduce poverty rates, but will also be a tool for economic development tool (if implemented correctly). Thus, both Egypt and Canada have implemented social assistance programmes, and both achieved different results. However, it is clear that both countries believe that social protection is an excellent way to reduce poverty, however bureaucratic problems and the execution of a programme can greatly affect its success.

As a response to conditions of poverty in Indonesia, the government has implemented a range of social assistance packages for low-income people. All poverty alleviation programmes were divided into three clusters according to the group targeted; households, communities, or small-medium-sized enterprises. Widjaja (2012) discusses the status of several social security and social assistance programmes in Indonesia, including; Raskin, PKH, BLSM, BOS, Jamkesmas, and PNPM. He argues that, although implementation is still constrained by the complexity of rules and regulations, these social protection programmes play a significant role in Indonesia. Moreover, he claimed they are much more popular than social security programmes because this type of social protection is easy to establish and is acceptable to the public because of its pro-poor characteristics. Unfortunately, many social assistance programmes are only intended to facilitate consumption without any benefit in increasing production capacity. Moreover, if this continues, it will be difficult for the government to reduce the number of poor people because they will always be reliant on government assistance. Furthermore, sooner or later, the social assistance provided will not be fiscally sustainable, therefore it is necessary to improve the quality of social assistance to reduce the government budget and at the same time support economic growth.

When designing a poverty programme, extensive research is needed to find a theory that can be utilised and developed into mature policies and programmes. This aligns with the argument proposed by Sameti et al. (2012) who explained that designing an effective poverty reduction programme requires an accurate understanding of poverty in terms of its definition, causes, and other relevant factors. They stated that the way policy makers drafted and measured poverty would influence the way they designed poverty alleviation policies and programmes. In-depth calculation is thus an essential path to establishing an effective poverty reduction policy. Dasgupta (2007), agrees, adding that the design of appropriate poverty alleviation programmes must meet the following criteria: (i) specific, because not all programmes are appropriate to apply in every area, therefore the situation and conditions need to be assessed so that the programme can be adapted, (ii) relevant to the problems, (iii) based on local resources, (iv) has an understanding of any the unintended consequences of the implementation of a programme, (v) based on the awareness that poverty is an independent situation in relation to which causes must be identified. Thus, all elements relevant to poverty must be known and studied carefully so there are no mistakes in formulating the policy.

Meanwhile, global development programmes such as SDGs should be utilised by Indonesia to develop and implement a more systematic approach to social protection programmes that reaches all beneficiaries. Moreover, it will be interesting to observe how SDGs will contribute to a sustainable and equitable social protection system in Indonesia.

## **Methodology**

The problem to be studied is a dynamic social issue, so in terms of the type of data to be obtained, the approach that is most appropriate to use in this research is a qualitative one. According to Miles and Huberman (1994), qualitative research has always been the primary choice for certain social sciences, especially in the fields of anthropology, history, and political science. In simple terms, qualitative research can be interpreted as an empirical approach which analyses non-numerical data (Punch, 2014). A more comprehensive definition is provided by Denzin and Lincoln (2005) who stated that “qualitative research is a multi-focus method involving an interpretive and naturalistic approach to the reference material, which means that it studies things in the natural environment by trying to understand and interpret phenomena through the application of human reason”. Thus, qualitative research method is characterised by their focus on the uniqueness of a social event and a conceptualisation of a human being as a social actor, and this is not amenable to analysis using statistical methods.

This research is descriptive in nature. Data obtained from in-depth interviews and documents were therefore analysed qualitatively and described in narrative form, in-depth interviews were conducted with key informants who understood and knew about the research topic. Interview techniques have their advantages; namely, researchers can elicit information in detail from respondents enabling an in-depth understanding to be generated in the form of a meaningful descriptive analysis. Moreover, Vanderstoep and Johnston (2009) argued that the researcher does not need to rely too heavily on his/her list of interview questions, as this will allow them the flexibility to elicit more specific and relevant answers and in accordance with the objectives of the research, although this will also depend on the responses of the person being interviewed.

The use of documents as data covers a vast range of different source material. Documents can include: personal documents obtained from various sources, official documents from both state and private sources, mass media output, and internet resources (Bryman, 2012). However, these documents should be authentic, credible, representative, and meaningful (Scott, 1990). Thus, documents are one of the data sources that can be clearly accounted for, provided they are qualified. Thus, the research method encompasses the data needed, informants to be addressed, data collection techniques, and instruments used. These are summarised in the table 1.

**Table 1:** Data Set

<b>Data Theme</b>	<b>Details of data</b>	<b>Informant</b>	<b>Technique</b>
SDGs in Indonesia	Achievement Targets and Indicators for Goal 1	Government, CSO/NGO, Academician, and Researcher	Interview and Document
Government efforts regarding poverty alleviation.	1) Government policies and strategies for achieving SDGs: Goal 1. 2) Programmes that have been implemented. 3) Opportunities and challenges faced by the government.	Government, CSO/NGO, Academician, and Researcher	Interview and Document

The presentation of data was carried out in the form of narrative descriptions with easy-to-understand language. The presentation of sound data ensures a valid and reliable qualitative analysis, whereby the in-depth information obtained assists the researcher in answering the research questions. The final step was the verification of the research data, and this involved a description of the success of a series of activities comprising a systematic qualitative analysis. Thus, the researcher applied a qualitative data analysis approach developed by Miles and Huberman (1994) which involved; data collection, data reduction, data presentation, and conclusions. Moreover, regarding the validity of the data, the data was assessed using a triangulation technique that necessitated comparing and checking data from different sources, either from the interview or the documentation (Creswell, 2009). The data obtained can be said to be valid when there is a convergence between the data from both these sources.

### **Finding and Discussion**

To achieve Goal 1-No poverty, there are 7 targets and 14 indicators. This dissertation will discuss one target only, Target 3, which states; "Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable". Furthermore, achieving Goal 1-Target 3 is measured by one indicator, namely; "The proportion of the population covered by social protection floors/systems, the categories of which include gender, children with special needs, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable".

*"Social protection in Indonesia has two components. First, a social security or national social security system, for which we already have a set of rules and regulations. The other is social assistance, and we try to integrate all our social assistance programmes such as food*



*aid, PKH for education, health, and so on” (V. Yulaswati, personal communication, July 19, 2017).*

### ***Social Assistance***

In 2007, a social assistance programme entitled Program Keluarga Harapan (PKH) was initiated to improve the quality of health (pregnant women and new-borns) and education (children). Nine years later, in 2016, the programme was expanded by incorporating a social prosperity aspect (persons with disabilities and older persons). Universally, this kind of social protection is recognised as Conditional Cash Transfers (CCT), and for some countries the programme has demonstrated quite effective in undertaking chronic poverty. The country with the best practice in this regard is Mexico where has drawn particular attention from the World Bank, which ultimately encourages other developing countries in the world to introduce this similar type of poverty reduction agenda (Uchiyama, 2017).

### ***Pregnant women and new-borns***

Inadequate health care of pregnant women results in the poor health of babies, and the severity of these conditions often leads to high maternal and infant mortality. Aftab et al. (2012), for example, pointed out that “poverty is a major obstacle to women's well-being, especially during pregnancy where it results in malnutrition, anaemia, low birth or foetal loss”. Maternal health is a form of health insurance for new-borns, as well as the welfare of the family, as it automatically ensures the well-being of children. Therefore, it is imperative to provide welfare services for pregnant women so that they give birth to healthy babies.

Since 2017, pregnant women receive a benefit of IDR 1,890,000 (USD 127) per year, an increase of nearly 60% from the incentives of previous years. This allowance will be made available in instalments every three months through the nearest post office; moreover, the benefits are expected to be useful during pregnancy and post-pregnancy. Therefore, the recipients need to use the benefits to meet the nutritional needs of healthy babies and ensure mothers remain healthy. In the postpartum phase toddlers should be given immunisation and nutritious food to grow healthily. Moreover, participants are required to carry out health check-ups at the nearest health facility four times during pregnancy and have an obligation to perform childbirth assisted by health personnel at a local health facility, followed by two checks in the postpartum period. If they are unable to fulfil these obligations, then there will be punishment in the form of a component reduction of a minimum of 10% and a maximum of 100%. These conditions also apply to other groups of PKH recipients.

According to a UNICEF (2015) report entitled: *A Promise Renewed Progress*, the underfive mortality rate in Indonesia currently stand at 27 deaths per 1,000 births, compared to 85

deaths per 1,000 deaths in 1990, and Indonesia is one of 24 countries out of 81 low and middle-income countries that have succeeded in reducing child deaths by two-thirds during this period. Thus, the report is proof that, through the PKH programme, the welfare of pregnant women and new-borns in Indonesia has improved every year.

### ***Children***

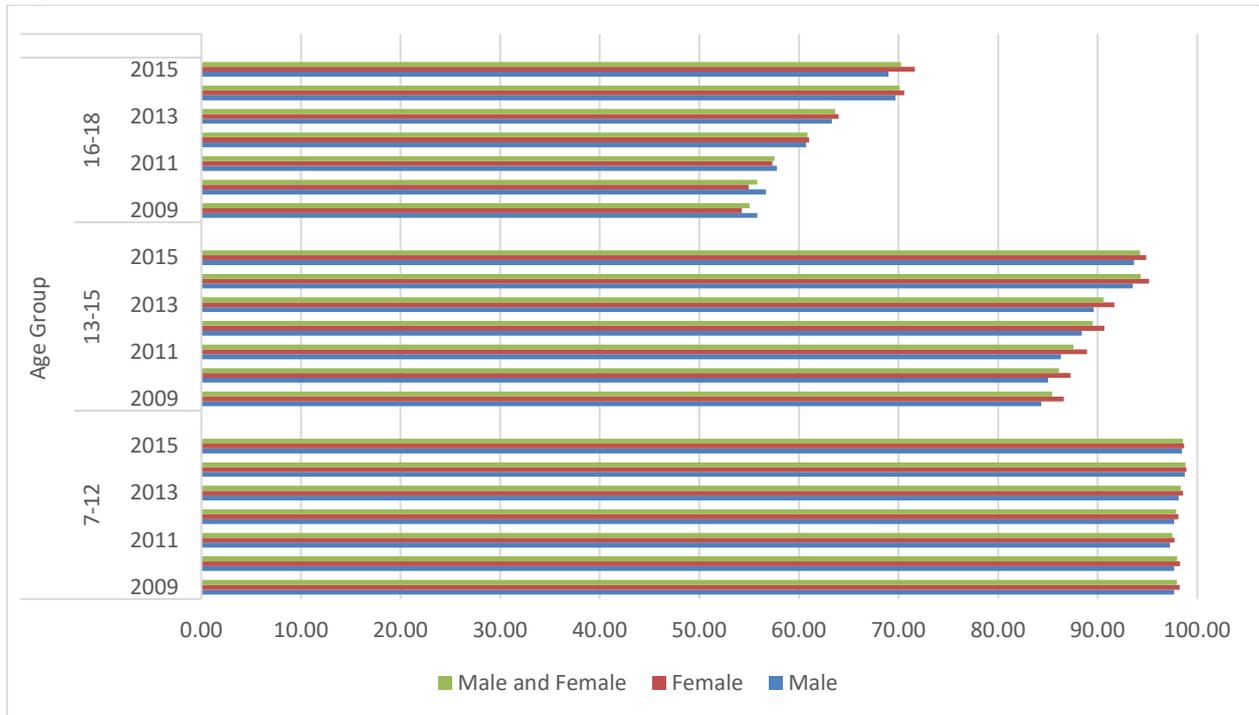
The welfare of children born to wealthy families is better than children born to socioeconomically disadvantaged families, which has implications that last a lifetime (Pickett and Wilkinson, 2015). For example, parents with financial limitations are unable to provide enough support for their children, especially regarding education. This is important because, “education is believed to be an important component in contributing to the development and future of children to have vertical mobility as well as to end the poverty trap” (Bima et al., 2017). Although education is a public good that can be afforded by everyone including lower economic status families, there are many components of education that parents cannot provide such as book fees, additional courses, transport, and so on. Beside, A phenomenon in Adolescent Reproductive Helath issues is of interest to be examined regarding public administration and public policy. Collaboration is a salient topic in the public ad- ministration and management literature and for a good reason (Smith, 2009). This issue has developed into a public issue in various countries, including Indonesia. The Laws of the Republic of Indonesia Number 36 of 2009 concerning the health says that the government must ensure the availability of information facilities and safe, affordable and quality reproductive health service facilities (Hadna & Nasrulhaq, 2019). Thus, PKH is designed to support those needs, although not all these components are covered by this incentive.

Furthermore, the absence of a birth certificate also contributes to the poverty of children because those who do not have one may be unable to attend school and receive social services or assistances programmes. Possession of the prerequisite documents such as parental marriage certificates is the reason why children do not have a birth certificate, as a marriage certificate is costly and complicated to acquire (Duff et al., 2016). Thus, bureaucratic issues can be barriers that prevent poor families from receiving any benefit from social services. It is enough for people to suffer with poverty without being aggravated by complicated bureaucratic matters, and this situation needs to be controlled by the government.

Prior to new regulations, allowances received by PKH students varied according to the level, for example; IDR 450,000 (USD 30) for primary students; IDR 750,000 (USD 50) for junior high school students; and IDR 1,000,000 (USD 67) for high school students. Since 2017, there has been no differences in the allowances awarded, as the children component (education) has been included in the pregnant women and new-borns component (health),

which is IDR 1,890,000 (USD 127) per family. Also, as a condition of receipt, registered students are required to reach an 85% class attendance rate.

**Figure 1.** School Enrolment Rates 2009-2015



Source: BPS (2017b)

Figure 1 shows that the number of children going to school, at all levels, increases yearly. For primary students, the rate is stable at 95%, while for junior high school students it has risen by 10% from approximately 85% to 95%. Moreover, the senior high school rate has soared from about 55% to 71%, even though this number is still insufficient. Overall, participation in education is increasing and, considering PKH has been run since 2007, it can be said that PKH has helped parents send their children back to school.

### ***People with disabilities***

Roncancio (2015) stated that “disability raises the risk of becoming poor or impoverished”, which means that a person who comes from middle-class families can be poor, because they will lose a job and are then unable to pay for themselves and their family, while lower-class families will become more miserable as they will become even poorer. In PKH, people with severe disabilities receive IDR 2,000,000 (USD 134) per year, distributed incrementally every three months. They are required to perform health care in line with their needs, and health checks can be carried out by health workers through home visits.

A person with disabilities will also receive benefits from social security, but for this form of social protection they need to pay. However, PKH is focused more on informal workers with disabilities as they will not be covered by pensions from their previous employment. This programme is only in its second year of operation, so there is no available evidence to suggest that the PKH programme for persons with disabilities can be categorised as either successful or unsuccessful.

### ***Older People***

Social protection for the elderly in Indonesia is the same as that for people with disabilities, and they will receive not only social assistance but also social security. Moreover, the amount and the conditions for the elderly in PKH is almost the same as people with disabilities, as they will receive IDR 2,000,000 (USD 134) per year and are required to perform health checks in accordance with their needs at the nearest health facility. Additionally, the elderly must engage in social activities (day care) at social welfare facilities or in their home if this is not possible.

Unfortunately, the welfare of the elderly in Indonesia has not yielded satisfactory results, as evidenced by the findings of the Global AgeWatch Index. This institution calculates the quality of elderly people's welfare across the world and, in 2015, this index ranked Indonesia 74th out of 96 countries. The measurement addresses four key domains, including; Income security, Health status, Capability, and Enabling environment.

Moreover, the Global 'AgeWatch Index' also pointed out that the number of Indonesians aged over 60 at that time was 21.2 million (8.2%), and is expected to increase to 13.2% by 2030. This report shows that the Indonesian government have not been able to give sufficient support to the elderly, which is perhaps not surprising given that, thus far, the social protection programme for the elderly has not been well designed. Moreover, the component for the elderly only became part of the PKH a year ago. Given current conditions, PKH for the elderly is necessary and should be expanded. Furthermore, this scope of expansion should consist of an increasing number of beneficiaries in areas where the PKH programmes operate and geographical coverage in each of the cities/districts is insufficient. Thus, the PKH will eventually be able to overcome the difficult situation experienced by the elderly, and successfully meet the challenges caused by Indonesia's demographic transition in the future.

### ***Social Security***

Social security aims to protect the welfare of workers in Indonesia, and it has been fully guaranteed by the state via Law Number 24 Year 2011 on Social Security Administering, which states that workers will receive health insurance, work accident insurance, old-age

pensions, and death insurance. Furthermore, the social security for employment provides adequate protection to all Indonesian workers from the risk of losing a job and a decrease in income. Previously, the participation of employees in this labour protection programme was distributed across three state-owned companies, namely; PT Jamsostek, who were responsible for managing general programmes for private, formal and informal workers; PT TASPEN, who managed a workforce guarantee programme aimed at civil servants, state officials and employees of several state-owned enterprises/regional-owned enterprises; PT ASABRI, who managed a workforce programme intended for members of the Police and Military. However, since 1 January 2014, social security has been implemented by BPJS Ketenagakerjaan, a scheme that consists of; Jaminan Kecelakaan Kerja (JKK) due to accidents; Jaminan Hari Tua (JHT) due to old age; Jaminan Pensiun (JP) due to pensions; and Jaminan Kematian (JKm) due to death. Moreover, the element that distinguishes social security and social assistance is the contributions, in that social security requires the recipients to pay monthly to the service providers from their salaries.

### ***Unemployed Persons***

Unemployment touches all parts of society and is probably the most feared phenomenon of our time (OECD, 1994). Luckily, for persons unemployed as a result of job losses caused by accidents, ageing or retirement, their economic viability is guaranteed by social security programmes. Conversely, for those who do not have a job at all, their welfare is neither accommodated by social security programmes nor social assistance programmes.

*“The unemployment problem is very crucial for the community. Currently, more than 70% of residents work in the informal sector, and people need capital to start a business. Moreover, it is clear that, unfortunately, we do not have a social assistance programme that can overcome the problems of unemployment (H. Santono, personal communication, June 22, 2017).”*

In the case of Indonesia, social security is therefore only provided for unemployed people who have lost their job for a reason. All formal workers are covered by this programme because their monthly contributions are paid directly by the workforce; on the other hand, only a few informal workers could participate in this programme due to the uncertainty of their monthly income. Thus, formal workers are more safe than informal workers, and thus informal sector workers are the most vulnerable to poverty when they lose their jobs, as their relatively small income means they are unable to pay for participation in social security schemes. However, unemployed people who are not in productive work may receive benefits from PKH if they meet the conditions for severe disability or are over 70 years old.

### ***Work-injury victims***

Compared to social security for unemployed persons, there is one scheme for work-injury victims, and the programme that accommodated these in the social security system is Jaminan Kecelakaan Kerja (JKK). This programme provides guarantees for workers to receive benefits such as health care and cash compensation, if the worker has an accident or develops an illness caused by work. Benefits of the service include curative, promotive, and preventive treatment. For wage earners, contributions from the JKK programme are fully borne by the employer, which is set as a percentage of the wage, while for non-wage workers, JKK programme fees are paid directly by the workforce. The fee charged is a proportion of the salary for a wage worker or a fixed amount for a non-wage worker.

**Table 2:** JKK Contributions

<b>Workplace Risk Level</b>	<b>Percentage Amount</b>
Very Low-Risk	0.24 % of wages per month
Low-Risk	0.54 % of wages per month
Medium-Risk	0.89 % of wages per month
High-Risk	1.27 % of wages per month
Very High-Risk	1.74 % of wages per month

Source: BPJS Ketenagakerjaan (2018)

Thus, Target 3 (social protection systems) of Goal 1 (no poverty), which is measured by indicators in line with the provisions of UNDP, has been run by Indonesia since before the SDGs were implemented.

*"The problem in the implementation is more to do with the participation and socialisation because charging the fees to the recipient takes time (V. Yulaswati, personal communication, July 19, 2017)."*

Observing the maximum value that the recipients earned from social protection systems scheme in Indonesia per day, actually, the value is still far from the standard that is set by SDGs, which is \$1.25 a day. Social assistance recipients earnings are IDR 2,000,000 (USD 134) per year, which means it is only \$0.38 a day. Meanwhile, the social security recipients depend on the wages and the injury level. Yet, the global indicator would be not working locally, as it said by Liu et al. (2015) "Formulating SDGs for both developing and developed countries has given rise to a new polemic, especially in the setting of poverty benchmark standards, because for some countries this is \$1.25 per day, whilst for other nations it is more than \$2 per day". Furthermore, Kamruzzaman (2016) also explored the standard conceptualisation of poverty, calculated according to Purchasing Power Parity (PPP) of \$1.25 per day. Understanding extreme poverty as constituting \$1.25 PPP per day seems insufficient

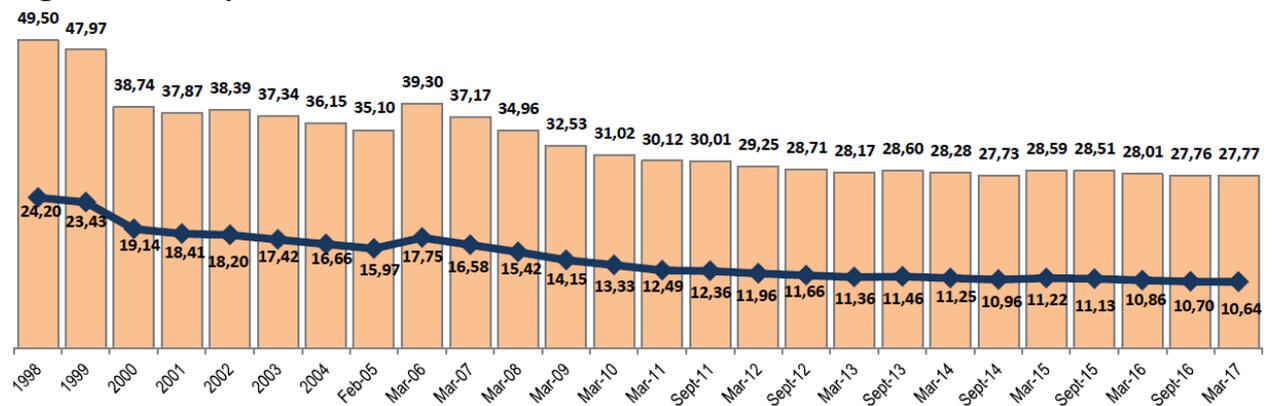
in representing all emerging countries, most of the poor will not necessarily receive the absolute minimum amount of goods needed for basic life in their country. Moreover, if individual income across the world increases to above \$1.25 (PPP) per day, extreme poverty will still exist, as in practice this constitutes only a reduction. Therefore, this will be a hollow victory.

Social assistance programme has been seen as a negative activity by some parties, for example some conservatives and neoliberals in Canada. “The existence of social assistance decreases the work productivity of the community, as it fosters a culture of dependence on the state” (Béland and Daigneault, 2015). Rather than pampering the community, critics have enjoined the state to promote personal responsibility within the community and improving people’s work ethic. Critics also makes a distinction between the poor who deserve help, and those who are not worthy at all, and argue that the government should provide the programme to the right recipients. It is also surprising to some that a developed country like Canada has gap issues in distributing aid to beneficiaries.

There is one important vulnerable group not mentioned in the SDGs indicators, which is the homeless. Almost every urban area in many countries has homeless people and beggars, and this has become a national problem in all the territories (Schwab, 1992). The Indonesian government has a programme called ‘Desaku Menanti’ to improve the quality of life of the homeless and beggars who live on the street; the scheme provides both shelter and training for these vulnerable groups. According to the Ministry of Social in *barometerjatim.com* (2017), “this programme is quite successful in reducing the number of homeless people and beggars in Indonesia. Now they have a more dignified life than before, and would prefer not to go back to the street”. One successful story relating to this programme is that of Malang City, which has encouraged the community to invent ‘the mask village’ that can invite tourism (Ministry of Social, 2017). Unfortunately, this programme does not cover all regions, only those with a large number of homeless people, thus there is the potential to develop the benefits gained from this programme.

Poverty reduction programmes have become a priority in the country's development agenda, even though there are still problems in the field. Meanwhile, looking at trends in the poverty rate, Indonesia has made positive progress. Based on the latest data released by BPS, the number of poor people in Indonesia in 2017 reached 27.77 million people, compared to 49.50 million people in 1998, which means that the number of poor people has decreased by approximately 21.73 million people over nineteen years. However, in the last six months, the number of poor people increased by about 0.6 percent. Further details are provided in figure 2.

**Figure 2.** Poverty Rate in Indonesia from 1998-2007



Source: BPS (2017a)

From 1998-2017, the incidence of poverty in Indonesia has decreased both in terms of quantity and percentage and, although in 2006 there was an increase, the trend has generally been for it to decline. Meanwhile, during the period of the MDGs (2000-2015), the rate almost halved, declining from 19.14 percent to 11.13 percent.

*"For me, 15 years is not a sufficient time in which to achieve all the goals in the SDGs, especially regarding the intention to eradicate poverty. Therefore, my prediction is that all the countries will face a second round of SDGs after 2030 (T. L. Wanadjaja, personal communication, June 25, 2017)."*

Given its eight goals, the MDGs were likely to be able to reduce the poverty by half, whereas for the SDGs its seventeen goals will certainly be more difficult to achieve, given that its target is to eliminate poverty. Thus, halving poverty can be achieved given the poverty trend and the experience of MDGs but it will be very challenging to realise zero poverty in the near future. However, reducing poverty by half by 2030 is a good first step and if the government continues to succeed, and there is a second round of SDGs, in 2045 zero poverty is likely to be accomplished. However, it is better for the government to be optimistic from the outset given all the possibilities that may arise during and after the period of the SDGs.

## Conclusion

Referring to Goal 1-Target 3 of SDGs, Indonesia already has a well-structured social protection system "for all". Its social assistance programmes, called PKH, has accommodated; pregnant women, new-borns, children, older persons, and individuals with disabilities. Moreover, social security programmes have overcome the problems of unemployed persons and work-injury victims through the BPJS *Ketenagakerjaan* scheme. At the same time, homeless people that are dismissed from the indicators of SDGs are covered

by the ‘Desaku Menanti’ programme. However, this programme is experimental and only applies to a few regions in Indonesia.

The implementation of PKH from year to year has improved and is considered capable of increasing the welfare of its recipients. This is supported by statistical data showing; increased rates of budgets for beneficiaries, decreased rates of maternal and infant mortality, and increased rates of participation of children in school. However, older persons and persons with disabilities cannot yet be assessed for success, as PKH for these two groups was only implemented officially in 2016. Meanwhile, the implementation of social security programmes through the BPJS *Ketenagakerjaan* scheme to overcome the problems of unemployed persons and work-injury victims has not run as smoothly as a social assistance programme, as it relies heavily on contributions from recipients for its sustainability. As a result, informal workers are unable to receive the benefits of this programme. Although improving in regard to numbers of budgets and recipients, the government should improve the service by cutting the unnecessary bureaucracy that prevents low income families from receiving social protection programmes.

Poverty alleviation in Indonesia, if referring to the standard \$ 1.25 per day, is likely to be very difficult to achieve; seeing how the standard of government assistance for the poor is only worth \$ 0.38 per day. But this does not mean that so far Indonesia has not succeeded in reducing poverty rates, because the standards that exist in the SDGs is too high for Indonesia.

It is not easy to run a program as large as SDGs, thus the implementation of this long-term program will present many significant challenges. Therefore, the obstacles faced in the implementation of MDGs a few years ago must be a valuable lesson that allows Indonesia to work more optimally to achieve SDGs. Furthermore, the SDGs provide the widest possible opportunity for every country including Indonesia to continue to work together in combating poverty, this is in line with one of its main principles of “no one left behind”. Finally, achieving “zero poverty” by 2030 is actually not a dream if Indonesia is able to manage this golden opportunity to learn from the many experiences of developing countries in this global cooperation scheme.

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